



Evaluation of the Youth Work Programme (YWP) in Relation to the Expanded Public Works Programme (EPWP)

Final Report

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DCAS

Department of Cultural Affairs and Sport



DEVELOPMENT WORKS CHANGEMAKERS

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| DHET | Department of Higher Education and Training |
| DoCS | Department of Community Safety |
| DoW | Department of Women |
| DPME | Department of Planning, Monitoring and Evaluation |
| DSD | Department of Social Development |
| DWC | Development Works Changers |
| ECD | Early Childhood Development |
| EMIS | Education Management Information System |
| EPWP | Expanded Public Works Programme |
| FGD | Focus Group Discussion |
| GDP | Gross Domestic Product |
| ICT | Information and Communications Technology |
| IOD | Injury on Duty |
| ISCPS | Integrated Social Crime Prevention Strategy |
| M&E | Monitoring and Evaluation |
| MOU | Memorandum of Understanding |
| NEPF | National Evaluation Policy Framework |
| NGO | Non-Governmental Organisation |
| NSC | National Senior Certificate |
| OHD | Occupations in High Demand |
| SAPS | South African Police Service |
| SOP | Standard Operating Procedure |
| STPMS | Stipend Payment Management System |
| ToA | Theory of Action |
| ToC | Theory of Change |
| ToR | Terms of Reference |
| TPA | Transfer Payment Agreement |
| UFE | Utilisation-Focused Evaluation |
| URS | User Requirement Specification |
| VPUU | Violence Prevention through Urban Upgrading |
| WCCSA | Western Cape Community Safety Act |
| WCED | Western Cape Education Department |
| WCG | Western Cape Government |
| YWP | Youth Work Programme |

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1. Introduction

1.1. Overview of the Youth Work Programme

Recognising the need to address economic and safety upliftment of vulnerable communities, the Western Cape Government (WCG) Department of Community Safety (DoCS) funds the Youth Work Programme (YWP) to create temporary work opportunities for youth (aged 18-25) living in high-risk urban and rural areas in the Western Cape. Such areas include Khayelitsha, Nyanga, Mitchell’s Plain and areas within the Eden District. The programme consists of a three-month training at Chrysalis Academy followed by a 12-month internship at a placement institution for work experience.

Please see below for an overview of the programme and refer to Annexure A for a detailed description.

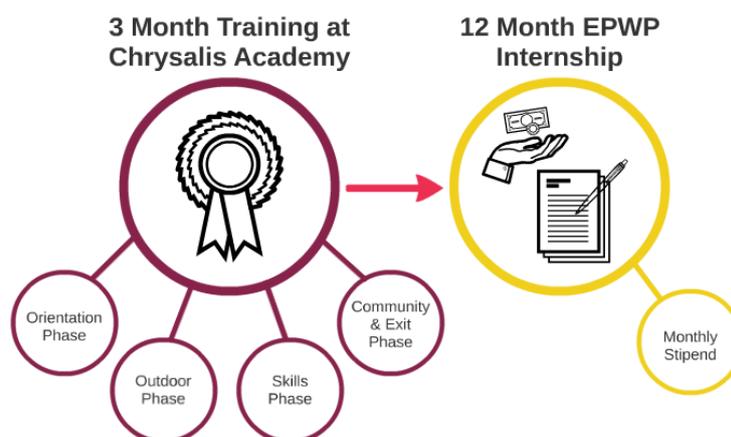


Figure 1 overview of programme Annexure A detailed description.

Figure 1. YWP Programme Overview

The ultimate goal of the YWP is to reduce crime in communities across the Western Cape. In order to achieve this goal, the specific objectives of the programme are:

1. To provide vocational and life skills training to unemployed youth in high-risk urban and rural areas through the Chrysalis Academy training; and
2. To provide paid internships to unemployed youths who have completed the training through the Expanded Public Works Programme (EPWP).

2. Purpose of the Evaluation

2.1 Evaluation Purpose

The primary purpose of this evaluation was to assess whether the following:

1. The extent to which the programme has been **implemented as intended**; and
2. The **extent to which outputs and outcomes of the programme have been achieved**.

2.2 Evaluation Scope

An independent evaluation of the YWP was conducted over a six-month time frame from October 2018 - March 2019. The evaluation covered the programme period from December 2012 - March 2017. This time period included the cohorts CHARLIE 12; ALPHA, BRAVO, CHARLIE 13; ALPHA, BRAVO, CHARLIE 14; ALPHA, BRAVO, CHARLIE 15; and ALPHA, BRAVO, CHARLIE 16¹.

2.3 Evaluation Questions

The evaluation responded to key evaluation questions as outlined in the Terms of Reference (ToR) which are depicted in Table 1 below². As the Table depicts, evaluation questions were

¹ Please refer to the programme description in Annexure A for an explanation of the cohorts.

² One evaluation question within the ToR was combined with evaluation question 3, given that both questions were seeking the same information.

answered by all, or a combination of data collection instruments and from a combination of evaluation participants' perspectives. This combination aided methodological and data triangulation, allowed for verification of data, as well as a more textured, comprehensive account of the programme.

Table 1. Evaluation Questions.

| YWP Evaluation Question | Data Collection Method |
|---|--|
| 1. What skills and work experience would best achieve the desired outcome of preparation for future employment? | <ul style="list-style-type: none"> • Literature review • Job placement employer interviews • Chrysalis Academy FGDs |
| 2. Are the participants receiving appropriate training to support future job opportunities? ³ | <ul style="list-style-type: none"> • Literature review • Beneficiary interviews (graduates) • Beneficiary interviews (exits) • Beneficiary survey⁴ • Chrysalis Academy focus group discussions (FGDs) • Job placement employer interviews |

³ I.e. Does the training equip/prepare students for the workplace applicable to any sector or discipline?

⁴ Although the beneficiary survey was administered, there was a poor response rate. Therefore survey data was not used.

| | |
|---|--|
| <p>3. Are the participants receiving appropriate work experience with placement institutions to support future job opportunities?⁵</p> | <ul style="list-style-type: none"> • Literature review • Beneficiary interviews (graduates) • Beneficiary interviews (exits) • Beneficiary survey • Job placement employer interviews • Chrysalis Academy FGDs |
| <p>4. Is the administration of payment efficient and effective?⁶ (Note: To bring in the internal audit question.)</p> | <ul style="list-style-type: none"> • Document Review (i.e. Internal Audit Report) • Monitoring Records • DoCS FGD • Beneficiary interviews (graduates) • Beneficiary interviews (exits) • Beneficiary survey |
| <p>5. Has the programme been implemented as planned?</p> | <ul style="list-style-type: none"> • Document Review (e.g. Transfer Payment Agreement (TPA) with Chrysalis and Memorandum of Understanding (MOU) with placement institutions) • Monitoring Records • ToC • Chrysalis Academy FGDs • Job placement employer interviews • DoCS FGD |
| <p>6. Do youth that were involved in gangs and criminal activity before the YWP return to these activities once back in the community?</p> | <ul style="list-style-type: none"> • Beneficiary interviews (graduates) • Beneficiary interviews (exits) • Beneficiary survey • Chrysalis Academy FGDs |

3. Approach, Design and Method

Development Works Changemakers (DWC) drew on (where appropriate and relevant) the below approaches to inform the way in which the team collected data from participants and undertook thematic analyses and reporting.

A **utilisation-focused evaluation** (UFE) is rooted in the ideal that an evaluation should be conducted in such a way that it produces findings that are useful, can inform management decisions and improve the programme⁷. Key elements of this approach are that the primary intended users of the evaluation are clearly identified and engaged at the commencement of the evaluation; and that the uses of the evaluation guide other decisions that are made about the evaluation process. The UFE approach herein was geared towards a **formative evaluation**, which provides feedback about the programme, allows for adjustments to be made to the programme to help make improvement/s going forward; and improve the achievement of set objectives.

⁵ I.e. Are the placement institutions providing graduates with valuable experience in and exposure to the workplace?

⁶ Refers only to stipends paid to the participants, and whether it is on time and in the correct amount.

⁷ Patton (2008).

DWC drew on a **participatory approach** that consisted of the participation of key stakeholders (where possible and appropriate). This was at key and strategic stages of the evaluation through an interactive and learning approach in order to enhance ownership and buy-in from relevant stakeholders. The evaluation involved a process of engagement with programme stakeholders (specifically DoCS and Chrysalis Academy personnel responsible for programme management and implementation) in order to enhance buy-in and ensure evaluative learning was transferred. It was anticipated that this participatory process will ultimately enhance the reliability and utility of findings, owing to close stakeholder involvement during the key evaluation phases. More specifically, the participatory approach was drawn on during: 1) the development of the Theory of Change (ToC) and Theory of Action (ToA) (please see Annexure B); and 2) the validation workshop / presentation of draft evaluation report findings.

The evaluation approach was **primarily qualitative** in nature, with primary data being collected through interviews and FGDs. To support the qualitative data, quantitative monitoring data was drawn primarily from Chrysalis Academy annual reports. While quantitative data was collected from beneficiaries through an electronic survey, the data was not analysed herein given the low response rate (see section 3.3.1.1. for further details).

3.1. Design

The evaluation consisted of four key design elements: 1) a clarificatory workshop; 2) an implementation evaluation; 3) an outcomes evaluation; and 4) a synthesis of these three elements to conclude the evaluation process (see Table 2 below). The combined elements allowed for the evaluation to answer all given evaluation questions, and provide recommendations on how to address challenges, and enhance opportunities and programme strengths.

Table 2. Explanation of the four key evaluation elements.

| Element 1: Clarificatory/Design | Element 2: Implementation | Element 3: Outcomes | Element 4: Synthesis |
|---|--|--|--|
| This element involved developing the programme's ToC and ToA including underlying assumptions, as well as intended outputs and outcomes. This was undertaken during a ToC workshop with key stakeholders involved in the YWP. | This element provided an assessment of whether the programme was being implemented as intended to achieve desired outcomes within the evaluation period. | During this element, the evaluation team investigated whether the programme achieved its identified outcomes as per its ToC. | After the three previous elements were undertaken, a process of consolidation and synthesis was conducted in order to identify learnings, gaps, and recommendations. |

3.1.1. The Clarificatory/Design Process

The clarificatory/design process was conducted in the initial stages of the evaluation to develop a description and understanding of the programme in a detailed and coherent manner. DWC took a participatory approach by facilitating an interactive **clarificatory workshop** with key personnel responsible for programme management and implementation (i.e. DoCS and Chrysalis Academy staff). This workshop worked towards developing the programme's ToC and ToA. The ToC and ToA formed part of a necessary and iterative process to ensure that stakeholders had a common understanding of what the programme intends to achieve, the extent (also referred to as dosage) to which each activity must be performed, and the scope of work for the evaluation. It also provided:

1. Rich contextual information to inform the subsequent implementation and outcome evaluations;
2. Standards against which programme implementation and outcomes were assessed;
3. A clear and explicit articulation of the underlying causal and theoretical assumptions of the programme;
4. A mapping of how the programme was expected to be implemented;
5. A mapping of what outputs and outcomes the programme was expected to achieve, and the causal pathways to achieve these;
6. An understanding of the programme in order to review the appropriateness of the proposed evaluation methodology on a more informed basis; and
7. Information to help with the development of data collection tools.

3.1.2. The Implementation Evaluation Element

The National Evaluation Policy Framework (NEPF) describes an implementation evaluation as “an assessment of programme delivery, strategies, procedures and processes.”⁸ An implementation evaluation helps determine whether components identified as critical to the success of the programme (as identified during the above clarification process) are being implemented as intended and at the level of intensity needed to achieve desired outcomes. This evaluation component focused on whether stipulated approaches and processes were being utilised. Assessing the implementation of the programme was in-part reliant on implementation monitoring data and document reviews (e.g. TPA, MOUs and annual reports⁹).

3.1.3. The Outcomes Evaluation Element

An outcomes evaluation helped determine the extent to which the YWP produced its intended outcomes or changes, as per the evaluation questions. This evaluation component paid particular attention to the intended outcomes that would be expected to have been achieved as depicted in the ToC and ToA (e.g. improved skills, employment etc.).

To complement the findings on outcomes experienced by beneficiaries who completed the YWP (beneficiary graduates), DWC also collected data from a comparison group of participants who

⁸ Department of Planning, Monitoring and Evaluation (DPME; 2014)

⁹ As advised by DoCS, there are no quarterly monitoring reports available.

did not complete the programme in its entirety (beneficiary exits)¹⁰. Data collected from this comparison group provided an indication of what happened to youth who dropped out of the programme, providing a richer account of the influence of the YWP on beneficiaries' lives (although causal claims cannot be made). The sample size of the comparison group was limited, given that there are few youth who dropped out of the programme.

3.1.4. Synthesis

Information from the preceding evaluation elements were synthesised to provide evidence of good practices and challenges that have emerged from the programme, as well as key lessons learnt that should be considered in future to improve the programme.

The key strength of this evaluation design was that each element worked congruently to answer each of the evaluation questions, and to strengthen the reliability of the findings of the evaluation. As a complementary evaluation component, the clarificatory process provided a platform to develop a common understanding of the programme and provided an opportunity to address gaps in the programme theory. The synthesis of the evaluation elements ensured consolidated findings addressed questions of overall programme implementation and outcomes achieved, as well as recommendations for programme improvement.

3.2. Sampling

Evaluation participants comprised four key target groups as detailed in Table 3 below.

Table 3. Evaluation Participant Target Groups.

| | |
|-----------------------------------|--|
| Beneficiaries¹¹ | Graduates: Youth who were enrolled in the YWP between 2012 and 2017, and who completed the programme in its entirety (i.e. both three-month training and 12-month internship). |
| | Exits: Youth who were enrolled in the YWP between 2012 and 2017, but who dropped out of the programme and therefore did not complete it in its entirety. |
| Chrysalis Academy Staff | Individuals at Chrysalis Academy who directly implemented the three-month training aspect of the YWP. |
| Job Placement Employers | Placement institutions who provided the 12-month work placement for youth who participated in the programme. |
| DoCS Staff | Relevant DoCS staff members who have been involved in the oversight and management of the YWP (i.e. Project Managers and Project Office). |

¹⁰ It must be noted that even with a comparison group, causation cannot be fully established through this design. However, the inclusion of individuals who dropped out by which to compare the youth who graduated from the programme provides a richer account of the programme outcomes.

¹¹ The terms beneficiary, intern, graduate and youth are used interchangeably throughout this evaluation report.



DWC was cognisant that the sample of beneficiaries should include participants from each year group of the programme (2012-2017), from a mix of both urban and rural locations. It was agreed that DWC would sample a mix in relation to the urban/rural breakdown, i.e. 30% rural beneficiaries and 70% urban beneficiaries respectively.

Beneficiaries were sampled through convenience sampling; Chrysalis staff and DoCS staff through purposive sampling; and job placement employers were sampled through a combination. A key strength of sampling participants in multiple positions within the YWP allowed for numerous perspectives on the implementation and outcomes of the programme. This allowed for the collection of rich, highly contextualised and triangulated data to provide a thorough understanding of the programme.

As agreed with DoCS, DWC aimed to 1) interview approximately 50 beneficiaries overall (including graduates and exits); 2) conduct two to three Chrysalis staff FGDs; 3) interview eight to 15 placement institutions; and 4) conduct one DoCS FGD.

3.3. Data Collection

3.3.1. Primary Data Collection

Primary data was collected from the above-mentioned participants using the key tools listed below. Please see Annexure C for the data collection tools.

Data Collection Tools

1. Beneficiary electronic survey^{12 13};
2. Beneficiary telephonic interview (graduates);
3. Beneficiary telephonic interview (exits);
4. Chrysalis Academy staff FGDs;
5. Job placement employer telephonic interviews; and
6. DoCS FGD.

All data collection tools were developed in accordance with the evaluation questions, and in terms of which participant group/s were most appropriate for answering questions to inform the evaluation questions. All interviews and FGDs were largely qualitative in nature, while the online survey was designed to elicit quantitative data. While the beneficiaries of the programme are home-language English, Afrikaans, Xhosa and Zulu, the programme is delivered in English only. As such, DoCS indicated that participants would be reasonably proficient in English to participate in English interviews and complete an English survey.

¹² The survey was administered electronically using Survey Monkey. An electronic survey offered the benefit of capturing data in real time, however it required that beneficiaries had access to computers, tablets or smartphones for them to complete the survey. The survey remained online for several weeks to garner as many responses as possible.

¹³ The budget made provision of a survey incentive in order to encourage beneficiaries to complete the survey. It was recommended by DoCS that beneficiaries be provided with airtime or data as an incentive. Despite the incentives, the response rate was poor and therefore survey data was not used for this evaluation.

3.3.1.1. Beneficiaries

Please see Table 4 below for the list of beneficiaries (graduates and exits) from whom primary data was collected, disaggregated by cohort and residential area (urban or rural).

Table 4. YWP Beneficiary Telephonic Interviews

| Youth Work Programme Beneficiaries Telephonic Interviews | | | |
|---|----------------|-------------------------------------|------------------------------------|
| | Cohort | Number of beneficiaries (Urban) | Number of beneficiaries (Rural) |
| Graduates | CHARLIE 12 | 4 | 1 |
| | ALPHA 13 | 4 | 1 |
| | BRAVO 13 | 3 | 2 |
| | CHARLIE 13 | 4 | 1 |
| | ALPHA 14 | 4 | 1 |
| | BRAVO 14 | 2 | - |
| | CHARLIE 14 | 1 | 1 |
| | ALPHA 15 | 4 | 1 |
| | BRAVO 15 | 3 | 2 |
| | CHARLIE 15 | 3 | 2 |
| | ALPHA 16 | 4 | 1 |
| | BRAVO 16 | 3 | 2 |
| | CHARLIE 16 | 2 | 3 |
| Exits | Chrysalis Exit | 2 | 1 |

| | EPWP Exit | 3 | 4 |
|-------|---------------------------|----------|----------|
| Total | | 46 (67%) | 23 (33%) |
| | 69 Beneficiary Interviews | | |

In total, 69 beneficiary interviews were conducted¹⁴, with 46 beneficiaries being based in urban areas (67%) and 23 beneficiaries being based in rural areas (33%). Additionally, of these, 60 participants were beneficiary graduates (87%) and nine were beneficiary exits (13%). As agreed with DoCS, a total of 50 beneficiary interviews should be conducted. As such, the target was surpassed. During data collection a total of 820 calls were made, however as indicated in Table 4 above, only 69 were reachable. The reasons for unanswered and/or unsuccessful calls included:

- Most numbers were either unavailable, wrong numbers or unanswered;
- A few beneficiaries were reported by caregivers as deceased, in prison or struggling with substance abuse; and
- A significant number of beneficiaries were reported to be at work with no alternative contacting details.

To encourage survey participation, DWC requested Chrysalis to post the survey link on their Facebook page as this page receives high traffic, and youth would be more likely to respond on this platform than from a mail from DWC who is unknown to them. Along with the link, information on prizes for completing the survey was shared – a lucky draw to win one of several prizes including a smartphone, shopping voucher and data/airtime. There were only 45 surveys responses to the online survey, of which only 15 were fully completed. The remaining 30 surveys were incomplete, thus a portion of the survey questions unanswered questions. Chrysalis assisted by re-posting the link on the Facebook page, sending out a bulk SMS to beneficiaries, and reminded them of the survey during their own monitoring call. They also emphasise that participants would only be eligible for the lucky draw if they completed the survey. The survey was also left open over the December holiday period to increase the chances of more responses. Despite these efforts, responses were still low, and it was agreed that this data was not sufficient for analysis for this evaluation.

3.3.1.2. Chrysalis Academy Staff

Two separate focus groups were conducted with Chrysalis staff members. One focus group was conducted with four Junior Instructors, and one with Project Management staff. Interviews had also been planned to include Chrysalis administrators to form part of the third focus group; however the administrators opted not to take part in the discussions. This was because they were under pressure to meet work deadlines at the time when FGDs were taking place.

3.3.1.3. Placement Institution Employers

DoCS identified the specific rural regions and placement institutions that were to be included in the sample, and recommended the type of institutions that should be included for the urban

¹⁴ While 69 interviews were conducted, only 68 were transcribed and analysed. One audio recording was corrupted and could not be retrieved for transcription.

sample (e.g. City Improvement Districts (CIDs), municipalities, Violence Prevention through Urban Upgrading (VPUUs) programmes, etc.). All identified rural institutions were contacted successfully, with the exception of one institution (Theewaterskloof Municipality (Traffic and Housing)), which was subsequently replaced with Drakensburg Municipality. Additionally, CIDS Wynberg which had been sampled for the urban sample, reported to have received no Chrysalis interns for two years. CIDS Wynberg was therefore replaced with a Non-Governmental Organisation (NGO), which was recommended by Chrysalis staff members and approved by DoCS. Table 5 below depicts those placement institutions that formed part of the final sample.

Table 5. Placement Institution Employer Telephonic Interviews

| EPWP Internship Placement Institution Employers Telephonic Interviews | |
|--|---|
| Placement Institution | Region |
| <ul style="list-style-type: none"> • Mossel Bay Municipality • George Municipality • Overstrand Municipality • Drakensburg Municipality • Saldanha Municipality | Rural |
| <ul style="list-style-type: none"> • CIDS Cape Town • CIDS Groote Schuur • VPUU Gugulethu • Chrysalis AVA Placements – Metrorail • Beautiful Gate • CIDS Greenpoint • Tygerberg Hospital • SAPS Khayelitsha • Macassar CHC • Helderberg Hospital | Urban |
| 15 Employer Interviews | 5 Rural Institutions 10 Urban Institutions |

In total, 15 placement institution interviews were conducted, with 10 being based in urban areas (67%) and five being based in rural areas (33%).

3.3.1.4. DoCS Staff



A FGD with two DoCS staff members involved in the YWP was conducted. The staff members included 1) the Chief Directorate Secretariat for Safety and Security; and 2) the YWP Project Manager.

3.3.2. Secondary Data Collection

Information for this data was drawn from the following:

Document review. The evaluation team undertook a review of a range of key programme documents including, but not limited to:

- Chrysalis Academy Annual Reports (2011/2012 - 2016/2017);
- Chrysalis Academy / DoCS TPA
- Placement Institution / DoCS MOU
- EPWP Conditional Grant Evaluation Report 2016-2017;
- EPWP Evaluation Template;
- EPWP Performance Reports (2016-2017; 2017-2018);
- EPWP YWP Standard Operating Procedure (SOP) in terms of section 206 of the Constitution, June 2013;
- DoCS's 5-year Strategic Plans 2015/16 - 2019/20;
- DoCS's Annual Performance Plan 2015/16, 2016/17 and 2017/18;
- DoCS's Annual Report 2015/16, 2016/17 and 2017/18;
- Western Cape Community Safety Act (WCCSA);
- Provincial Strategic Plan 2014/19;
- Policy Brief Series, evidence-based policy-making and implementation (05 February 2016);
- EPWP consolidated programme overview and logistical framework, 20 May 2004;
- EPWP stipend payment management system (STPMS) user requirement specification (URS);
- Projects business plans work opportunity and budget forms 2014/15;
- EPWP guidelines, November 2007;
- Internal Audit Report (July 2018);
- Implementation and outcome monitoring records, primarily consolidated monitoring data provided in the Chrysalis Academy annual reports. It should be noted that most of documents provided spoke to context and data related to the EPWP in general, i.e. across all nine provinces, all participating departments, and all age groups. With the exception of the Chrysalis-produced documents, most made little reference or included little detail on data regarding the specificities of DoCS's implementation YWP with Chrysalis.

Targeted literature review. The evaluation team reviewed a targeted range of published and unpublished literature relevant to the programme and its objectives. In accordance with the ToR, the literature review included definitions of key concepts, the context of community safety in the province and South Africa, the whole-of-society approach, the policy and legislative context, causative links between crime and youth unemployment, the EPWP, the YWP background, and similar partnership interventions conducted in other provinces and countries. Please see Annexure D for the literature review.

3.4. Pilot Study and Fieldwork Preparation

Once the evaluation method and data collection tools were approved by the DoCS steering committee, the lead evaluator and project manager provided fieldwork training to two fieldworkers. The training provided an overview of the scope of the evaluation and a refresher course in qualitative data collection. John Cartwright, the team's technical expert, was also present during the training and provided an overview of the programme and contextual background of crime in the Western Cape. The field workers were trained on interviewing skills such as probing. They were also taken through the interview guides to ensure that they were thoroughly familiar with the content and questions.

Thereafter, the fieldworkers piloted the beneficiary interview tool with two beneficiaries, while the senior evaluator listened and provided feedback. The purpose of the pilot was to ensure interview questions were appropriate, that the intended data was elicited from participants, and to identify where interview probes could be added to elicit higher quality data, especially given that Chrysalis staff advised that beneficiaries may be unwilling to share information. Please see Annexure E for the fieldwork report and for more details on the fieldwork training and pilot.

3.5. Data Analysis

The evaluation team analysed both primary and secondary data collected using:

- ATLAS.ti for thematic analysis of the qualitative data; and
- Microsoft Excel for the analysis of quantitative data, i.e. descriptive statistics.

The data gathered is organised around the evaluation questions. Furthermore, data triangulation between various sources and kinds of data was used to enhance the confidence and reliability of findings.

4. Evaluation Limitations

Please see Table 6 below for limitations identified for this evaluation, as well as the mitigation strategies employed or justification for each.

Table 6. Evaluation Limitations and Mitigation Strategies / Justifications

| Limitation | Mitigation Strategy / Justification |
|---|--|
| <p>Getting hold of participants was highly challenging, as was cautioned by Chrysalis staff members who often struggle conducting follow-ups with beneficiaries. Reasons for difficulties in reaching participants included participants' numbers being unavailable / incorrect or ringing to voicemail. Some parents of the beneficiaries reported that participants were at work during the day and there was no alternative number to reach them. Some participants answered the phone only to end the calls before the interview began.</p> | <p>The fieldworkers were advised to continuously make calls from the contact list, making sure not to attempt to make several calls on unsuccessful numbers. Colour codes and recordings would be made to indicate wrong and or unsuccessful numbers on the database to avoid repeating calls. Only callers who conveyed interest were called more than once.</p> |
| <p>Although DoCS and Chrysalis advised that interviews could be conducted in English (given that the training was instructed in English), some beneficiaries' English proficiency was low, affecting the quality of data collected.</p> | <p>The fieldworkers were encouraged to rephrase interview questions where necessary to simplify for participants to understand, and participants were asked if the questions were clear before responding.</p> |
| <p>Some beneficiaries' phone lines had a poor network whereby some interviews had cut offs or breaks in communication.</p> | <p>The fieldworkers made numerous repetitions of questions to ensure that all questions were covered and responded to. Where calls were of a low quality and could not garner a clear audio recording, fieldworkers were encouraged to rather discontinue the call and interview a participant with a clear line.</p> |
| <p>Beneficiaries may not have provided truthful responses to questions. It is likely beneficiaries felt a sense of mistrust for unknown researchers. This was likely especially for the questions around involvement in criminal activities before and after the programme, given the sensitive nature of the question. As such, the data presented for this question may not provide an entirely accurate account.</p> | <p>Before being asked the questions, participants were ensured that their responses would be kept confidential and anonymous, and that they would not be judged for the answers provided. They were also asked to share if they had any peers in their cohort involved in criminal activities, as they may have felt more comfortable speaking about the topic in the "other".</p> |

| | |
|--|--|
| Some participants did not elaborate on some questions as they could not remember what happened when they did the course, especially those who had completed the course closer to 2012. | The fieldworkers ensured that they would point out programme activities or programme highlights to probe and refresh the participants' memory. |
|--|--|

Table 6 (continued). Evaluation Limitations and Mitigation Strategies / Justifications

| Limitation | Mitigation Strategy / Justification |
|---|---|
| The team experienced difficulties conducting interviews with two placement institutions. Theewaterskloof municipality was unable to be reached (by the team or DoCS themselves), while CIDS Wynberg declined to be interviewed because they reported that they had not had interns for two years. | In consultation with DoCS and Chrysalis, these interviewees were replaced with other institutions. While data has not been affected, this raises concern within the administration of the programme that there is difficulty contacting institutions that are considered to be strategic partners of the Department. |
| The secondary monitoring data presented herein could not be verified or quality checked by DWC. | It is an assumption that the monitoring data is accurate given that these have been consolidated and recorded in Chrysalis annual reports. |
| Although a comparison group was employed, causation cannot be fully established through this design. The comparison group was too small ($n=9$; 13%) given that there is a low drop-out rate from the programme and exits are particularly difficult to reach telephonically due to out-dated and inaccurate contact details. | While causation cannot be established (i.e. the YWP is wholly responsible for supporting beneficiaries' future employment), the inclusion of individuals who dropped out provides a richer account of the programme outcomes and what happens to learners who do not complete the programme. |
| While the sample of beneficiaries from which interview data was collected was larger than initially agreed with the client, the sample is proportionally small in comparison to the full population of YWP beneficiaries. | The interview sample size for this evaluation was determined by the budget limitations. To compensate for this, a beneficiary survey was developed and posted on the Chrysalis Facebook page to reach a larger number of beneficiaries. Additionally, a lucky draw prize was advertised along with the survey link. |
| The survey did not yield a high response rate, and thus the data was not analysed for this report. | Few beneficiaries responded to the survey (45 responses, 15 fully completed surveys). This was despite the fact that Chrysalis re-shared the survey link, sent a bulk SMS to graduates reminding them of the survey, and further reminded them during their monitoring calls. As such, the survey data did not supplement the interview data as anticipated. Given the low response rate, the data was deemed insufficient to yield |

| | |
|--|--|
| | meaningful findings. Therefore, as agreed with DoCS, only qualitative quotes were extracted from the survey to complement qualitative findings |
|--|--|

5. Findings

The findings presented below are presented according to the given evaluation questions, which have been categorised into three broad themes, namely 1) appropriateness of the YWP to support future job opportunities; 2) implementation; and 3) outcomes.

5.1. Appropriateness of the YWP to Support Future Job Opportunities

5.1.1. What skills and work experience would best achieve the desired outcome of preparation for future employment?

To answer this evaluation question, the literature describing how to best prepare for the world of work was briefly reviewed. Thereafter, what evaluation participants thought were crucial employment skills was analysed.

5.1.1.1. Ideal Skills and Work Experience to Prepare Youth for Employment - Literature Perspective

There is contention regarding exactly what constitutes “employability” and the evidence indicates that there is **little consensus on which skills actually foster employability**¹⁵. The concept is complex, vague and difficult to define, however there is agreement that a blend of both “hard skills” and “soft skills” are required (see explanations below).

“HARD SKILLS”

Hard skills are specific technical abilities or knowledge that can be measured. Hard skills can be taught, and typically are learned through education and training. Many professions and industries have a specific list of hard skills that are necessary to properly perform a job. Examples of hard skills including computer skills, writing, data analysis etc.

“SOFT SKILLS”

Soft skills are less tangible and harder to measure than hard skills. These typically develop out of particular experiences, practices and emotional intelligence. Soft skills can be useful across multiple industries and circumstances, and help job seekers stand out over and above the hard skills, experience and qualifications they possess. Examples of soft skills include leadership, communication, problem solving, work ethic, adaptability, and interpersonal skills.

¹⁵ Suleman (2016)

Most of the research indicates that specific skills and knowledge required for an employee is highly dependent on the specific sector or occupation in which they would be working in. This speaks to the **hard skills employees require; they need to possess the technical abilities to perform specific functions within that discipline or field.** Given that the YWP is not necessarily specific to one occupation or sector, an analysis of particular hard skills to prepare for future employment is beyond the scope of this evaluation. However, scarce hard skills and therefore high in demand in South Africa, can be understood by looking at “occupations in high demand”.

“OCCUPATIONS IN HIGH DEMAND”

According to the Department of Higher Education and Training’s (DHET) *national list of occupations in high demand (OHD) for 2018*, occupations in high demand are those that:

- Have shown strong employment or salary growth over the last five years;
- Are expected to show strong employment growth in the future;
- Have been identified as being in shortage in the South African labour market; and
- Are new and are expected to emerge in the near future as a result of innovation, technological advancements, the development of new industries, or the implementation of government strategic priorities.

Skills shortages in the country create bottlenecks in both the production of goods and the provision of services within both the public and private sectors¹⁶, which ultimately affects the fruitfulness of the economy. Information about occupations in high demand provide important insights into the skills that are needed by the South African for the South African labour market which is plagued by high levels of unemployment as well as skills shortages.¹⁷ Reviewed every two years, the list is intended to improve the responsiveness of the education and training programmes to the needs of the economy.

The list provides over 400 occupations at three levels of either current or future demand, namely highest, higher and high. The list fits well within the existing literature on occupational shortages and future growth initiatives¹⁸. The list identified **skills gaps in the broad areas of management, health and teaching.** In the highest group of occupations in demand, the list identifies occupations including finance managers, business managers, information and communications technology (ICT) managers, construction project managers, healthcare assistants, as well as both primary and secondary phase teachers. While each of these occupations speak to a combination of hard skills required, **these point to the type of skills that job-seekers should endeavour to gain and training and education programmes should aim to develop.**

While hard / technical skills are typically highly specific to a particular job, common to all disciplines the research indicates that **job seekers must possess soft skills to enhance their employability.** As described above, soft skills can set a candidate apart from competing job applicants, and are transferable from one job to another. While some argue that employment is

¹⁶ Reddy, Rogan, Mncwango, & Chabane (2018)

¹⁷ DHET (2018)

¹⁸ Reddy et al. (2018)

strongly influenced by an individual's degree, subjects studied, and social class background,¹⁹ there is wide agreement across the literature on the need for softer skills like **interpersonal, communication and teamwork skills as well as initiative and work ethic**²⁰.

Bridgstock (2009) argues that in the context of an ever-changing information- and knowledge-intensive economies, employability requires more than those generic skills²¹. According to the author, job-seekers must possess **self-management and career building skills** for enhanced and sustained employability. Workers must be **flexible and adaptable to rapidly changing work environments**, including emerging innovations and technologies. Collet, Hine, and du Plessis (2015) found that knowledge, leadership and inter-professional skills are highly desired; and that most employers focus on an employees' **organisational fit and success**²². Others²³ emphasise the need for skills to meet the **21st century digital economy** given the rapid transition to more digitised ways of working. The changing world of work and the impact of a fourth industrial revolution is a reality in both developing and developed countries. Essential skills highlighted include the **ability to adapt, communication skills and digital fluency**; the ability to leverage available technologies and digital resources to complete a specific job and to navigate a digital environment.

To understand what work experience would best help youth prepare for future employment, the literature on internship efficacy was investigated, given its applicability to first time work entrants like the YWP beneficiaries. As with the hard skills required for future employment, the specificities of an internship are highly dependent on the particular career a candidate is aiming to pursue. However, some key best practices could be drawn from the literature.

In the past internships have been associated with running errands, filing documents, and making tea/coffee. However, employers have increasingly witnessed the value of providing **well-structured** internships to maximise the potential of interns²⁴. An internship should **expose the intern to best practices, effective management, an understanding of the skills required, and how to apply them most effectively**.²⁵ Additionally, for an internship to be relevant, the employer must provide a work experience that is a **match between the intern's theoretical knowledge and practical exposure**. The work tasks should also challenge the intern continuously. An internship should also provide **intentional learning goals and allow for active reflection on what the intern is learning throughout the experience**.²⁶ The research also suggests that **supervision can have a positive impact** on supervisees including skills acquisition and usage, treatment knowledge, self-awareness, self-efficacy, and working alliance²⁷. Research has found that supervisor support and mentoring are significant predictors of internship efficacy, and frequent meetings with an intern should be held to provide feedback and direction.²⁸ Interns should also be recognised for good work and achievements.

¹⁹ Andrews & Higson (2010)

²⁰ Suleman (2016) ; Eisner (2010)

²¹ Bridgstock (2009)

²² Collet, Hine, & du Plessis (2015)

²³ McNulty (n.d.); Murphy (2018)

²⁴ Rangan & Natarajarathinam (2014)

²⁵ Rangan & Natarajarathinam (2014)

²⁶ Bilal & Ummah (2016)

²⁷ Callahan & Watkins Jr. (2018)

²⁸ McHugh (2016)

5.1.1.2. Ideal Skills and Work Experience to Prepare Youth for Employment - Employers' Perspective

It should be noted however, that **much of the research undertaken in the field of employability skills and the impact of internships are based on the assumption that first time job seekers are university graduates.** Given that almost all YWP beneficiaries do not possess a tertiary qualification, the above findings may not necessarily be entirely relevant to the YWP beneficiaries.

To have a better understanding of the type of skills and experience needed in South Africa and work environments that don't necessarily require graduate candidates, the evaluation participants were asked to share what skills they thought were most valuable in being prepared for the world of work. **The skills and experience most valued by placement institution employers and Chrysalis staff were soft skills including communication skills, leadership skills, flexibility and initiative. In terms of hard skills desired, employers and Chrysalis staff mostly referred to the need for computer and admin skills.** These hard skills in particular can be applicable to almost any occupation.

"I think one of the things mainly is IT and also just the continued learning, to be flexible, you know like not to be bound to what you have studied exactly but to be flexible to understand what's happening around you, those are the two main things that I think will really be like more attractive for people in the job industry." - EPWP Placement Institution Employer

"... like I said before communication, communication skills, leadership skills and also administration skills is very important in our department also and then telephone etiquette is very important here..." - EPWP Placement Institution Employer

"I think most of our placement institutions expect the graduates to have computer literacy, to be able to do admin work at least or telephone etiquette. There was even a request from placement institutes that all graduates or all students at the academy do basic admin. I agree with that..." - Chrysalis Academy Staff Member

"So, if you see that there is a need for something to be done, don't wait to be told, just get up and do it. Your employer will always notice that and that will always be plus for interns as well." - EPWP Placement Institution Employer

"You know, when you're looking at skills you, okay, first of all, you obviously need to have a certain... you know, punctual etc. Problem solving – absolutely. Problem solving is definitely a very strong skill, um, you need to definitely have a lot of patience with the public...Same with people skills, they have got to be able to deal with people and grumpy people and very rude people which so far so good. And yes, you know just basically following procedures, being able to follow procedures, you know, and initiative, initiative is always good because you are developing yourself a little bit more by seeing, if you see something that needs doing and you just get up and you do it..." - EPWP Placement Institution Employer

In alignment with the literature, this finding suggests that while technical skills are an essential part of any job, **soft skills are being increasingly valued in the workplace**. This is particularly essential in South Africa where tertiary education is not a given. In 2017, only 28.7% of pupils who wrote the National Senior Certificate (NSC) exam received a bachelor pass, making them eligible for university study²⁹. Additionally, **computer and administrative/organisational skills form an important part of a variety of occupations and disciplines**, and while hard skills are typically very specific, these skills are highly transferable.

In the following sections, the appropriateness of the Chrysalis training and EPWP work experience will be evaluated. These will be assessed in consideration of the above findings on what best prepares youth for the working world: 1) hard skills are required dependent on the specific vocation; 2) a variety of soft skills are essential, especially those relevant to rapidly changing work environments and an increasingly digital economy; and 3) computer and administrative skills are highly valued by employers across a range of disciplines.

5.1.2. Are the participants receiving appropriate training to support future job opportunities?

The appropriateness of the three-month Chrysalis training was assessed for this evaluation question. "Appropriate training" was understood by this evaluation to be training that provided students with knowledge and skills that would be helpful in preparing them for the workplace, and was aligned with the desired knowledge and skills for work preparation as presented for the first evaluation question. The knowledge and skills could be applicable to any sector or discipline, and thus could be both soft and hard skills.

5.1.2.1. Knowledge and Skills Gained

The third phase of the Chrysalis training is the skills phase, in which students take part in vocational skills training. Many beneficiaries reported that the **hard skills** they gained from the vocational training was significant in preparing them for work. Hard skills reported by the beneficiaries included **firefighting, office administration, electrical circuitry, public safety, welding, basic cookery, hairdressing, youth and child development, and computer skills**. Several beneficiaries also reported that for certain courses, such as first aid, they were awarded a certificate. It is expected that certificates will enhance beneficiaries' prospects of attaining a job in the future. Certificates, if applicable to the position, can provide employers with confidence that the candidate underwent professional training, and that they really do indeed possess a specific skill set.

"I learnt basic firefighting. How to work with fires, and I got...a first aid certificate. Yes, that's basically it, first aid and personal, mastery; um I got a lot of certificates at home to be honest with you." - YWP Beneficiary Graduate

"Oh, the specific course now of the electrical stuff that we learned there. Um, is that how to, it's actually the whole how you can install the whole house from the socket, from the socket to

²⁹ Africa Check (2016)

the switches, two-way switches. From the DB board, distribution board, how you can ...that things on and off and which wire, what millimetres you use for sockets, what millimetres you use for lights and what kinds of amps, power amps do you use for the different kinds of appliances that you are going to use in the house. So, it's actually a full house that you are working on, on that course." - YWP Beneficiary Graduate

A substantial number of beneficiaries also reported that through the Chrysalis training, they acquired various **soft skills** that were helpful in preparation for future work. The skills noted by beneficiaries included **leadership, teamwork, work etiquette in terms of punctuality, problem solving, and communication**. Chrysalis Academy staff agreed that the training instilled these professional skills which would prepare beneficiaries for future employment. Moreover, these soft professional skills were observed by placement institutions during the course of beneficiaries' internships. Beneficiaries also reported that these skills helped them not only in their employment, but the skills have become integrated in their everyday lives.

"Like for, to be honest now, um ...a lot of my personality in a way of discipline. How you react to other people, how you approach somebody else, how you speak to someone, how you listen to someone, patience you must have at all times, the punctuality you must have. All of that I have learned there that's a bonus, that was a bonus for me and I still, uh, how can I put it now? In my lifestyle, I have put it in my lifestyle here and I should, it does bear a lot of fruit here at work..." - YWP Beneficiary Graduate

"They are disciplined, they respectful... think communication is also a skill that they've liked very well because they get to know how to approach people and they get to know how to communicate and proper language not just to talk however they want to with people in the workplace, work environment so I think that's one of the other things that they also learnt." - Chrysalis Academy Staff Member

"I must say they have very good manners. They are very polite, those that I've worked with. They greet. They know how to work with the public. Especially those that we place in our public safety department. They are very good. Good communication, yes. I've seen some of them, when public comes in, they know they need to greet, they need to ask, sir, how I can assist you, who are you looking for. They know how to direct people, so I would say that's good." - EPWP Placement Institution

Another key soft skill reported was **emotional intelligence**; being aware one's' feelings and developing respect for the feeling of others. Emotional intelligence was perceived to be a vital skill gained as it enabled students to conduct themselves professionally within a working environment. Beneficiaries also reported finding value in therapy sessions provided by the Chrysalis training. Several relayed their accounts of struggling with anger prior to joining Chrysalis. However, after completing the three-month training, these beneficiaries expressed that they were better able to **control of their anger**, and that these skills were not only helpful within the work environment, but within their everyday lives as well.

"...you have to, to put yourself aside and put others first. Put others first, listen to their

complaints, come down to their level to understand, to understand them and to work with them. Otherwise you are going to be stubborn and nothing is going to be done and there's going to be trouble. So, ja, that's one of the skills. ” - YWP Beneficiary Graduate

“...um, anger management, because of the diversity of cultures there, and because of it was a three-month course, you have to obey. Now you have to have patience with your anger that you have because you want to finish this course. This course can bring you a future. That was in my mind. So, so immediately I had to discipline myself also to, to manage that anger and also that lessons we have learned there is when you struggle to understand something you get angry. But, if you listen and it's a skill that you develop also to learn to listen, so if you listen carefully to what it is, then you can, not apply but comply with them then you get more patience or ...with your anger.” - YWP Beneficiary Graduate

“...with that I did learn by not uh how can I say, not overreacting, how I can say, your anger management, I learn a lot about anger management.... I was also like getting angry very quickly and stuff like that, and that's the way we are...You can't be angry at everything, if you don't get anything right and stuff like that.” - YWP Beneficiary Graduate

The various perspectives on hard and soft skills gained and the value of these skills in both the workplace and in everyday life, indicated that the Academy is affording students with appropriate training to support future employment. However, participants also identified training gaps and areas where the Academy could improve its training in order to increase its provision of support for future job opportunities.

5.1.2.2. Training Gaps and Challenges

Chrysalis staff expressed that the Academy's highly regimented and routine structure in a few cases promoted co-dependency, and **was not doing enough to instil beneficiaries with decision-making skills, self-motivation and initiative to search for employment after the programme independently**. While the structured nature of the programme is essential to instil discipline, and to develop ability to take instructions and work in a team, participants also need to be able to function in situations where they have to think critically, weigh up options, and make decisions in imperfect situations in real life. The perception of a lack of initiation was also verified by some employers. This soft skill is particularly crucial for when beneficiaries leave the programme and return to their communities. Self-reliance and initiation are key for graduates to search for available jobs, which requires particular perseverance for the South African labour market.

"I don't think our graduates walk away here with decision making skills. They don't walk away here with thinking skills because unfortunately while they on course the programme is structured. Its' regimented. They are told what to do at what time and how to do it. So they don't get to think for themselves here, unfortunately. Uhm and that ultimately affects the aftercare so ma'am, I get a call, ma'am, can you apply for me I want to go to Northlink...Like they expect us to do everything for them...So I think in terms of the 3 month programme if they can do a little bit more of that self-reliance thing. I think it's something we raised last week also with our workshop on, that, co-dependence that they have with us, they there if they need to support and assist each other. That's why I say the life skills thing is something that they do walk away with but they don't know how to do it afterwards" - Chrysalis Academy Staff Member

"Some of them just need a bit of confidence because they are afraid to use initiative"- EPWP Placement Institution Employer

"So, it wasn't really a question of lacking technical skills but more a sense of confidence and the willingness to work at making your future as opposed to waiting for someone to give you a future." - EPWP Placement Institution Employer

Related to the above, one of the key gaps identified by beneficiaries was that they felt **inadequately prepared for the job application process**. A minority of beneficiaries raised that they did not gain job interview skills, that they did not know how to develop their CV, and they were unsure of how to conduct themselves in a job interview. A lack of such pertinent job search and application skills could be linked to limited self-motivation when students are facing the working world. Students who have acquired strong vocational skills but lack the knowledge on how to position themselves in the labour market, ultimately will struggle to secure employment. Moreover, there are a few cases of students who develop misperception that finding work after YWP will be an easy process.

"I didn't get a chance to learn interview skills but they told us that we'll practice but we didn't quite get the chance to practice." - YWP Beneficiary Graduate

"A CV, yeah actually I didn't have enough time to learn it there..." - YWP Beneficiary Graduate

While Chrysalis staff recognised the importance of preparing students for the transition into the working world, there was a perception that regardless of the transition plan put in place, some students may continue to struggle due to their deeply entrenched background learnings. **The beneficiaries' situations prior to joining the programme must therefore carefully be taken into account**. It was reported, for instance, that quite a number of beneficiaries had anger issues before they attended Chrysalis, and that the training helped them to think before they act, and to also take into consideration the implications of their actions when they act. This is an essential foundation for any jobseeker, but it is particularly important that this attribute is addressed for the YWP's target group. Given the often violent family and community situations in which many participants have been raised, the soft skills and discipline taught at Chrysalis is a key enabler for participating youth to turn their lives around. It appears, however, that **this**



aspect of the curriculum could be further strengthened, particularly regarding participants' ability to develop an internal locus of control to ensure that they are able to take initiative for further self-improvement, career planning and responsibility for their lives.

"...I mean being prepared for the world of work is a thing that you learn. Somebody can't teach you that. I disagree. If you grow up in an area that is just about swearing and things that's what you going to know, but not everybody. I grew up in an area where there's lots of swearing...that's what you know every day. You probably going to end up doing the same thing to your children. Not all of the students are like that. Not all of them." - Chrysalis Academy Staff Member

"...it is all about the soft skill, and a soft skill...Remember, they are coming from different... not background...99.9 from the same background, people are coming from missed opportunities or something happened with the family, social issues and to try and erase that... that is why they are extending 9 months into 12 months, they...better equipped in terms of implementing what they are being taught, it allows the interns to reflect." - EPWP Placement Institution Employer

According to placement institution employers, the **limited depth of hard skills training at the Academy produced ill-equipped graduates who did not meet standard entry-level expectations for the workplace. The three-month training is too short to allow for more than basic skills to be acquired.** Moreover, it was perceived that if students did not complete an accredited course or acquire a certification, they were not considered as any more skilled than those who had not completed the Chrysalis training. Particular areas in which these challenges were exposed included electrical circuitry, firefighting, computing, public safety, and law enforcement training, as represented by the quotes below. The gap between the level of skill that can be taught in three months and what is required to function competently in the work environment could, in some cases, be filled by **training that leads to certification as well as learnerships.**

"At least they do have those basics but I'm talking about the real training, the accredited training..." - EPWP Placement Institution

"...but for the training they receive, fire-related issues, it doesn't allow them to go and fight the fire but it allows them to be in the fire station to know how they, to clean the engines, to do the inspections on vehicles, fire vehicles, you understand?"- EPWP Placement Institution

"We can't place them in our electrical department because they are not qualified electricians so we look for a placement closest to that skills set or an alternative."- EPWP Placement Institution

Taking the above findings and literature findings presented for the first evaluation question into account, the Chrysalis Academy training is appropriate for supporting future employment opportunities, insofar as offering youth basic technical skills and a variety of soft skills relevant to any industry. These soft skills are especially essential for the YWP target group, who mostly come from challenging circumstances, and have never been exposed to the world of work

before. However, soft skills that appear to not be receiving enough focus are decision making skills and adaptability skills. Further, it appears that computer skills are primarily focussed on for those pursuing administrative careers, whereas such hard skills can be applicable across disciplines given the increasing ubiquity of technology in society. There could be a greater focus on computer skills for all beneficiaries, regardless of the type of vocational training they are interested in. Additionally, the training is viewed as too brief and not in-depth enough to provide beneficiaries with the level of technical skills required for particular jobs.

5.1.3. Are the participants receiving appropriate work experience with placement institutions to support future job opportunities?

The appropriateness of the 12-month EPWP internship / work experience was assessed for this evaluation question. “Appropriate work experience” was understood by this evaluation to include adequate prescribed job duties, on-the-job training, and mentorship to allow students to learn and practically apply both hard and soft skills. As with the evaluation question above, these could be applicable to any sector or discipline. Again, appropriateness was also assessed in line with what the work experience best practices presented for the first evaluation question.

5.1.3.1. Nature of EPWP Work Experience

Evaluation participants were asked to describe the type of work beneficiaries were placed in and engaged in during the course of their internship. From the various perspectives, it was indicated that **beneficiaries were mostly doing safety / security work or administration**. In terms of safety and security posts, many beneficiaries worked as patrolmen, security guards, access controllers, liaison officers, firefighters, and several worked within community police forums (CPFs), neighbourhood watches, SAPS, and law enforcement. In terms of administration, many did office or reception work (paperwork, filing, emailing, answering phones, typing, taking meeting minutes), data capturing, and logistics. While most of the administrative positions were in safety / security institutions like DoCS, SAPS, municipalities, Polsmoor Prison, and security companies, there were also a few students who were placed at hospitals, schools, Early Childhood Development (ECD) centres, NGOs, and other government departments (e.g. Department of Social Development (DSD), Department of Cultural Affairs and Sports (DCAS)).

“Patrol, just [...] patrol, where uh taking care of the building, [...] when there is an event also, we need to go there and patrol when they are having a big event.” - YWP Beneficiary Graduate

“I was doing the, updating the contact lists, and also doing minutes of meetings and then I was also, we did some projects. We had a neighbourhood watch awards ceremony just to thank them for their handwork and all of that. So I basically did the, uhm, how do you call it, the seating and all of those arrangements and bookings of the hall and all those things and like day to day work [...].” - YWP Beneficiary Graduate

“All right, clerical, basically they prepare folders and files, they do a lot of filing, they check that the documents are correct. There is a process in the filing right up to archiving. They make photostats, they answer telephone queries, they go and assist clients in front of the reception area dealing with enquiries, giving assistance with the completion of forms, they

make calls to other departments as required...They check that stocks are in order...they will check that that stationery is sufficient and in order. Once they have done those sorts of basics, they actually learn cashiering work where they do the transactions, but that's the last section that they learn. Because once they have learned all the basics how to complete those things, they would then go to actually serving clients from start to finish, taking money and balancing. They have to do their own balancing with credit cards and cash transactions that are made so they deal with income.” - EPWP Placement Institution Employer

5.1.3.2. Knowledge and Skills Gained from EPWP Internship

Evaluation participants shared what they thought were the most valuable skills and knowledge gained from the work experience that was useful for future job opportunities. Participants described a number of **hard skills** that were directly gained from the job postings that they were placed. The primary hard skills that participants spoke to (most of which are in direct alignment with the main internships of administration and safety / security) included: **computer skills, office / reception and administration skills, data capturing skills, customer service, security / patrolling / public safety, firefighting, electric work, and facilitation skills.**

“...how to, how to operate all the wires PVC, how to read a plan and the panels, how do the panels work...” - YWP Beneficiary Graduate

“Okay so basically, that is the moment I started at the Academy that is for me, facilitating a class which is, today I can facilitate any class. So, I obtained that, while I worked at the Academy, I obtained the Facilitation Certificate while I was there so, ja. So, before I even obtained that certificate, I actually facilitated a CV writing class and a computer literacy class as well, that was one of my first classes that I can remember. So most definitely facilitation skills, it's, I can say on a personal level it's really up a notch so ja, facilitation skills most definitely.” - YWP Beneficiary Graduate

“I did learn customer service skills, how to conduct with customers cause you meet every day on a day-to-day basis you meet different people. These people are different, so meet different customers and how to react, how to respond when certain people answers you or communicate with you in a certain way so, ya.” - YWP Beneficiary Graduate

The hard skills typically are learned through daily on-the-job tasks (informal), through the provision of specific trainings (formal), or through supervision and mentorship. Several evaluation participants expressed that they received **on-the job-trainings related to the specific post they were placed in.** Beneficiaries could put formal trainings and certificates on their CVs when looking for employment. Some formal trainings that beneficiaries participated in included the basics of law enforcement, certificate in security, PERSAL training, clinical training, and training to be registered with the Department of Transport. Another expressed that the trainings offered by the institution allowed for the intern to be more technically equipped to apply for permanent positions within the organisation.

“And one good thing that came from it, we did a law enforcement course where I received my law enforcement certificate...It was a one-week course...as a peace officer.” - YWP Beneficiary Graduate

“Um some of them will tell me the fact that they received the clinical training to them it’s very valuable because you can only get to clinical training when you get work in the Department of Health we are the only people using clinical so if they apply for a job at any hospital that usually especially in a in a certain position that is a big plus for them to have the clinical training...” - EPWP Placement Institution Employer

“Um, there was, like I said, there was some trainings out and one of the guys, some of the guys became permanent here in our department in the municipality in our organisation so I think that the more we upskill our people and train them, then there’s positions available. They apply for it and they are then the best candidates for that position.” - EPWP Placement Institution Employer

“Um basic computer training Windows, Excel and then the customer care, ethics...problem solving let me just get it... and some of the interns they all went for like learners licence training and then...life skills Microsoft Word, Excel, Windows 123, stress, time management...Ya ya it is a lot... some of them, most of them went for office management and then time management, customer care and computer skills.” - EPWP Placement Institution Employer

Far more participants primarily spoke to the **soft skills** that beneficiaries acquired, rather than hard skills, that would be useful to support future job opportunities. These skills are less tangible than hard skills, and can’t necessarily be taught by a specific training. The primary soft skills that participants shared included: **communication skills, emotional intelligence, confidence / self-esteem, punctuality / time management, self-motivation / drive, problem-solving, organisation, team work, patience and anger management, people skills, discipline, professionalism in the work environment, and hard work.**

“Leadership, yes mostly. Emotional intelligence and confidence.” - Chrysalis Academy Staff Member

“Always be on time. Always be on time, always be presentable. Always be presentable. Uh, always speak in a manner, um, of, of, good, uh, and respectful and be friendly or those, the community or the clients or who else whatsoever, uh, you know, high and mighty, so ja. Always be humble. Always be humble.” - YWP Beneficiary Graduate

“I also learned how to work with people. Different people, different cultures, stuff like that.” - YWP Beneficiary Graduate

“Conducting yourself professionally, importance of time management...” - YWP Beneficiary Graduate

The work experience was particularly enhanced when the placement institution employer / supervisor took an active interest in the intern, and put effort into understanding what they wanted to gain out of the work experience, and tried to help the beneficiary meet those personal goals. For example, it was expressed that some placement institutions attempted to help interns with career pathing within the organisation, pay for their studies, or advised interns on their future once their internship was complete (e.g. finishing matric). These types of actions enhance the appropriateness of the work experience in supporting future job opportunities because it considers the interns' future once the internship is complete.

“Look at Karl Bremer. Karl Bremer changes them, beautiful placement, listens to them, what is it that you want to do...let’s look later there is a course coming up that you can maybe go and upskill yourself with computers and make a way. So they kind of swap them around all the time that students don’t like, they never want to leave there. And they help them, you know and they persal them. Our students don’t have persal numbers so they can’t apply for work in the municipalities and hospitals until they on that specific internship. Karl Bremer hospital is open about this from the beginning...So when the stuff comes out they motivate for them to apply and that gives them another opportunity.” - Chrysalis Academy Staff Member

“..when I worked with them I had lots of conversations with them regarding training, finishing their matric if they don’t have matric, so that they can this is one step for them to get somewhere else in the future, so we have lots of personal talks on how to commit yourself how to broaden your knowledge and how to get further in life so that so that’s the thing I usually do just so well because I like to do it.” - EPWP Placement Institution Employer

“Okay the institutions that are implementing this project very well I would highlight Amandla, Edu Football, their also having their own training programme that they provide now additional to what was provided at Chrysalis, it’s an accredited programme that they will take them through and also we’ve got uhm the Cape Town CIDS which is also having quite a number of students that were appointed permanently...think it the training and the kind of supervisors they have because they ensure that the kids are taken through, even their own functions and their programmes and their training...And also the support they give the learners, at Overstrand they will transport those learners to their interviews you know things like that...it’s just that support that they give the learners...” - DoCS Staff Member

5.1.3.3. Work Experience Gaps and Challenges

A number of challenges with the work experience were expressed by various evaluation participants, which hindered the appropriateness of the work experience in supporting future job opportunities.

A minority of beneficiaries expressed that during the course of their work experience, **they were not given on-the-job training for the work they were expected to do**. Rather, they were given tasks and were expected to already know how to complete it or to determine for themselves how best to undertake it. There were very few cases where beneficiaries noted that they were not assigned any duties at all, and thus they did not learn new skills during their internship, or were not given fruitful opportunities to practice skills. While this is not the case for all

internships, for those beneficiaries who did experience a lack of on-the-job training, mentorship and a structured designation of duties, the work experience would have been inappropriate in supporting them with future job opportunities. DoCS staff members also expressed that the interns do not necessarily receive enough on-the-job training, and attributed this to placement institutions not having enough human and financial resources. **Employers should be responsible for providing a structured internship programme with specific development goals.** At present, the nature of the internship is left mostly to the discretion of the employer, which leaves room for a poorly planned internship experience, where little valuable development is achieved.

“There were no duties...We used to sit the whole day until 4 o’clock then we go home.” - YWP Beneficiary Graduate

“I won’t lie to you we didn’t do anything. We were just going there, sleeping and eating, that is all. Nothing that’s serious that we did...we were told that we are going to do somethings yes, like doing some public safety but we didn’t do anything. We were just there, go in and sleep and eat and then chatting with others. Nothing more...I didn’t learn anything from the =name of placement institution=. I didn’t learn anything...They did never give us any training but they were just saying to us they will give us some training but they never did give...No training at all, no training at all.” - YWP Beneficiary Graduate

“No there was not training yet while I was there...” - YWP Beneficiary Graduate

“Yho honestly if I can give my personal opinion, I think in terms of the on-the-job training, I don’t think it’s enough because also the institutions maybe are having limited resources so when the student comes there that charge is expected already to run you know with the things that maybe that were not even thought of, he/she was not trained on.” -DoCS Staff Member

Related to the above, it seemed that a small proportion of placement institutions were not aware of how much continued support and guidance the youth actually needed during their work experience. The provision of extra support was burdensome in addition to the supervisors’ own work. Institutions’ budgets did not always account for more formal training needed by the interns, and supervisors have been unable to dedicate sufficient time for mentorship. It appeared that these few employers may not be well informed about the level of skills that can be developed by Chrysalis, and the expectations on their role in the skills development process. While employers appear mostly satisfied with the level of soft skills beneficiaries arrive with, they are disappointed with the level of hard / technical skills, and complain of the need for further technical training.

“...the role that we wanted them to perform...this is asking too much of these youngsters. You know, as I said, we overestimated how independent and how full of initiative they would be. You know, they seemed often to be very vulnerable, very insecure, very lacking in confidence and that really means that they require a very structured and well supervised placement which wasn’t something that we could offer or wanted to offer. So, it was kind of a mismatch.” - EPWP Placement Institution Employer

The bulk of technical training should however form an essential foundation of the EPWP work experience, as it would allow interns to gain practical experience in the field. This does not always seem to be clear to employers. Placement institutions should also be responsible for continuing the professional development of beneficiaries, which is not always the case. The scope of influence a three-month training can afford can only be limited to basic technical skills, and softer skills to a larger extent. Placement institutions' expectations of what Chrysalis can provide for beneficiaries in a short amount of time, and the level of skill at which beneficiaries arrive at the workplace may currently be too high.

Furthermore, **there were several cases of graduates who were not placed in internships where they were undertaking work that was either in their field of interest or aligned with the skill courses they studied at the Chrysalis Academy.** As such, for some interns there was a mismatch between the basic skills which they were equipped with and expecting to utilise and grow, and their work experience. This would render their work experience as inappropriate to support future job opportunities for several reasons. If beneficiaries are not working in positions of interest: 1) they may be less likely to be interested in learning that designated skillset and less motivated to complete their tasks well; and 2) they may be less likely to pursue gainful employment within that field. As such, the work experience would potentially fail at developing new skills, develop skill sets that are under-performed because of a lack of motivation, or develop skill sets that go unutilised because beneficiaries pursue jobs that they are interested in (rather than what they have been exposed to).

"I don't want to lie, I just..., like now, I must go to work...I must come back... Because I thought maybe when I was promised to go out of Chrysalis, they said you are going to apply what you've learned, so I thought maybe I would do office admin...but then they only said no we only need you to patrol, our buildings are not safe... So I said I know nothing about safety, then they said no we're going to go together like neighbourhood watch and then ja, that is it...No [I didn't get to exercise what I had learned at Chrysalis] so I just wake up and go to work just to... I don't know...what I wanted to do but then ja, just to be at work, ja maybe I was hoping that maybe I would change my mind, like I would...I'll be lying if I said no I learned this, I learned this..." - YWP Beneficiary Graduate

"To be honest I would actually like to be a fireman that was my desire since I was 4 already so that is also uh in the line with disaster risk management. If I would have had that placement at disaster risk management my chances of being a fireman would've been much easier." - YWP Beneficiary Graduate

"Yes because you can't just learn something for a small time and then you don't apply it over and over so that you can get used to it. Maybe even if you're getting a job, you have no experience nothing, but then our purpose of coming out to those places is for us to get experience." - YWP Beneficiary Graduate

Chrysalis and DoCS make a significant attempt to place graduates in positions that are close to their field of interest if possible. However, the designated placements are primarily dependent on the internships made available by placement institutions for each year. Additionally, as expressed for the previous evaluation question, some employers simply cannot place interns in

desired positions because they are not qualified, and the Chrysalis training is insufficient to justify their placement in a job that requires formal training. Ultimately, despite only mismatched positions being available for beneficiaries, it is preferred to place them in an internship even if it is not their field of interest, rather than not at all.

Given that many beneficiaries were working in safety / security positions, they were often **placed in unsafe areas and circumstances**. For example, interns who were working in patrol or security guard positions were subject to being on guard at unsafe schools or in unsafe communities. Even interns who were not necessarily placed in a safety / security position were sometimes placed in dangerous areas, and would be fearful to travel to work each day where they may be subject to robbery or gang violence. Such positions are in direct conflict with the ultimate goals of the programme. While youth may be placed in a job that is to protect others, their own safety becomes a concern, and they may be more vulnerable to being a victim of crime and violence than they would have if they were not part of the programme.

"...it was too dangerous where I am in, and the I asked for a place, the place, I-I-I am from Elsiesriver, I am not sure if you know where Elsiesriver is and then the community, the volunteer where I had to was placed, was Tahila and that place is too dangerous. It is close to my house but it's a driving distance and even if I must walk it's through a, people are getting robbed, people are shooting, gang violence, shooting at each other, all that type. So I chose, no rather its best. And then the other one that was closest to me was disastrous management, the head office here in N1 City, which I asked, I wrote a letter and asked if I can't be placed there and they never responded to that." - YWP Beneficiary Graduate

"...the local residents didn't see them as part of the neighbourhood watch and so there was a lot of hostility and questioning and even in some cases threats and they just felt completely overwhelmed by this particular task and, as I said, because there was quite a large group, I think there was nearly 20 the first group, we didn't have the resources to re-allocate them in smaller groups. And so it was an unpleasant experience for everybody..." - EPWP Placement Institution Employer

"...someone was saying they were placed at the ATM project and the guys in the area, the gangsters in the area that keeps on threatening them, coming back for you because they now obviously taking away their business. But I want to follow up because...they should not be placed in a dangerous situation. They should be having a senior person with them, so I want to follow that up. And although they say they never place the students alone. When we drive to town then we see the students alone. We never see a senior security person with a group of students. You will always see one or two students there alone...He once showed me, they, there was a group of vagrants...and he sent me a picture of this knife that he had to take off [them]. Uhm but he had some training. But even him that had the training and his interests in security work, was nervous. Because it was only the students. It wasn't senior people with them. So that's a big challenge. But the mandate of DOCS is security." - Chrysalis Academy Staff Member

Finally, it appears that (emerging) labour market opportunities are not fully explored in the YWP. The digitisation of many occupations is something that should be considered in future

programme development. Not only will **technological access and skills** be essential for young persons to get ready for, and access the labour market, but also they will have to be ready to embrace the ever-changing nature in the world of work. Disruptive change in this regard, may also mean less manual labour jobs, less entry level routine jobs, less permanent jobs coupled with more technology-based jobs, virtual working arrangements which may open-up new opportunities, and ongoing space for innovation. This may be a gap of the programme, given that work opportunities are mainly focused in the safety / security and administrative sectors, rather than other more in-demand jobs.

While EPWP internship work experience **can be appropriate in the support of interns for future employment, this is mostly dependent on several key factors**, given that the work experience is not uniformly implemented across internships:

1. **The specific placement institution and supervisor.** DoCS does not prescribe a universal plan for how the internships are supposed to run; actual work tasks are left to the discretion of the employer. As such, each placement institution will implement their internships differently, and the quality of the work experience beneficiaries gain will differ from institution to institution. Those employers who are able to adequately allocate tasks, provide regular on-the-job trainings or formal trainings, and provide mentorship, are more likely to transfer appropriate knowledge and skills. Additionally, those employers who take an active interest in the development of the interns, are more likely to foster growth and motivation in the beneficiaries.
2. **Assumption that the beneficiaries are interested in pursuing that particular career path once their internship comes to an end.** Beneficiaries placed in an internship that is of interest to them are more likely to work hard and are more likely to pursue a job in that field. Thus, their internship is more appropriate for them, and employers would more likely consider an employee who has work experience in that field.
3. **Assumption that jobs are available within those fields that the learners have gained skills and experience in.** For example, the labour market may be over-saturated with administrators and security guards, and therefore, even if an intern experienced a high quality internship, it may not have been appropriate for the type of employment that is available in the South African market. The most in-demand jobs will need to be assessed to make sure that internship opportunities are aligned.

5.1.4. Summary of Findings

Appropriateness of the YWP to Support Future Employment

What skills and work experience would best achieve the desired outcome of preparation for future employment?

- According to the literature, job seekers require hard skills to perform specific tasks required for that occupation or field. Scarce hard skills identified in South Africa (as articulated in the OHD 2018) point to the type of hard skills job-seekers should endeavour to gain and training and education programmes should aim to develop, including skills in areas of management, health and teaching.
- Common to all occupations however, job seekers should also possess soft skills such

as interpersonal skills and work ethic, as well as skills suitable for an ever-changing and increasingly digital work environments, such as adaptability and technological fluency.

- Work experiences that would best help youth prepare for future employment include providing a structured internship with opportunities to apply skills. Intentional learning goals should be set and supervisors should provide support and mentorship.
- Placement institution employers and Chrysalis identified various soft skills including communication skills, leadership skills, flexibility and initiative as most valued traits for employees, as well as hard skills that are transferable across disciplines, namely computer and administration skills. These skills are particularly relevant in South Africa where tertiary education is not a given.

Are the participants receiving appropriate training to support future job opportunities?

- The Chrysalis Academy training is to a large extent providing appropriate training to support future job opportunities. Beneficiaries acquired both hard and soft skills which are valued for the world of work and are largely aligned with those presented by the literature. Beneficiaries were able to make use of these skills during their internships, providing evidence of how the skills can be practically applied in the workplace.
- Several training gaps however were identified, and adjustments should be made to the programme to further enhance the appropriateness of the training: 1) building beneficiaries independence in and skills for job search and application; 2) delivering more in-depth hard skills training that aligns with requirements of the workplaces; and 3) providing more accredited courses that are recognised by employers.

Are the participants receiving appropriate work experience with placement institutions to support future job opportunities?

- The work experience gained in many cases was appropriate for supporting future job opportunities, however this was largely dependent on: 1) the particular placement institution; 2) whether the work experience was aligned with beneficiaries' field of interest and aspirations; and 3) whether there is a demand for those skills in the labour market.
- Most of the YWP beneficiaries gained their work experience within safety / security or administration positions. Beneficiaries gained specific hard skills within these fields, but to a larger extent, they developed soft skills, including communication, organisation, and discipline. In addition to on-the-job trainings, many beneficiaries also received formal trainings and earned certificates, and their work experience was enhanced when their employer took an active interest in them and their future.
- Several challenges hindered the appropriateness of the work experience for a minority of youth including: 1) some youth did not receive any on-the-job training and their work experience was not as structured as should be expected; 2) some supervisors were unaware of how much continued support and guidance youth

needed; 3) some youth were not placed in internships in their field of interest or aligned with the skills courses they studied at Chrysalis; 4) some youth were placed in unsafe circumstances, especially those working in safety and security; and 5) labour market opportunities may not be fully explored by the programme, such as those aligned to OHDs and an increasingly technology-driven economy.

5.2. Implementation

5.2.1. Is the administration of payment efficient and effective?

The payment of stipends to interns is the responsibility of DoCS's. Payments are to be made within a 21 day cycle. Interns are required to submit valid banking details to DoCS and their supervisors must complete, sign and submit monthly timesheets to the Department. DoCS then verifies these before payments can be released. This evaluation question sought to ascertain whether the payments were paid on time and issued in correct amounts.

5.2.1.1. Timeliness of Payment

Beneficiaries were asked if they received their stipend on time every month, and responses were mixed. **Most reported to have not experienced any problems, while a smaller proportion reported delayed payments.** The extent of payment delay varied among beneficiaries. Of the smaller proportion who experienced delays, some reported that their payments were less than a week late, some reported missing payments for the whole month, some experienced delays only in the first few months of the internship, and other experienced the challenge continuously. Payments missed for the whole month were reported to be back paid in the following month.

"Yes the money was on time, there were no problems with the money"- YWP Beneficiary Graduate

"I was always paid on time. I never had a problem with my payments whatsoever"- YWP Beneficiary Graduate

"Not always, in the beginning ah the payments was always late. But after a month or so, a month or two it started coming on the same date yes. It depended on with what bank you were with."- YWP Beneficiary Graduate

"No, no, no. They never paid us on time. We had to fight for our money all the time." - YWP Beneficiary Graduate

This challenge of untimely payments is consistent with that presented in the Internal Audit Report 2018, which states that the Department is not effectively processing payments to EPWP beneficiaries, resulting in late / no payments to beneficiaries and possible overpayment (page 4). It should be noted that many interns are funded with discretionary funds, and some come from the National EPWP programme. Late payments had also been reported by the DSD EPWP evaluation in 2014, indicating that this may be a problem common across the EPWP.



Both DoCS and Chrysalis evaluation participants were aware of the issues concerning untimely payments. DoCS expressed that this issue has occurred every month every year. To rectify the issue, the Department conducted follow-ups with the placement institutions regarding the issue, given that it is the supervisor's responsibility to submit the completed timesheets on behalf of interns.

"It happens every month because we've got a number of institutions that we always phone to follow"- DoCS Staff Member

During their internships, the beneficiaries report to their supervisor, but their contract is entered into with DoCS. As such any queries or complaints are meant to be directed to the Department. However, many beneficiaries send their grievances to Chrysalis staff given the close relationship they develop with them during their training. Because Chrysalis is not in charge of the EPWP internship, those queries have to be referred back to the Department. The long line of communication potentially results in late responses to beneficiaries, and their issues with late payments are not addressed quickly.

"...sometimes they are not aware who are they supposed to be communicating with you know in the department, they will still communicate with Chrysalis because they've been there for longer so that communication sometimes the message doesn't come uh early enough for our department so that it can be resolved that is the first issue in terms of now not sure where they should be directing their queries." - DoCS Staff Member

"I phoned Chrysalis yesterday ma'am. My supervisor said I must contact you for a timesheet. No...Your supervisor must contact DOCS and DOCS must send you the stuff. And what happened if they don't reply, tell your supervisor and copy us in as well." - Chrysalis Staff Member

The Department expressed that payments were only made late if the agreed upon payment process was not followed correctly, i.e. if timesheets were late, not signed, not stamped, or filled out incorrectly. For those placement institutions who followed the correct agreed upon processes, payments were reported to be made on time. DoCS staff noted that **often there was non-compliance from institutions in terms of completing the interns' timesheets correctly.** Although timesheets must be signed on a daily basis, many supervisors signed once for the whole week and did not stamp. It was also noted in the Internal Audit Report 2018 that challenges identified and reported by placement institutions are not monitored to ensure timely resolution.

"...we will find that there's no compliance in terms of the registers for instance that they need to sign on a daily basis, sometime they won't sign the register until the end of the week and then when you receive their timesheet you find that it has be signed once for the whole week. So those are the issues that we pick up and then we need to have ongoing, some sort of an induction session so that they can understand exactly the importance of it in terms of the auditors so administration wise we have really improved because some of them they will

submit timesheets that are not stamped for instance and that will confirm that the student has been there or the graduate so those are the administration issues that sometimes take the payments because every time you get something that is not complete or the timesheet, it means that it must be sent back..." - DoCS Staff Member

"...some of them they will submit timesheets that are not stamped for instance and that will confirm that the student has been there or the graduate so those are the administration issues that sometimes take the payments because every time you get something that is not complete or the timesheet, it means that it must be sent back... Sometimes we find that they didn't attach maybe a sick note so those are the ones that are now delaying the whole process, but we make sure that we still continue with the ones that are complying in terms of having all the requirements, in terms of now what is expected. So, the 21 days is the one that people they are missing out in terms of understanding that 21-day period because I think it's overlapping to the next month where now that person is now working for the following month." - DoCS Staff Member

Contrary to DoCS and Chrysalis' claim that timesheets were the cause of delayed payments, a minority of interns were adamant that delayed payments still persisted even when timesheets were submitted on time. **DoCS argued that beneficiaries do not understand that payments are only paid within a 21-day cycle, as is stipulated in their contracts.** As such, even when the payments are made on time within 21 days, interns perceive this as late because they are unclear that they have agreed to this payment process. DoCS noted that this is explained to interns during their induction, however it appears that most beneficiaries remain unclear on this. This likely needs to be emphasised more during induction, and supervisors should consistently remind students when they complain payments are made late even if within the 21-day cycle.

"I don't know about that one because we were submitting our timesheets." - YWP Beneficiary Graduate

"Yeah, yeah it [the timesheet] was always on time I made sure of that that it was on time." - YWP Beneficiary Graduate

"Oh, I don't know how I can say this. But it's not a nice thing to work the whole month then when the day comes that you must get paid, then you must still fight for your money over the phone like with people that does not, that you don't even see." - YWP Beneficiary Graduate

"...they don't understand...the processes start from this unit and then it goes to another unit for further verification, it goes to another unit again at finance in terms of validating or actually authorising or doing the payments. So that process somewhere somehow it doesn't sink in, in most of the graduates because of the financial needs of course, because at the end of the day some of them they need that money, it's the only money they receive so from my side I can say all the compliant timesheets are paid on time...[we] try by all means to explain to them because somewhere somehow they don't seem to understand the processes even

though we induct them when they start of the programme...their payments for instance are 21 days, it's for everybody on the programme if we are having 1000 so we try by all means to pay them within 21 days as stipulated in their contracts but as soon as they leave Chrysalis they forget all about that and then they just want all their money within 5 days which is not realistic...we'll still hear all those complaints still coming from Chrysalis which now we always try to explain to Chrysalis just to let them know exactly what is the process and sometimes we even ask them to refer them directly to us so that we can explain, so that they don't misinterpret now the payments as late payments per say but so that they can understand the process. " - DoCS Staff Member

5.2.1.2. Accuracy of payment

Beneficiaries were asked to determine if their stipend was paid in the correct amount or accordingly in relation to the hours they had worked. Similarly to responses regarding timely payment, **most interns did not experience any problems, while a smaller proportion occasionally experienced payment shortfalls.** However, it is possible that interns were not clear on what an accurate amount was. Some may have not understood that the standard payment may be deducted from if they had taken a sick day or if there was a public holiday.

"Yes it depends mos if you stay out of work then they deduct mos from your pay but the money was right every time...they say the amount and it was in your account." - YWP Beneficiary Graduate

"...we never got that full amount that they said, that R1900, it was always less than that, always." - YWP Beneficiary Graduate

"It was the right amount. If you would work those 23 days, it was the right amount because of they told us, it's what they told us that amount that we are going to earn it's this one, so we had no complaints about the stipend, about the salary unless we were not working all of those days, because let's say you work for 21 days, so two days is out so you can't get that money of two days because you didn't work. Yes." - YWP Beneficiary Graduate

"They used to say because of the payroll system." - YWP Beneficiary Graduate

The Department was asked to share any resulting implications as a result of delayed and or incorrect stipend payments. DoCS was not aware of major consequences of delayed or incorrect payments, but were aware that a few interns had threatened to leave the programme. However, a small number of interns expressed consequences for these problems. Among these, **some interns struggled to afford their transport fares to and from work, some interns' motivation decreased and they developed a negative attitude, and some had to drop out of the programme because the financial instability was too taxing.** Some students reported having to get financial assistance from employers who paid them their personal funds.

"Uhm the reason why I left was... I received my stipend every month, and according to my

traveling it worked out much more so I had to ask my father to assist me with traveling. And then as time goes on, the fares went up and things, everything went up... and then I had to drop out because the traveling was very bad... and then I phoned Chrysalis to ask them if there isn't any other placement, and then they told me there isn't placement, but they will let me know... So that was actually the problem, because I needed to take two taxis or a taxi and a bus, so it's in the morning and in the evening... So traveling was much... very very much, so that's why I didn't finish." - YWP Beneficiary Exit

"Uhm it's just the thing of the money because some people do not have the money to go, to go to even the internship so they must find another way or an easy way to give people money at least to go for the transport." - YWP Beneficiary Graduate

"...I think the only thing is you know the administration part must be done correctly. A lot of the times the students are not informed properly, they have pay queries. Their pay wasn't captured correctly. You know that makes the students negative. I mean I'm sure if I pay you short this month you're gonna freak out ya?" - EPWP Placement Institution Employer

An internal audit report was undertaken for the programme in 2018. **DoCS reported that they were in agreement with the findings of the Audit Report and had begun the process of following the implementation plan.** This includes updating the databases, updating the agreements with Chrysalis and the placement institutions and having these revised by a legal team, submitting quarterly reports to the Chief Directorate and submitting quarterly reports on M&E visits.

"yeah the recommendations uhm that was made in the report it forms part, there's an implementation plan uhm in terms of what we should do and we are in the green in terms of all those recommendations I think it reflects our database you know must be updated, the agreements that must be up to date basically reflects uhm that the agreement that we have with the institution, this one needs to be revised by legal services and that is all in process...And the M&E...Quarterly reports must be generated." - DoCS Staff Member

5.2.2. Has the programme been implemented as planned?

5.2.2.1. Chrysalis Training Implementation

Planned implementation of the Chrysalis training was understood in terms of the required processes and targeted outputs stipulated in the DoCS/Chrysalis Academy TPA. Therefore, the evaluation used the TPA as a guideline to answer this question.³⁰

5.2.2.1.1. Reporting Requirements

According to the TPA, Chrysalis must submit written progress reports to DoCS which reflect the implementation of the YWP. These reports are to include a report on the Academy's

³⁰ The TPA provided to the evaluation team was from 2017. Although this is outside the evaluation period, DoCS advised that the processes and outputs stipulated would have been applicable to the years under review for this evaluation (2012-2016).

organisational and financial environment, and provide a breakdown of expenditure and the balance of funds received during the Agreement period. This include details of total income and a summary of expenses, an overview of the organisational environment, and a Business Plan. The Academy must also provide written reports on its recruitment processes. The TPA also requires that intake criteria forms must be submitted to the Department within 30 calendar days after the commencement of each training course, including students' valid ID documents, valid bank account details, and application forms.

DoCS expressed that all reporting requirements are met by the Chrysalis Academy. Each year, the Academy submits a Business Plan (including an overview of the organisational environment) for the next financial year, four quarterly reports, an annual report (including audited financial statements), and personnel reports of the graduates. Details on the recruitment process are included in the quarterly reports, and the Academy submits a database with details including the programme's intake and exit rates. Although the TPA stipulates intake criteria forms must be submitted in 30 days, DoCS advised that in reality they do not expect these documents in this timeframe. Rather, they expect these documents before the students graduate, for which Chrysalis always submits on time. In terms of report content, Chrysalis confirmed that its quarterly reports include total income and expenses, an overview of the academies organisational environment, its business plan and also a reflection of the recruitment process.

"They submit to us at the beginning of every year, they submit to us a business plan uhm for the next financial year and then they have to submit to us quarterly reports uh for the financial years so its 4 quarterly reports so those are the reports that they submit to the department...They also provide annual reports and also but his one is not a report, like sometimes the auditors will request some information in terms of personal information of the candidates or the graduates so they will provide those reports based on the requests of the auditors sometimes foreign also"- DoCS Staff Member

"..also, they also submit a database per intake so on that database it will show you know like how many people were recruited, how many graduated or how many are still there at the academy so it will also show the people that left, like how many left the project so it's like a spreadsheet." - DoCS Staff Member

5.2.2.1.2. Recruitment Targets

In line with the TPA, the Academy is expected to recruit 540 students in accordance with the Departmental priority geographic and demographic focus areas. The recruitment targets are as follows:

- Demographics: A minimum of 60% / +-324 of all students must be male, and 30% / +-162 students must be female; the remaining 10% is at the Academy's discretion.
- Geographics: A minimum of 45% / +-240 of all students must be from urban areas, 200 of which must be from the urban priority Departmental areas (see TPA for further details). A minimum of 45% / +-240 of all students must be from rural areas; 200 of which must be from the urban priority Departmental areas (see TPA for further details). The remaining 10% is at the Academy's discretion.



Additionally, Chrysalis must ensure that 15 recruitment information sessions are implemented, consisting of nine urban information sessions and six rural information sessions.

DoCS reported that in most instances **Chrysalis recruited the right proportions of students according to geographic and demographic criteria as stipulated in the TPA.** However, the Department reported that the Academy does not necessarily always provide the required nine information sessions for urban students, and six information sessions to rural students. This was however dependent on the proportion of applications received for each year.

“Okay the applications neh go out to everybody but unfortunately sometimes they don’t receive applicants from certain areas which means that they might not reach that target because of that, because uh the application process is based on people who come from that specific area. So somewhere somehow eh they will still have their information sharing sessions but the number of people that apply is not really within their control.” - DoCS Staff Member

Reviews of Chrysalis’ annual recruitment data (Table 7) show that **for the years 2013/14 to 2016/17 Chrysalis exceeded the recruitment requirement of 540. Only for the years 2012/2013 was recruitment below the target, and this shortfall was only by 1%.**

Table 7. Chrysalis Academy Annual Recruitment Statistics

| Recruitment Process | 2012/13 | 2013/14 | 2014/15 | 2015/16 | 2016/17 |
|--|---------|---------|---------|---------|---------|
| Applicants received | 1733 | 2974 | 3783 | 3361 | 3955 |
| Applicants invited to recruitment interviews | 1561 | 1375 | 3184 | 2954 | 3728 |
| Applicant selected for training / recruited | 535 | 574 | 600 | 542 | 573 |
| % of 540 target recruited | 99% | 106% | 111% | 100% | 106% |

From the total target of 540 recruits each year, the gender targets for each year is that 60% male recruits (ALPHA and CHARLIE), 30% female recruits (BRAVO), and 10% may be at the discretion of the Academy. The recruitment statistics per cohort (and therefore gender) are presented in Table 8 below. As indicated, **the annual target of 60% male recruits and 30% female recruits was met every year.** Chrysalis also confirmed via the qualitative interviews that required proportions of students in terms of gender groups were being adequately met.

Table 8. Chrysalis Academy Annual Recruitment Statistics by Gender

| Students recruited | 2012/13 | 2013/14 | 2014/15 | 2015/16 | 2016/17 |
|---------------------|---------|---------|---------|---------|---------|
| ALPHA (male) | 176 | 190 | 200 | 180 | 191 |
| BRAVO (female) | 181 | 184 | 200 | 182 | 199 |
| CHARLIE (male) | 178 | 200 | 200 | 180 | 183 |
| % males recruited | 66% | 68% | 67% | 66% | 65% |
| % females recruited | 34% | 32% | 33% | 34% | 35% |

To the evaluation team’s knowledge, there are no consolidated statistics recording the recruitment of students by geographical regions. However, using the beneficiary contact details provided by Chrysalis for this evaluation, DWC analysed the urban / rural distribution for CHARLIE 12 to CHARLIE 16 for this evaluation period. According to the TPA, at least 45% of youth must be from urban areas, 45% must be from rural areas, and 10% is at the discretion of the Academy. However, Chrysalis and DoCS had previously advised that it is understood that the recruitment targets should be 60% urban and 30% rural. This is due to the fact that a larger proportion of urban youth apply for the programme than rural youth. See Table 9 below for a breakdown of students’ geographical location per cohort.

Assuming the TPA targets, only for BRAVO 14, CHARLIE 14 and BRAVO 16 were the targets of 45% urban and 45% rural met. However, assuming the non-TPA targets of 60% urban and 30% rural, six out of the 13 cohorts met the proportional targets. However, in most cases, more urban youth were recruited than rural youth. For only two cohorts, BRAVO 13 and BRAVO 15 were more rural youth recruited than urban. The TPA must be revised to capture the actual required proportion going forward, rather than relying on a verbal agreement and understanding.

Table 9. Chrysalis Academy Annual Recruitment Statistics by Geographical Location

| Cohort | Urban Total | Rural Total | Urban % | Rural % |
|-----------------------|-------------|-------------|---------|---------|
| CHARLIE 12 (N=163) | 122 | 41 | 75% | 25% |
| ALPHA 13 (N=172) | 106 | 66 | 62% | 38% |
| BRAVO 13 (N=179) | 82 | 97 | 36% | 54% |
| CHARLIE 13 (N=190) | 121 | 69 | 64% | 36% |
| ALPHA 14 (N=195) | 123 | 72 | 63% | 37% |
| BRAVO 14 (N=194) | 100 | 94 | 52% | 48% |
| CHARLIE 14 (N=189) | 97 | 92 | 51% | 49% |
| ALPHA 15 (N=177) | 114 | 63 | 64% | 36% |
| BRAVO 15 (N=178) | 79 | 99 | 44% | 56% |
| CHARLIE 15 (N=173) | 102 | 71 | 59% | 41% |
| ALPHA 16 (N=177) | 112 | 65 | 63% | 37% |
| BRAVO 16 (N=192) | 98 | 94 | 51% | 49% |
| CHARLIE 16 (N=177) | 100 | 77 | 56% | 44% |

Consistent with the quantitative data presented above, DoCS noted that **in some instances Chrysalis did not reach the required targets from the priority areas. However, the Department attributed this to few youth from those priority areas applying to the programme and meeting the recruitment criteria**, and was outside the scope of the Academy’s influence. In agreement, Chrysalis attributed the low rate rural applications to youth lacking interest in personal growth and development.

“Well the challenge I don’t know but in terms of meeting targets in recruitment, we have a list of target areas. We supposed to recruit young people from for the course. The challenge is we tend to meet our rural targets at times but the other, the metro, the urban, they don’t apply they don’t want to come to the academy because they don’t see there’s anything wrong with them. From the target areas.” - Chrysalis Academy Staff Member

“See in our agreement with Chrysalis we would normally set them target so we would tell them, we’re giving you R13 million for this year but for this R13 million you must 210 for

the year, for example but they have difficulty in reaching that target due to their challenges as ... with the recruitment of the youth and so forth or the youth that comes does not qualify the criteria.”-Chrysalis Academy Staff Member

“...the graduates or the participants that apply sometimes won’t come from that area which is a priority of the department so it is something that is not ehh within their control because the invitations, the applications go out and people that apply will not come from those areas that are a priority sometimes so that is the challenge sometimes in terms of reaching the targets in terms of our priority areas and uh in terms of uh training.”- DoCS Staff Member

Please refer to Table 10 below for a comparison of the number of youth recruited into the Academy versus the number who graduated. Over 90% of recruited students complete the Chrysalis training in full and graduate from this component of the programme, making them eligible for the EPWP internship. **Over the five financial years, 2824 youth have graduated from the Academy and only 130 youth exited the Chrysalis training stage of the programme (approximately 5% exit rate).**

Table 10. Chrysalis Academy Recruitment vs Graduation Statistics

| Recruits vs. Graduates | 2012/13 | 2013/14 | 2014/15 | 2015/16 | 2016/17 | Total |
|------------------------|---------|---------|---------|---------|---------|-------|
| Recruited | 535 | 574 | 600 | 542 | 573 | 2824 |
| Graduated | 501 | 541 | 578 | 528 | 546 | 2694 |
| % graduated | 94% | 94% | 96% | 97% | 95% | 95% |

As stipulated by the TPA, Chrysalis must also recruit and retain 15 training instructors and five junior instructors in training (JITs) order to strengthen the supervision and training programmes. DoCS expressed that **targets for recruiting and retaining instructors are mostly met.** DoCS appoints the candidates in consultation with the Academy. DoCS noted that most of the instructors complete their training, and there is very low turnover (maximum one dropout). The only challenge they have experienced in this regard was instructors requesting for the stipend to be increased. **Chrysalis also confirmed that a total of 15 junior trainers were recruited each financial year.** However, **Chrysalis reported that about 50% / approximately 7 of JITs trained remain working at the Academy full-term while the other 50% drop out.** According to Chrysalis, the JITs leave the Academy because the stipend is too low for the amount of work that they do, and because they leave for other opportunities (i.e. study or work).

“ We appoint them, because we pay them, we have to appoint them ...Uhm I’m not aware but most of them they still stay and even sometimes we even receive requests for their extension because they still need to skills transfer the next group so there’s always like those types of requests in terms of their extension. Ehh those that left I’m not aware it might be 1 but I can't recall now.”-DoCS Staff Member

“We train uhm after every course so we try. Yeah after every course we select and train

junior instructors in training whether they then form part of the training team. It's based on their performance during the training, so if successful they will then stay and become a junior instructor in training. If not then they go back to the placement institute and if in future they if are needed then we can easily select from those already trained as JITs " - Chrysalis Academy Staff Member

5.2.2.1.3. Chrysalis Academy Training Courses

Chrysalis is expected by DoCS to run a mixture of both accredited and non-accredited courses, and are currently meeting this implementation requirement³¹. Additionally, in recent years the Academy has become an accredited training institution. However, the **Department noted that the provision of non-accredited courses has been raised as an issue, particularly when graduates attempt to find permanent employment following their exit from the YWP.** Accredited courses are more valued by potential employers and provide beneficiaries with an advantage. However, the Academy does not have the financial resources to offer only accredited courses within their training programme.

"And also uh one of the challenges they will recruit say 200 people but some of them they don't stay until the end of the uhm training at the Chrysalis Academy so some people will leave the programme before they actually graduate and by the time we place them they have decreased in \n terms of the numbers and in terms of training ehh some of their courses are not accredited which is always a problem when it comes now to the skills development so they will provide non accredited class, a few off accredited courses so somewhere somehow because of uh limited resources also they can't offer 100% accredited courses in terms of their training...Okay they provide uh, they are expected that they can provide both no accredited and accredited but mostly its non-accredited which sometimes it's a challenge when we are being evaluated because when they look at the quality of the skills that the attain from there it's not uh really a formal one or an accredited training or a course that is being offered"- DoCS Staff Member

Many graduates found the Chrysalis training to be **stimulating, interesting and positively challenging.**

"It was interesting, hard and uhm quite fun also so there was excitement, there was times that you know you just wanna give up you know, stuff like that." - YWP Beneficiary Graduate

"Everything is fine... everything is fine at Chrysalis, it was actually a really amazing experience and I like what they do and I'm very proud to say that I'm from there because it's very hard work and in the long run it actually benefits you in a lot of ways."-YWP Beneficiary Graduate

5.2.2.1.4. Random Drug Testing

³¹ Please refer to the programme description in Annexure A for more details on the course offerings at the Academy.

The TPA stipulates that the Academy must facilitate the implementation of random drug testing, and must ensure that there is random drug testing of at least 50% of all students. DoCS expressed that **the Academy does implement random drug testing for at least 50% of students, and that drug testing is also implemented for students who are suspected of taking drugs or other illegal substances.** Chrysalis staff members confirmed that the Academy did implement random drug testing, however in contrast to DoCS's understanding, **the testing is not implemented to target those students suspected of using narcotics.** The Academy tests 100% of students at intake and 50% are randomly tested during the course of the programme.

"Yes, they do drug testing ...Yes, they do because I remember there was a case where some of them were positive in terms of ehh the test results, so they do."-DoCS Staff Member

"It's all random, whether you are using or not. So it's not about you been suspected of using drugs. So they test and actually on intake just for statistical purposes we test each and every student. Uhm but the data is just for statistics."- Chrysalis Academy Staff Member

5.2.2.1.5. Aftercare Support Programme

The TPA states that Chrysalis must support all graduates with a five-year aftercare support programme. The placement of graduates must be regularly monitored and the Academy must:

- Ensure that a minimum of 95% / +-175 graduates are placed in accordance with the joint Departmental and Beneficiary Panel meeting decisions;
- Ensure and alert the Department within 14 calendar days should any placements not be implemented;
- Deploy a relevant staff member together with Departmental staff to report and intervene where any placements remain outstanding within 14 calendar days;
- Ensure that all EPWP internship placement documentation is completed and submitted to DoCS at least 30 calendar days prior to graduation;
- Participate and submit placement institution requests to the panel meetings for approval;
- Give due consideration when making placements and avoid mismatching of skills and placements.

DoCS personnel revealed that the aftercare support programme is actually an internal activity of the Academy, and thus **DoCS does not hold Chrysalis accountable for the five-year aftercare support programme.** Chrysalis's only responsibility to DoCS in terms of aftercare support is limited to 1) placing graduates at placement institutions (in collaboration with DoCS, and this must avoid mismatch of skills), 2) holding joint panel meetings, 3) undertaking at least 30 placement site visits, and 4) reporting these in their annual reports. **According to DoCS, all these aftercare support programme responsibilities have been met by Chrysalis.** DoCS's priority interest is that Chrysalis trains the youth, places them in job opportunities and monitors them through placement site visits.

"I must be honest we don't have any interest in the aftercare because that is between the Chrysalis graduates and Chrysalis ...Because once we have placed the Chrysalis graduate in their one year EPWP and they exit, we are done with them. Then the next group comes, then

the next group comes but Chrysalis has the interest in the aftercare ...Because that is for their success stories and that is how they build their programme, how they sell their programme you know to say look at this graduate he has become a CEO, he's now running his own company etc. but from DoCS side, we have a very limited interest in that ..." - DoCS Staff Member

As identified earlier in the findings (evaluation question 3), **Chrysalis graduates are not always getting placed in internships that are congruent with the specific vocational skills training they received while at Chrysalis or within their field of interest.** As such, there is a mismatch of skills / training and the work opportunity. Additionally, Chrysalis has to consider institutions that are within close proximity to where the graduates live. As a result, graduates may be placed in institutions that are not aligned to their skills or interest, and they do not gain experience in their desired field of interest. Chrysalis also found that mismatched placements was exacerbated by the restrictive nature of the DoCS prioritization of making placement in the crime prevention sector.

The remaining processes of Chrysalis's aftercare programme (that are not accountable to DoCS) include providing support and guidance for up to five years (including graduate trainings and sharing job, internship or studying opportunities), and monitoring their progress for up to two years (including the one year within their EPWP internship). Chrysalis expressed that following up with graduates as part of the aftercare programme is highly challenging. They have had difficulties contacting graduates as they constantly change their contact details. Chrysalis is also burdened by issues related to increased volumes of graduates that accumulate after every year and cannot be managed by Chrysalis' staff constituency. Follow-ups with 200+ graduates each year would require an entire monitoring office in itself.

"I think this placement visits, the monitoring and tracking of graduates, although they want us to monitor and track for five years it's highly impossible." - Chrysalis Academy Staff Member

"Our aftercare programme is five years right. So we still support so if you graduated in the year 2013, right, it means that your aftercare programme ended in 2018. We will only track you for the first 2 years after graduating but you can still come and knock on our door if you need the support." - Chrysalis Academy Staff Member

"Capacity is a huge thing. We going to need a call centre for that. Yes you do need a call centre for that...with every quarter, the pool of students grow, increases, the work becomes more and the amount of staff remains the same." - Chrysalis Academy Staff Member

Additionally, as part of the five-year follow-up, graduates are given the opportunity to attend refresher courses. As explained in the programme description (Annexure A), refresher courses are held to ensure continuous communication with graduates, to monitor progress, gain an understanding of the challenges they face when returning home, and try develop relevant strategies to support graduates. As depicted in Table 11 below, the **refresher courses are only undertaken for all three cohorts every second year.** In 2013/14 and 2015/16 all three cohorts

were invited to a refresher course. However, for 2012/13, 2014/15 and 2016/17, a refresher course was only offered to the ALPHA cohorts. While this is likely due to limited funding available, it is unclear why the ALPHA cohort only is offered the refresher courses every second year.

Table 11. Chrysalis Academy Refresher Courses

| Cohort | 2012/13 | 2013/14 | 2014/15 | 2015/16 | 2016/17 |
|--------|----------|------------------------------------|----------|------------------------------------|----------|
| Cohort | ALPHA 12 | ALPHA 13 BRAVO 13 CHARLIE 13 | ALPHA 14 | ALPHA 15 BRAVO 15 CHARLIE 15 | ALPHA 16 |

Overall, DoCS is satisfied with Chrysalis’s implementation of the training programme. They expressed that the Chrysalis Academy is organised, has strong leadership, and implement a well-designed curriculum. **They experience no issues in terms of reporting and sharing data, i.e.** recruitment, training, graduation, and placement statistics. They are also impressed with the Academy’s follow-up with graduates, the success stories³² that have emerged, and the good reputation the Academy has built in the communities. DoCS went on to **commend Chrysalis Academy for its national recognition as a highly functioning holistic youth skills development programme.** Thus, provinces such as Gauteng and Kwa-Zulu Natal have been inspired by Chrysalis to establish a programme based on the Academy’s model.

“I think Chrysalis is doing excellent work in terms of the training that they provide I think we cannot complain about the quality of the training, I think that as an institution you know they are very organised their things are, their ducks are in a row so we never have to struggle to get information out of them for example and that is probably due to the strong leadership that’s given there by the CEO Dr Meyer so I think that for me is, is very good in terms of the work that they do in the community as well, their community projects uhm they always support uhm their graduates afterwards... there’s this one graduate that’s now doing sports training in the community it’s, I think wherever you go you will always hear those things from the community or from other organisations when they speak about Chrysalis.” - DoCS Staff Member

5.2.2.2. EPWP Internship Implementation

Planned implementation of the EPWP internship training was understood in terms of the required processes and targeted outputs stipulated in the DoCS/Placement Institution MOU. Therefore, the evaluation used a standard MOU as a guideline to answer this question³³.

³² Success stories are shared in the Chrysalis Annual Reports, but are also reflected in the sections below on whether YWP beneficiaries found employment (section 5.3.1.) and whether they were able to stay away from criminal activities (section 5.3.2.).

³³ It should be noted that there was little quantitative monitoring data available to answer this evaluation question pertaining to the EPWP internship. As will be discussed below, placement institutions do not submit progress reports. As such, this section is largely reliant on qualitative data that was self-reported by evaluation participants, key findings available in the EPWP Audit Report 2018, and DoCS Annual Reports.

Please see Table 12 below for a summary of the number of students who graduated from the Academy and were placed in an internship thereafter.³⁴ As indicated, the placement of graduates steadily increased since 2012/2013, and by 2016/2017 100% of all graduates were placed in internships. This suggests that over time more internship opportunities have become available, and more appealing internships have been offered.

Table 12. Chrysalis Academy Graduates Placed in Internships

| Graduated vs. Placed | 2012-2013 | 2013-2014 | 2014-2015 | 2015-2016 | 2016-2017 |
|----------------------|-----------|-----------|-----------|-----------|-----------|
| Graduated | 501 | 541 | 578 | 528 | 546 |
| Placed | 337 | 487 | 529 | 521 | 546 |
| % placed | 67% | 90% | 92% | 99% | 100% |

As stated previously, **only 5% of beneficiaries exited the programme during the Chrysalis training.** On the other hand, 890 youth exited during the EPWP internship stage of the programme, a **37% exit rate based on total number of graduates placed.** Reasons for beneficiaries' exit during the programme will be discussed in the section below on programme outcomes.

5.2.2.2.1. Reporting Requirements

As indicated in the MOU, the placement institution must provide the Department a report on a monthly basis, including descriptions of incidents which may have an impact on implementation. As indicated in the ToC / ToA workshop, **institutions do not provide monthly reports, but rather provide updates to the Department informally.** Furthermore, the EPWP Audit Report 2018 notes that **monitoring mechanisms like the meeting between placement institutions and DoCS and the submission of monthly progress reports by the institutions are not adhered to as stipulated in the MOU.** This impacts the identification and timely resolution of challenges, including late / incorrect payments (as described previously), disciplinary actions, and affects the Department's ability to collect monitoring data on the youth during their internships. Hence, little monitoring data is available on EPWP internship aspect of the YWP. This points to a major need to instil a culture among placement institutions to regularly report on their interns, and be held accountable for the youths' experience of the internship.

5.2.2.2.2. On-the-job Assessments

The MOU states that the placement institutions must provide the Department access to the workplace to conduct on-the-job assessments of the interns. According to DoCS, **the Department undertakes on-the-job assessments during their M&E visits on a quarterly basis. This is undertaken for approximately 20 institutions per six months (i.e. 40 institutions per year).** Additionally, the Department reported that the finance department undertakes unannounced visits to ensure compliance. From placement institutions' perspectives, the findings were mixed.

³⁴ 2011/2012 financial year only included ALPHA 11 and BRAVO 11, and therefore not within the scope of this evaluation

While some placement institutions reported that DoCS undertook on-the-job assessments, others reported that this has not happened. However, this may be because their organisation was not selected as part of the 40 institutions per year to receive a monitoring visit. A few institutions indicated that should any issues have been raised by the organisation, the Department visited the organisations to manage disciplinary or performance issues. Other reported that these types of visits were more likely to be undertaken by Chrysalis than the Department.

“For instance for [name of staff member’s] unit I think they identified about 20 partners, it’s like 20 institutions I think it was 40 in total they would have 20 in the first 6 months and then another 20 so those are the ones that they normally do and there’s also the unannounced ones coming from internal control finance where they will go unannounced and just check now if everything is implemented correctly and then in terms of training.” - DoCS Staff Member

Yes, they have. They have done monitoring visits...I think quarterly.” - EPWP Placement Institution Employer

“They have said that they will come and do on job visits and all that but they’ve never really come. Like to check the job, uh uh, they haven’t really, we have been giving the feedback but they haven’t visited to do the assessment unless they assess on their own but they don’t visit.” - EPWP Placement Institution Employer

5.2.2.1.3. Random Drug Testing

The MOU specifies that DoCS must provide the placement institution with drug testing kits to carry out random drug testing on the interns. DoCS advised that **the kits are provided to the institutions, that Chrysalis provides the training on how to administer the test, and that the institutions undertake random drug testing during the internship period. However, conversely most of the placement institution employers indicated that they do not do random drug testing at all.** For the few employers who did indicated that drug testing was done, some explained that it was undertaken by the Department themselves, that they only tested on suspicion of drug use (which was rare), or that they had been promised that the Academy would undertake the tests. This suggests that institutions have not been provided with the testing kits and/or training on how to administer them, and that there is a lack of understanding that it is the responsibility of the institutions to undertake this process. As such, it appears that few placement institutions are undertaking random drug testing, and this process is not being implemented as intended.

“We provide them with the kit, that’s part of the MOU and also the training is done by Chrysalis actually, how to conduct the test and then they conduct the test there.” - DoCS Staff Member

“...Chrysalis in Tokai told us they have people who test them for substance abuse and drugs and all that kind of things. So we’re still waiting because now for almost five years...[We are waiting] for them to come to test...I don’t have the authority...” - EPWP Placement Institution Employer

"No, because they said they are going to offer that one [drug testing] but there was none." - EPWP Placement Institution Employer

5.2.2.2.4. Job Description

The MOU specifies that the placement institution must develop a job description and provide job training for the interns. The extent of job training is addressed in the section above regarding appropriate work experience. **Most placement institutions indicated that they provided interns with a job description.** Most provided the job description on the first day of the intern's arrival, and several indicated that this is often communicated through a presentation, induction, or as part of their training. DoCS also indicated that job descriptions are provided to them before interns are placed.

"They all get a job description on the day that they arrive, they are given a job description. They are also given their stationery...where they write all their notes because with us you've got to know a lot of codes to be able to work, there are the procedures. So, in their training they write their own notes and then we go through it and from there we progress from the one step to the next step. So, yes, they most definitely do get job descriptions so they are very clear on what is expected of them and what, you know, where we are going to, where we needing to be." - EPWP Placement Institution Employer

"Yes we do. We give them a complete job description...before they actually get placed into the placement they have to go on my induction programme. I have my own training facility and I send them on a week-long induction course and then also...some training with somebody else before they get deployed." - EPWP Placement Institution Employer

A few institutions however indicated that they did not provide a formal job description, but communicated verbally what duties were expected of interns. This potentially subjects the interns to confusion and uncertainty regarding their duties and responsibilities during their internship, which can be an anxiety-provoking experience. It also leaves interns vulnerable to undertaking duties that goes against the MOU. This is an important consideration for DoCS to hold employers accountable, given that without a job description, interns can be taken advantage of.

"We try to explain to them as far as possible what the organisation is all about, what they do there. But we don't give them the job description. We can't do that." - EPWP Placement Institution Employer

"...I think they must let us know, must let someone know immediately they come in for the first day, they must tell them this is what is expected you to do and being honest with them and they must have a draft paper like a job description because they didn't give us a job description anything, they didn't tell us we go there knowing that we are going to be in ...[inaudible], we didn't know that if this course is finished we are going to do the second things like we clean the drains. They must tell people that, this is what is expected..." - YWP

Beneficiary Graduate

Case in point, in a small number of instances the **job description promised by placement institutions had not been followed**. Although the institutions submit a job description for the graduate which is approved by the Department, DoCS has found that in a few cases the intern is not doing the work set out in the approved job description, but rather work that lacks little technical skills or a rich learning experience. The Department has encountered interns being made to work as a cleaner or run errands, rather than the job promised. In these cases, the Department and Chrysalis intervene to rectify the situation. Relatedly, in a few cases there has also been insufficient resources and equipment such as computers and working space, further preventing interns from fulfilling their duties that were assigned to them.

"...the job descriptions sometimes are not being followed eh they will develop now the supervisors when they receive a job description that they provide to us and when somebody now goes to monitor you find that, that child is not supposed to be doing A, B, C, D but they actually do that which is now not in line with the description that we received. Some of them were even complaining that they even sweep floors which was not part of the job description which was supposed to be done." - DoCS Staff Member

5.2.2.2.4. Disciplinary Issues and Injuries on Duty

As stated previously, placement institutions do not provide monthly reports to DoCS, but rather provide updates to the Department informally (despite being specified in the MOU). According to DoCS it is understood that when a disciplinary issue arises, the institution cannot discipline or dismiss the intern. They usually refer the issue to DoCS and make a recommendation of how they think the concern should be dealt with. DoCS makes the final decision and intervenes. The institutions must present valid reasons and records for wanting to bring disciplinary action towards the intern.

Most placement institution employers indicated that if a disciplinary issue arose, typically they would follow their own internal remedy and warning procedures. Only should those procedures be insufficient (i.e. followed counselling and several warnings), or the issue is serious, would the institution refer the issue to the Department. Most of the institutions indicated that they understood that interns' contracts were with the Department, and thus such issues required their involvement. The management of disciplinary issues therefore appears to be implemented as intended.

"Okay, generally we do it on our own first, at our own level, and then we contact, because the other ones they are placed by Ava or they are placed by the Department of Community Safety then we contact them. We've never had any serious issues that require us to contact them. It's only one case where, there are certain offenses that we feel, if there's anything against the child, then we do not tolerate that, but if there are other small offenses, we just deal with them, we do the disciplinary procedures." - EPWP Placement Institution Employer

“Um, what we do is we normally call the guys in if there is any issue or problem we call them in and we hear to what the problem is and what the issue is and we will take it from there and then we will find a solution on how we are going to work further on and what we expect from them and then we, ja, we just go on like normal...Say for instance there is something that we cannot rectify from us and it's very serious that where it comes to a place where you guys [DoCS] must be involved then we will send to them a letter and let you know and then we will normally some of you guys will come down to adhere to the situation or the problem that we have.” - EPWP Placement Institution Employer

“No, I phoned the Department of Community Safety cause you must remember there's HR that must be involved. These people are employees of Community Safety based on the contract and we are just administering, you understand? So, now we have to contact the Department of Community Safety pertaining that to say there's a challenge. You write it and you send it to them and they come down to discuss the whole issue.” - EPWP Placement Institution Employer

A minority of placement institutions complained about the **poor performance or behaviour of interns**, and have expressed that they are not equipped enough for the particular tasks the institution has assigned them. Some of them complained that the interns simply were not ready for the work environment, which requires punctuality, organisation, and discipline. Others noted that they had several instances of disciplinary issues.

“And I actually wrote an email to to Chrysalis but to date I haven't received any feedback on how unhappy I am with with the intern's behaviour and their actions...I'm at that point nuh I had Chrysalis interns for 2 years and I am not looking forward to get interns from Chrysalis again...That's the honest truth...Because it's like I like I have mentioned before is um you know you um I'm already sitting with challenges at the facility and now I'm getting interns who you know who's is undisciplined who want to do what they want to do doesn't really want to stand under authority, its adding more stress to my already stressful portfolio.” - EPWP Placement Institution Employer

“...we actually had lots of disciplinary issues. Guys that uh come late for work continuously, guys who stay absent, they AWOL they don't come to work, they don't let us know. We've had guys sleeping on duty, we've had issues with not fully uniformed.” - EPWP Placement Institution Employer

If an injury occurs while an intern is on duty, the MOU specifies that the placement institution must report the injury to the Department as soon as possible. **DoCS advised that the institutions do notify DoCS timeously, and that they take the intern to a public hospital.** Both DoCS and placement institution employers noted that DoCS helps to complete the hospital / medical documentation and the Department covers medical bill. One organisation noted that they experience difficulties filling in the injury on duty (IOD) forms for their admin purposes, particularly because they were based in a rural area far from the Department. Overall, the management of injuries during the internship appears to be implemented as intended.

"I had to assist in terms of the process at the hospital, and the Department of Community Safety, did documentation...so that the payment was being put to process." - EPWP Placement Institution Employer

"We usually write a report about what happened and then...the patient goes to the trauma unit and the doctor will write what happened and the diagnosis and everything and then it will go through to our HR and because it's an injury on duty for the billing to be done by them [DoCS]." - EPWP Placement Institution Employer

5.2.2.2.5. Provision of a Supervisor

One of the obligations of the placement institution according to the MOU is to "designate, in writing, persons who shall manage, mentor and supervise the interns." In other words, all interns are to receive a supervisor. Most of the beneficiaries interviewed **reported that they had a supervisor or a manager to report to**, which was concurred by DoCS and placement institutions. The supervisors were responsible for providing interns with instructions, overseeing their work, providing feedback and guidance where necessary, and also undertaking the administration involved in the YWP, i.e. completing and submitting interns' timesheets to the Department.

"Yes, yes... So when they were placed at my facility, I was their mentor who has provided them with the necessary skills...to enter the job market..." - EPWP Placement Institution Employer

"I'm the supervisor. I post them and I do the timesheets. And I make sure they do their job." - EPWP Placement Institution Employer

"Yes, I did have a supervisor." - YWP Beneficiary Graduate

"...there is a supervisor...But in my department, there is supervisors, there's a manager and then there is this manager of what I am...So, the reporting for them, it starts to the supervisor, to the two supervisors and go to the manager and then I take the final decision...It's just that they assisting them wherever they will need assistance. Like, even for the explanation of what they need to do...giving instructions what needs to be done, what is going to happen in the following weeks or forever and then they do what is necessary for them to do...they do the work and we supervise their work and we also give feedback...for what they are doing, areas of improvement and all those and that. And we also give a bit of some personal development or self-development skills for them so that they are able to fit in in the world of work." - EPWP Placement Institution Employer

Many of the interns had a very **positive experience with their supervisors**. Such experiences reflected by the interns' included feeling comfortable to go to their supervisor when they were struggling, and receive help and guidance when they needed. They spoke about their supervisor being actively involved in their internship; they were always available for constant communication and feedback. They also noted that their supervisors were motivating and

encouraging, which further enhanced their work experience. As similarly described for evaluation question two, the Department expressed that those institutions who were implementing the programme as planned and **implemented with quality were those who provided good on-the-job trainings, and supportive and attentive supervisors**. They noted that organisations took interns through their own internal training programmes or sent them for formal training, and supportive supervisors helped learners with their CVs, interview skills, and transported them for interviews.

“He was one of the greatest, I can say so. He was, he was very good at what he do, and if I was struggling with anything I could always go back to him and ask to help me with anything.” - YWP Beneficiary Graduate

“Ja they were helping us a lot because if you don’t know something, you ask from them, then they will tell, they will explain to you and teaching us how to work there and how to deal with those things...” - YWP Beneficiary Graduate

“Yes, my supervisor was also available. He was always training us, even when we do the mistakes, he was always there to rectify us and tell us do this and this and in a respectful manner, he was always there for us to guide us.” - YWP Beneficiary Graduate

“Like if you struggle with stuff they will always come and make sure you understand your work and show you how to do it and queries and stuff like that. They will always like help us.” - YWP Beneficiary Graduate

There were however, a few beneficiaries who reported that **although on paper they received a supervisor, in reality, their experience was as though they did not**. Some spoke to the fact that their supervisor was largely unavailable, and that no one was around to check their work, provide guidance, and help with challenges. Others stated that their supervisor was only available to sign the timesheets due to DoCS. The absence and non-interest of supervisors made the work experience less enjoyable, less fruitful in terms of gaining skills and insights into the working world, and in some cases, decreased the confidence of of the interns.

“It seems like we were not being supervised. So, nobody came to check on us. So, we didn’t enjoy anything. I didn’t personally.” - YWP Beneficiary Graduate

“Yho! He was only there when you sign the timesheet...No he just sits there and then go home after work.” - YWP Beneficiary Graduate

“Not really because she would just leave us and have to cope on our own...She was, she was there but she wasn’t there but we were like invisible to her...You had to figure it out yourself...Not always [easy] because she was supposed to be there to like help or assist us with certain tasks or certain questions but she wasn’t there. She just wasn’t. It’s like she was absent. She is there but she isn’t there.” - YWP Beneficiary Graduate

“Just for my supervisor man, he bring your confidence down. Like he said you are nothing. One time he told us he can’t wait to, we get done with this workplace.” - YWP Beneficiary Graduate

One of the most substantial issues raised by all evaluation participants was regarding the **poor quality of the supervisors** assigned to the interns. As described above, many interns felt unsupported by their supervisor, which likely detracted from the potentially rich learning experience. Both DoCS and Chrysalis staff also recalled instances where interns' designated supervisor was not aware of the intern and their required supervision duties. The internship starts off disorganised and fragmented, and interns likely felt uneasy and discouraged about their placement. This speaks to the need for identifying supervisors who are committed to mentoring learners and have a desire to see growth and development, rather than appointing supervisors based on convenience and availability. Chrysalis expressed that institutions where interns were repeatedly treated badly had to be removed from the project as placements. There have also been cases of supervisors borrowing money from interns and sexual harassment, but interns have at times been fearful to complain because they were uncertain of the consequences.

"I think they become problematic in the placements because one they already in placements that they don't really want to be but ok I'm going to make the best of this but then the supervisor treats them crappy and doesn't help them learn anything. I think that's the learning that happens. Trying to make the links that oh it's not just filing. I'm actually might be able to save somebody's life one day. Doing things with pride whether it's something you want to do or not. It's about what you need to do until you can build yourself up to do what you can. And that is what our supervisors should be doing. Encouraging and moving them out..." - Chrysalis Academy Staff Member

"...ill-treatment of the supervisors in the placements and they don't let us know then they just stay away from the programme...Placement institutes that's like think our youth is coming off a conveyer belt. I wanted 30 where's my 30. Your 30 what, this is people you dealing with...Those placements where we actually said, we not sending people to this placement anymore because you engage with this person two or three times and then you still treating our students like crap, you not getting students anymore." - Chrysalis Academy Staff Member

"Some students complain that they been treated badly some are actually, the supervisors borrowing money from youth. Uhm what was the other one, the safety thingy is a big thing. Sending students to the shop to buy cigarettes and chips and whatever, and just standing there. Uh yeah, cleaning the toilets, washing cars, yeah...And then it's sad because not all of them speak up, for fear of them been victimized in their placements. And you think in one instance a supervisor, I can't remember the placement institute, but it was a supervisor that made like sexual harassment remarks to one of the graduates. Very uncomfortable conversations with them." - Chrysalis Academy Staff Member

5.2.2.1.7. DoCS Additional Training

According to the ToC / ToA, where possible, DoCS provides the interns with additional training during the course of their internship. According to the Department, **the Department provides at least one training every year**. The frequency and type of training is dependent on the budget available each year from the National Department of Public Works, and as such funding is not always guaranteed. Trainings that have been provided have included a financial literacy training

and security training by Securitas. For the new financial year, DoCS is aiming to provide peace officer training.

From the interviews, most beneficiaries were not clear on whether certain trainings they attended were from the Department or was an internal training from their institution. Few directly stated that they received training from the Department. It was noted however that some of the trainings on offer each year were not always relevant for all students, and thus it was not helpful to participate in those trainings. For example, one beneficiary had undertaken the Chrysalis skills phase in hairdressing, but the Departmental training for that year was security training, which was not relevant for her desired career path.

“Okay uhm there is funding coming from National Department of Public works that is meant for the EPWP implementing departments but that one eh is not a guaranteed you know a training that is offered on an annual basis like for instance you will apply for training and then only find that maybe you didn’t make it because of whatever tender processes or sometimes they will say no project whatever, training project has been withheld so some issues also exist there meaning that now we are not saying we guarantee training that will come from National Department of Public Works sometimes the funding is very limited, you’ll apply but still you won’t be considered so that is the training that sometimes we will get if we are fortunate in terms of now the amount of budget available so besides that one from our side eh do we offer...” - DoCS Staff Member

“...we have also uhm gave them some security training where we had a partnership with this organisation, Securitas where they also provided this year or in the new financial year we are planning to train them as peace officers so then they can be registered peace officers uh so yes definitely as far as possible we provide them also with training from Docs side yeah.” - DoCS Staff Member

5.2.3. Summary of Findings

IMPLEMENTATION

Is the administration of payment efficient and effective?

- The stipends are for the most part paid on time and in the correct amounts to interns. However, there were several reported cases of delayed payments. This was primarily due to placement institution supervisors submitting incomplete timesheets on behalf of the interns, which consequently delayed the administration of payment until timesheets were rectified.
- It also appeared that beneficiaries may have lacked an understanding of the payment process, hence why they perceived late or inaccurate payments. Although the Department explains the 21-day payment cycle, beneficiaries had unrealistic expectations of a speedier payment process. Some beneficiaries also lacked an understanding that missed work days result in a deduction of the stipend. Such misunderstandings led to a continuous influx of payment complaints.

- Late and incorrect payments had several implications: Beneficiaries were unable to pay for their transport fare to and from work, some lost motivation to work, and some were forced to leave the programme due to the financial insecurity.

Has the programme been implemented as planned?

Implementation of Chrysalis Academy Training

- The Chrysalis Academy training component of the YWP is to a large extent being implemented as planned in line with those requirements specified in the TPA.
- Chrysalis submits written progress reports detailing the necessary information and in a timely manner.
- Chrysalis met recruitment requirements in terms of total number of recruits, and in terms of gender targets. Chrysalis did not always meet targets by geographical location, however this was likely due to a lack of applications from rural youth, and is beyond the Academy's scope of influence. In addition, the required 15 JITs are recruited each year, however there is primarily only a 50% retention rate.
- Random drug testing of the required minimum 50% of students is conducted by Chrysalis.
- Chrysalis's only responsibility to DoCS in terms of aftercare support is limited to 1) placing graduates at placement institutions, 2) holding joint panel meetings, 3) undertaking at least 30 placement site visits, and 4) reporting these in their annual reports. Chrysalis meets all of these requirements. Although follow-ups are only within Chrysalis's scope of work, the Academy faces major challenges in conducting these. The Department should invest more in the follow-ups given its importance for understanding how graduates progress since leaving the programme.
- Challenges experienced in implementation included a lack of adequate resources, and the inability to place student in internships that are congruent to their preference or what they would have been trained on at Chrysalis. Moreover, Chrysalis offers some non-accredited training which the graduates are unable to use as qualifications after the programme and this ultimately diminishes the graduates' employability.
- According to the Department, the high quality of training provided by Chrysalis awards it a national reputation as the best yardstick for a holistic youth skills development programme imitated by other provinces.

Implementation of EPWP Internship

- The EPWP internship component of the YWP is to a large extent being implemented as planned in line with those requirements specified in the MOUs. However, this was largely dependent on the particular placement institution. For a few institutions, obligations as set out in the MOU that were not being implemented as intended.
- While the MOU states that placement institutes must submit monthly reports to the Department, in reality this is not done, and institutions report back on an informal, and as-needed basis. This hinders the ability to collect monitoring data and hold institutions accountable for interns' work experiences.
- DoCS undertakes on-the-job assessments during their M&E visits on a quarterly basis for 40 institutions per year. The MOU should be amended to reflect that a number of institutions will be randomly selected each quarter for on-the-job assessments, as a

few institutions were under the impression that this was supposed to be done for all institutions.

- Most institutions were not undertaking random drug testing. This was largely due to a misunderstanding of whose responsibility this process belonged to; many institutions believed this was DoCS’s responsibility.
- In most cases, interns received a formal job description. However, a smaller number of interns were instructed on their duties informally, which subjected them to confusion of their role, and left them vulnerable to undertaking duties that goes against the MOU, such as running errands and cleaning.
- Management of disciplinary issues and IODs were implemented as intended.
- Most beneficiaries reported that they had a supervisor to report to, and when the supervisor took an active interest in them, their work experience was enhanced. However, a minority of interns reported that although they had a supervisor on paper, their supervisor was unavailable during their internship, and / or offered no help and guidance. Poor quality supervisors was a significant challenge. As described for the administration of payment, in many cases supervisors had failed to submit timesheets correctly or on time to the Department, affecting interns’ timely and accurate payment.
- Where possible, DoCS is supposed to provide the interns with additional training during the course of their internship. The Department provides at least one training every year, however the frequency and type of training was dependent on the budget available.

5.3. Programme Outcomes

5.3.1. Do youth that participated in the YWP find employment?

While this was not an evaluation question that was part of the ToR, this question was addressed herein to gain a finer understanding of the potential benefits programme beneficiaries garner after the programme.

5.3.1.2. Youth Who Completed the YWP

Please see Table 13 below for summary statistics from 2012/13-2016/17 of those YWP beneficiaries who were employed, unemployed or studying following their completion of the programme. It should be cautioned however that these employment statistics represent those placed in the EPWP internship *and* those who acquired employment within a year following their graduation from the Chrysalis training. For the programme period under consideration for this evaluation, follow-up data was only collected within the year following graduation from the Academy. As such there is no disaggregated data to show the number of beneficiaries who were employed in the EPWP internship versus those who were employed by external organisations. This data gap will be discussed further within the Recommendations section of this report.

Table 13. YWP Graduate Outcomes

| Graduate | 2012-2013 | 2013/14 | 2014/15 | 2015/16 | 2016/17 |
|----------|-----------|---------|---------|---------|---------|
|----------|-----------|---------|---------|---------|---------|

| Outcomes | | | | | |
|------------|----------------|---------------|----------------|----------------|----------------|
| Graduated | N=501 | N=541 | N=578 | N=528 | N=546 |
| Employed | 67% (n=337) | Not available | 92% (n=529) | 98% (n=517) | 95% (n=516) |
| Unemployed | 23% (n=113) | Not available | 7% (n=41) | 2% (n=11) | 4% (n=22) |
| Studying | 10% (n=51) | 3% (n=15) | 1% (n=8) | 0% (n=0) | 1% (n=7) |

As the above statistics indicate, **the majority of graduates were employed either in an EPWP internship or by an external organisation within the year that they left the Chrysalis training.** The number of youth who were unemployed from each year group decreased over time, suggesting that there were more graduates being placed in EPWP internships and more graduates gaining other employment over time. The number of youth who were studying following the Chrysalis training appeared to decrease over time.

Follow-up data is not collected for beneficiaries who exited the programme early or who were not placed in internships, and therefore statistics on the above outcomes cannot be compared between those who completed the programme and those who exited early.

The qualitative interviews revealed that most of the YWP graduates were currently employed at the time of this evaluation. Unlike the quantitative data presented above, which only describes employment status following the Chrysalis aspect of the programme (i.e. during the 12-month EPWP internship period), the qualitative data indicates that graduates were employed in the years following both the Chrysalis training and EPWP internship. Several graduates were taken on permanently by their placement institution if the institution had permanent employment available and if the intern had proved to be a valuable asset. Types of work that graduates were engaged in included working in schools or with children (e.g. teachers' assistant, sports coach), law enforcement (including working for SAPS), retail, and administrative work (e.g. data capturers, receptionists, etc.). Several graduates also became employed by the Chrysalis Academy itself as JITs and promoted to more senior trainers. One such graduate even later became a service provider to Chrysalis and now provides public safety training.

"...I started off as assistant coach, I got promoted last year October for this centre manager post...I'm working with kids they looking up to me, I'm an example now." - YWP Beneficiary Graduate

"Oh after I left that internship, I applied for Woolworths and then I got a job from Woolworths and there I was working as an operator, operations... In operations, so basically I was doing the receiving stuff and I was also monitoring the floor and all those things...I worked at Woolworths I think uh for a year and 6 months, yes...Yes during the time I was working at Woolworths, I was busy applying in the police, so I end up getting in the police, so now I'm a police...I am a constable in the police...it's a full time position..." - YWP Beneficiary Graduate

"I've got [name of graduate] as I said she was one of my very first interns, she is doing relief work for us. Now she was doing, she wants to go into the social welfare sort of area and that's what she was studying, but since she's come into our field which is clerical, going into administration, she's been, she's thriving and she's really enjoying it and she's actually employed on short contract by the municipality." - EPWP Placement Institution Employer

"We met with the director [of the placement institution]...She said the graduate that we placed there in 2011 – 2012 is now an auxiliary social worker and is employed. Yeah so they tend to thrive in those organisations...there are some like we met with this NCC that firefighting people and they've got actually one of our graduates that's leading teams going over to the states and doing training there and helping out the fires there." - Chrysalis Academy Staff Member

There was also a small proportion of participants who reported that graduates studied further, are currently studying or will be starting studies soon. Some returned to school to complete their matric, and others have been undertaking short courses, trainings or learnerships. Areas of study / training have included HR, business, administration, teaching, sports, hospitality and tourism, law enforcement, and animal studies.

"Some of them study HR, we've got a lot of HR. Business Administration, teaching, education. Uhm, some sports stuff. There's one person doing art at University of Stellenbosch. And then a student that graduated, she got a full bursary. She'll be studying next year at Stellenbosch. She will be doing law." - Chrysalis Academy Staff Member

"...it was hospitality and tourism management...that I was doing, it was long distance learning...it was 2016 when I actually got both certificates...Uh it was a learnership, it was a year learnership it was, that I was also receiving a stipend...At our municipality." - YWP Beneficiary Exit

"Nope I'm preparing to go do my matric next year, next year August I need to register at our school and they will help me then I will get done in the next 2 years' time." - YWP Beneficiary Graduate

"That's why I'm busy now for my training now for the law enforcement..." - YWP Beneficiary Graduate

"I did a 6 months course at CPUT uhh at Cape Town campus doing uhm animal studies...Yes I'm doing it, so next year I'll be doing the practical so now it's just a theory, so from January to July it will be the practical." - YWP Beneficiary Graduate

A minority of graduates indicated that they are currently unemployed. It should be noted however that most of these graduates have previously been employed since having left the YWP. They reported that they are no longer working because their contract had come to an end and they have not been able to secure a job since. Several expressed that they are currently looking for employment and a few indicated that they are currently volunteering. Very few graduates reported that they have never been employed since their internship.

"I'm looking for work currently." - YWP Beneficiary Graduate

"I'm unemployed now." - YWP Beneficiary Graduate

"I'm probably just at home man I'm doing nothing at this moment...at this present moment I'm unemployed man I need to contact Chrysalis again for me for work...I've been now for two years at home man." - YWP Beneficiary Graduate

"So, I didn't work for a long time, this whole year. The last time I did work it was like I worked like last year from December till January this year. I was working [at the] Police Station which I was, the Department of Community Safety they placed me there so I was working there from like December only, it was only 2 months that I did work there. Then from there nothing...I've been trying left, right and centre but maybe I just don't have luck." - YWP Beneficiary Graduate

"No, after the internship it was...shut down, I didn't have an option on what to do you see after the internship. I am now doing voluntarily an admin job in police station...I can't finish my diploma, I pray I can finish my diploma, but... I need to study, but I need money first...Yah they just gave me a contract here, but with no payment, with no payment." - YWP Beneficiary Graduate

As previously discussed, Chrysalis staff members noted that some graduates had an over-reliance on the Academy to find them jobs following their internship. Although Chrysalis advises the youth that they must look for work during the course of the internship, many of them do not. Several of them contact the Academy when their internship is coming to an end, and ask the staff if they have found a job for them or applied for jobs on their behalf. This is beyond the scope of Chrysalis's work; seeking and applying for jobs is the onus of graduate. While Chrysalis staff indicate that this is clearly communicated to the beneficiaries, it appears that many do not have an accurate understanding of this or how to apply for jobs themselves.

"We know that there's a limit that we do for you, but it's not our responsibility to find you work." - Chrysalis Academy Staff Member

"We actually had a placement visit with the instructors here and they were saying like you know. Some of them were finishing up, now what? They going to be walking along the road, running into graduates that they've trained that's now managers somewhere else and they unemployed. And that for me is a sore thing because, man its part of my thinking for next year but didn't start thinking properly yet." - Chrysalis Academy Staff Member

"One, two go and study, little...go and do nothing. We often and again we tell them throughout the year, its 12 months, after 12 months you must find, you supposed to would have find your own. We tell them, you don't have to stay there, from day one when you get there you can start applying for other work. But we still get people phoning towards the end. Ma'am I can't, my internship comes to an end next week uhm what happens now...that's phoning, sometimes they come here, unannounced, and then they sit here in reception, waiting...They like ok

ma'am our contract is ending in the next 2 months. So have you been applying? No. So what must I do? If I want to work I look for work." - Chrysalis Academy Staff member

5.3.1.2. Youth Who Exit the YWP Early

Several participants reported that **exits left because they got a job somewhere else or because they were pursuing studies**. A Chrysalis staff member noted that one placement institution actively encouraged their interns to apply for further studies. While typically drop-outs counteract programme objectives in programme evaluations, this is a positive finding for the YWP - beneficiaries leave the programme for better prospects that are aligned to the longer-term goals of the programme of attaining employment and pursuing study prospects.

"Ok I won't say unfortunately. The students don't stay long there, the graduates because the director makes it her business to have them apply and go and study further. So they don't stay, they don't finish their 12-month contract. They go and study." - Chrysalis Academy Staff Member

"I actually left the internship...I got a job...doing admin work which was contract." - YWP Beneficiary Exit

"While I was at Chrysalis, I applied at university, so they accepted me, I went and did it because I didn't want do it the following year." - YWP Beneficiary Exit

Other participants reported that beneficiaries left for personal issues, such as falling ill or needing to be home to support the mother or their child or not being ready to deal with the demands of the programme. One intern interviewed had been dismissed from his internship due to being found with drugs. Few also reported that the internship stipend was not sufficient to support themselves, one reporting that he/she could not even afford their transport to get to work. One beneficiary reported that she left because she was pregnant. Taken together, from those exits interviewed, **most had to leave the programme unwillingly due to uncontrollable circumstances**.

"I had my own, my own things I had to sort out at home and it kept me away from, I wasn't at my full, I didn't go into the programme with a full mindset or whatever because I had stuff that was like, um, that I had to finish at home..." - YWP Beneficiary Exit

"I fell sick on the programme...extremely serious...I was taken to hospital and I stayed in hospital after that...I was in hospital for round about three months." - YWP Beneficiary Exit

"I had to come back because my child wasn't okay, I was far, I only came on the month end and it was difficult for the mother of my child to cope alone, then I had to come this side." - YWP Beneficiary Exit

"Uhm there was that... I think the time they caught me with weed but it wasn't mine, but they got it by me, next to me, so they took me in test for it..." - YWP Beneficiary Exit

Most of the beneficiaries interviewed who exited the programme early are currently employed. Employment included welding at Koeberg Power Station, and posts at the City of Cape Town

and a plastics manufacturing company. One exit reported to be currently studying a Fine Arts degree at university.

"...I worked as an electrician for Koeberg Power Station. That was about a month after I left the Academy. I went to do electrical work for Eskom...For about two and a half months...Ja, I had done a few courses, welding and then I went to Kingsway College for picking and packing...then I started working mostly in the retail but that was two years after Chrysalis...And then I went as a welder, I started working by Koeberg as a welder and then I just started working shutdowns after that...I'm welding, yes. I'm a welder." - YWP Beneficiary Exit

"I worked at, I found a job at KFC for, um, around about eight to nine months. And then after that I found a job at City of Cape Town. Now I'm working for the City of Cape Town...It's permanent." - Beneficiary - YWP Beneficiary Exit

"I went to university...Fine Arts...four years...I'm in...I'm going on my 3rd year now." - YWP Beneficiary Exit

Only three out of the nine exits interviewed were currently unemployed, but they had all been previously employed since the programme. Of these three, one is currently not working due to ill-health, while another has just completed a boiler making course and is deciding whether to pursue employment or further studies.

"Uhm I worked again, and I was just at home also, still at home now...I worked for round about a year and almost 2 years or a year and a half." - Beneficiary Exit

"OK I worked, and I used my Public Safety Certificate for the security, and uhm I was working...in my area... I was working for the community as a community security patrol...So I was working there for 2 years... I think now, I think now a year and a half in my community...and keeping bad things out of our areas and all the things that is happening in our areas...I did a course, a welding course for 3 weeks, and I received my...certificate, and then after that...I did my [course] in boil making...No not [working] at the moment, I just finished yesterday my boiler making course...so I think by next year I'll be studying or working, I'm still deciding on what I want to do." - Beneficiary Exit

"Then I got another job...It was for 6 months...Then the contract ended... So I'm just seeking other jobs now." - Beneficiary Exit

While the sample of exits for this evaluation is too small to claim confident conclusions, **these findings suggest that those who left the programme early were as likely to be employed or studying further as those who completed the programme in full.** However, this must be interpreted with caution, as the finding may be a result of various individual factors, such as educational level, previous work experience, family connections, motivation to seek employment etc.

All exits were asked whether they believed the YWP offered them any advantage in finding a job, even though they had not completed the programme in full. **Most exits agreed that the Chrysalis training specifically had offered them an advantage. This benefit was mainly around changing their attitudes or developing their soft skills.** While a bigger proportion of beneficiaries who exited during their internship were interviewed (given that more beneficiaries leave the YWP at this stage), no exits reported an advantage offered by their internship placement. While this does not suggest that the internship offered no advantage, it suggests that **the benefit of an attitudinal or perspective change was more valued by the exits, and that this particular benefit was potentially a catalyst for other life changes.** This speaks to the importance of self-work (including counselling and personal reflection) which forms a crucial component of the Chrysalis programme, and is a unique feature that other employment / skills creation initiatives do not necessarily offer.

"Ja, Chrysalis actually helped a lot...I saw the advantages that was at Chrysalis, it was actually a very good place... it made me stronger at the end of the day, it made me think better, made me do everything that I'm doing, it gave me a better perspective or view of life." - YWP Beneficiary Exit

"It helped me a lot, it helped me a lot with everything, it saved my mind, it saved my way of thinking, it saved my way of living, it saved basically my whole life, and I'm really thankful for that, for that three months." - YWP Beneficiary Exit

"I never used to speak in a crowd or tell people how I feel...but after Chrysalis, I knew self-esteem and I was positive about myself and the things that I do, and I told myself I can do it and...After Chrysalis, it took a while, but now it actually came through... But now I am fulfilling my dreams...It helped me concentrate on me and my life, and not anyone else and to better my life for myself and my family, and I'm still learning as I'm going on..." - YWP Beneficiary Exit

5.3.2. Do youth that were involved in gangs and criminal activity before the YWP return to these activities once back in the community?

It is clear that the Chrysalis programme enhances protective factors against involvement in crime, but whether or not youth return to gangs and criminal activity when they return to their communities, depends on a complex mix of individual and societal factors.

5.3.2.1. Youth Who Completed the YWP

One of the selection criteria for being recruited on the programme requires that students do not have a criminal record. However, programme participants varied from youth who are at risk but were not involved in any (self-reported) misconduct before the programme, to youth who **had been involved in a range of misbehaviour and criminal activities.** There was evidence to suggest that a few had had previous brushes with the law, which varied in degree (e.g. reports of youth undertaking criminal acts but not being caught or arrested, to some being in jail). This was particularly the case with the male cohorts, ALPHA and CHARLIE. While Chrysalis does undertake checks of criminal records during the recruiting stage, this is not probed explicitly when interviewing youth for participation in the programme.

“When we do the interviews, we don’t really ask the question. Have you ever been part of a gang? We don’t ask questions in that direction. Uhm but I think most, not most, majority, well less than 50% of our male students have been part of a gang. Very little. Some of them declared. We do find out on course that some of them have been part of a gang. Uhm, most of them have been victims of gangs. And there’s quite a number of them that wanted to, not wanted that world. Almost recruited but didn’t obviously give in.” - Chrysalis Academy Staff Member

Beneficiaries’ involvement in crime prior to programme participation varied from less serious crimes for which they were not arrested, to getting arrested, to going to jail for crimes committed. Beneficiaries reported past indiscretions primarily about other youth within their cohort, rather than themselves. Although confidentiality was emphasised in the interviews, beneficiaries may have felt safer to share stories about others than themselves in fear of judgement or consequences.

“That time I was in school so we were forming a gang that there...Like selling drugs that’s all.” - YWP Beneficiary Graduate

“The only thing was maybe theft a bit, ja. That was just minor but I was not caught for it or whatsoever.” - YWP Beneficiary Graduate

“It was robbery uhm it was uhm, uhm substance abuse and all that...” - YWP Beneficiary Graduate

“Can I be honest with you, I wasn’t in a gang, I was rolling with gangsters I was naughty that time, but you know there’s times when I just woke up and said: ‘I can’t anymore.’ So yeah I was a bit naughty I was rolling with gangster friends, there you got it now.” - YWP Beneficiary Graduate

“Okay we were, not we, but me myself was fighting a lot having up and downs with knives and stuff like that, I did sell drugs also but I wasn’t a gangster, just with the wrong friends. I was in a gang but I didn’t take a tattoo you know...” - YWP Beneficiary Graduate

Most of the beneficiary graduates interviewed reported that either they themselves or other students within their cohorts were able to stay away from misbehaviour or committing crimes since leaving the programme. Most of them reported that the programme influenced beneficiaries to change their lives for the better and that they were more capable of resisting negative behaviours including being involved in gangs, substance use and abuse, and engaging in crime such as theft.

“...but then there is the students that you least expected from that really changed their lives like on a serious note you so shocked when you see them outside Chrysalis Academy...He was very naughty but today he is really actively in his community. He’s really making a difference outside there...today he’s really a youth developer on his own making that difference. Because he was also one of that big gangsters. The big ones that was in that yoh, different prisons and stuff like that, but today...He was here now in the week also, bringing some students

from...Manenberg. So he brought some of the, he convinced a few I think they were like 30. He convinced them to come and like change. Because you see the thing is a living testimony where you can really say listen here I've been there, I know what you talking about and your life doesn't end here..." - Chrysalis Academy Staff Member

"...before the programme I went in with the bad habits, when I came out the programme I was a good man so after all this 5/6 years I'm a good man." - YWP Beneficiary Graduate

"The one that lady that I was with the one that said that was addicted to drugs is then is permanently employed. She's from Beaufort. She's permanently employed where she was placed at...She's now a facilitator at one of the schools where she teaches the other children about different substance abuse...but all the other people that I spoke to especially from Cape Town and so says most of them are permanently employed." - YWP Beneficiary Graduate

There was however a **minority of participants who reported that some graduates had not been able to turn their lives around since having left the programme.** When they returned to their communities, they returned to friends who had initially been a negative influence. These stories particularly pertained to falling back into drug use or abuse, selling drugs, and robbery. Additionally, during the data collection process, in a small number of cases graduates' caregivers answered the call and informed the fieldworker that the beneficiary was unavailable because they were in prison or they were struggling with substance abuse.

"Because uhm when I come back after work I was with the same crowd with the same friends and I collapse and I get back into drugs, fall back into drugs." - YWP Beneficiary Graduate

"After his internship he fall...Everyday, everyday there is a report that he broke somebody's house, he robbed people...You know what is happening with my brother? He has fallen, he has gone back to his old ways. He's back on his old ways, the things he was doing before he went there...There is also his friend who was also there and they was on...12 BRAVO. They have both fallen, they have both fallen." - YWP Beneficiary Graduate

"And of course we speak to some of the parents, sometimes we do monitoring and tracking. Parents will say oh hy's weer deurmekaar. He's gone back to his old ways again, maybe not as 100% as bad as he was before but like the drinking habits and getting into fights and things like that and uhm, some of them even say, that they've done drugs again or whatever. Uhm, some of them actually had opened up and said ma'am I'm selling drugs again." - Chrysalis Academy Staff Member

To understand why some graduates returned to criminal activities while others did not, beneficiaries were asked why they were or were not able to resist getting involved in such activities. **Several graduates discussed the value of protective factors, which prevented them from giving in to misconduct and criminal involvement after they left the programme.** Having been raised with certain values, being interested and involved in sports, and being part of a religious family or community were factors which prevented some graduates from engaging in misbehaviour and crime even before they became involved with the programme. Amongst these participants a clear sense of identity was evident, as well as the realisation that despite living in

communities characterised by crime and violence, they had a personal choice as to who they are and what they will do and not do.

"I'm a sport person and I like to do my sport so that is quite keep me busy...my sport activities is the key to, to keep people out of the street or court or jail, ya, so that's my thing I do. I do sport..." - YWP Beneficiary Graduate

"I don't come from a violent household and was raised in a Christian family." - YWP Beneficiary Graduate

"I wasn't raised that way so, I would know what's right and what's wrong" - YWP Beneficiary Graduate

"Ja, I mean like when you are a kid you see all of these things happening in your township and stuff like that, all of this stuff, people killing one another and smoking drugs and that, and like I said, no man, it's not the right way out. It's not the way to go so what are you going to do to go past that so I decided I'm going to keep focused, I'm not going to be a druggie or a gangster or anything like that because look at now how people are with children growing up, they just want to be gangsters and that..." - YWP Beneficiary Graduate

Through the programme, graduates were able to develop a sense of identity and purpose in life, appreciation for the benefits of being disciplined, and learned to consider long-term consequences of behaviour and life choices. These changes assisted programme beneficiaries to take a different route, and as a result of the programme, developed a strong desire to be catalysts for change in their communities. Irrespective of the level of prior involvement in misconduct, gangs and drugs, **the programme assisted participants with self-awareness and self-management.** Most importantly, the awareness of personal choice (and the implications of choices), coupled with a clear sense of self and the importance of goals in life is evident. There are indications that the programme assisted participants to shift their locus of control from external (where community factors are key) to internal, where they recognise the importance of choosing who they are and what they will do or not do.

"Chrysalis has taught me to know my worth and that was my motivation not to go back." - YWP Beneficiary Graduate

"...because of the things they...teach there about, and I realise that these things can ruin your life like for example you can end up in jail and all those things and never get work, so I decided that I must focus now on my life..." - YWP Beneficiary Graduate

"the fact that we were so discipline orientated like structure oriented, that's the one thing also that maybe got him to change his mindset. Because he told me one time: 'Miss [name of Chrysalis staff member], you know, sometimes when...you just walk around looking all...and then I look at you and I think, I was also like that, under stress, what can I do if I go back? What can I change of how I get people to look at me like that in a positive manner the way that I look at you?' '...he wants to change himself as well as his community.'" - Chrysalis Academy Staff Member

The value of sharing experiences, anger management and counselling, particularly to deal with issues of anger and self-management were regarded as valuable. Feeling “lighter” as a result of participating in the programme emerged in a number of responses. In some cases this also enabled them to change from victims of circumstances to enablers of others.

“Chrysalis it helped me a lot to deal with my anger and the role I’ve played, playing the role like leading ... things like that. They taught us a lot about this stuff. I must say, there is a lot of things that I’ve learned during those phases.” - YWP Beneficiary Graduate

“Like I had a short temper, if you say something wrong, I will go, jump down your throat and this and that, get quick upset. But now they learned you how to deal with problem solving and all that type.” - YWP Beneficiary Graduate

“...how this programme actually helped me, the counselling. So, sometimes it’s very difficult to talk about things that happened to you because you scared of judgement and stuff but you get also counselling here, so that also helps. So, eventually when you talk about stuff uhm, things get lighter and it gets easier also when you are done talking about it. So, now I can share my story with a lot of people and the youth without hesitating, just to change someone’s life or their thoughts about life.” - YWP Beneficiary Graduate

On the other hand, it seems that as a result of exposure to risk factors, many youths reverted to being on the street, smoking dagga and becoming involved with the wrong friends or people who are involved in gangs. Such risk factors include weak family structures, being subjected to abuse and negative influences in the community, being out of school with nothing to do and bored, not having a job, the absence of a clear vision for the future and lack of positive adult role models and influences. A Chrysalis staff member noted that the hard work and low stipend involved in the internship is not enough to counter the temptations of gangs, who are able to offer high financial incentives for criminal activities. Given the disadvantaged circumstances many of the beneficiaries come from, it is often difficult to turn down such offers.

“Some of them were, was like in both parents passed away, there is nobody at home, there wasn’t enough love at home so that’s basically, that and some of them just do it because of being in gangs and just like in, they going with the friends, doing it with the friends just to fit in with them. “ - YWP Beneficiary Graduate

“...you know sometimes when you’re just sitting at home, you’re doing nothing and you can’t find work, then you end up getting friends...then you end up getting involved in those things because you have nothing to do.” - YWP Beneficiary Graduate

“...you grow up a bad family I’m doing this thing. That is the thing you make you to go back that thing. If you stay, don’t have work, don’t have money, that’s the thing, you’re going back.” - YWP Beneficiary Graduate

“ They rather want to be gangsters, they don’t want to be here. That’s like the money that they give away on a daily basis. And that’s the other thing I want to tell you. For me the aftercare we get so many youth, that probably say, man I’m rather going to sell drugs again

because it's quicker. I need my money. My mother is not working. This one is not working. We need to, and this stipend I can get on one day if I'm with a gang. The gangs want to keep them here. You need, let me give you. But next year, in the next couple of months you going to have to do something for me type of thing. And they know this, they battle. They want to come out of that but they're struggling to survive." - Chrysalis Academy Staff Member

The deeper the pre-programme involvement with gangs, the harder it is for beneficiaries to carve out a new life for themselves, particularly when they are from communities with intensive gang activity. The difficulties faced by previous gang members or associates range from the courage to stay clear of their previous friends, to being in danger from the gangs they were associated with, as well as rival gangs. In some instances, their lives are in danger, and others know that they can only start over if they do not return to the communities where they lived before. **Participants who had previously been part of gangs, who fell back into using/abusing substances, and those who remained unemployed after returning to their communities, found it more difficult to withstand peer and community pressure** (in some cases also pressure from dysfunctional families), and may not be able to change their lives as they planned to do. However, many participants express a clear desire to break with their past and live a new life.

"...they have that fear of going back into the community even though me, or the person themselves decided, no, I want to change my life. I really, I've learnt I've gained but now the fear for them is again, going back inside the community and explain to them...people don't want to accept it so you are going to have to go back into gangsterism because of the gang they were in. So they fear a lot, so they would rather ask: 'man if there isn't maybe a possibility I can work at Chrysalis Academy because I am scared to go back because they not going to allow me, they not going to accept me that I changed.' So that is one of the things that really sometimes hurt me the most because they are really scared to go back inside...it's because I know too much. I cannot go out. They know I know too much so I cannot just leave. So it's either I go live with my aunt there, and there, and there. That's the only way I would survive because otherwise my life will be taken away from', stuff like that." - Chrysalis Academy Staff Member

"...the guys especially it's really hard for them to go back into the communities. Being changed and now you want to tell your friends to change, they gangsters so you don't fit in with them anymore so now it's a thing of you want to keep yourself better, so let's show you something, then they get scared because now they the changed ones so their friends is going to come after them. Their gangster friends..." - Chrysalis Academy Staff Member

"...you'll forever be a target whether you've participated or not. So that is the one thing our former, our students who've been gang members previously they constantly have to deal with that on a daily basis. The rival gang will still be on their case so they still have to watch their backs 24/7." - Chrysalis Academy Staff Member

The real test for the impact of the programme is indeed what happens when participants return to their communities. **Not having a job or other legitimate and sufficient income is a risk factor that should not be underestimated.** Post-programme support can be an important factor in helping participants to be resilient in the face of the inevitable challenges that face them when

they go back to the reality of their communities. There seems to be a tension between post-programme support and participants becoming over-dependent on support (as discussed previously).

“They don’t want to be a gang. They do not want to be a gang but when they come out the gang test them and you know tries to get them to kind of go back on their words. They don’t go back but they become very co-dependent... (they might say) ‘My stipend is low and I use to get double this when I was in the gang’. I’m thinking now also [name of beneficiary], that’s really struggling to stay out of a gang. But that gang life is very enticing in terms of, and then they get knocked down. Then they get knocked down because of your tattoos and things so you can’t get the job here at fidelity, uhm because your tattoos are on a place where we can see it, Uhm then it makes you go home and you look at life around you and like you know it was actually so much easier. So they don’t, and this is why it’s not of babying them, but that is the youth that you going to lose.” - Chrysalis Academy Staff Member

5.3.1.2. Youth Who Exit the YWP Early

The majority of the exits that were interviewed for this evaluation indicated that they were not involved in any gang activities or any other forms of misconduct before joining the YWP. As indicated above for programme graduates, a combination of risk factors including being involved in criminal activities prior to the programme increases the likelihood that graduates will return to such behaviours after the programme. As such, most exits interviewed reported that did not return to lives of misbehaviour and / or crime after the programme because they were not involved to begin with.

Two exits who indicated that they were indeed involved in crime-related activities, reported that they were able to resist returning to these activities once they left the programme. While one exit indicated that this was due to family responsibility, the other attributed his change to his experience at the Academy and the discipline that he learned there.

“Uh, at that point before I came to the Academy, I was in gang-related activities, whatever, but that was mostly from my point that I can remember...maybe drug use...It’s been three years almost now, you can say three years that I’m on the straight now so I’m mostly just focusing on future wise to improve my life or whatever but it’s been three years that I’m out of all that stuff now...I met a girl and at the moment now I have got a daughter ...[inaudible] so that’s been my two main things that is keeping me away from whatever.” - YWP Beneficiary Exit

“I was not in a gang but I was using uhm, substances, drugs like, not so for drugs, like alcohol. So, I, I, I didn’t have limits...Ya, I was drinking a lot and I, I, I had a problem with alcohol. So, Chrysalis they have improved me. Ya, so now I’m not in that state of drinking every weekend. I’ve got limits so...I think it, it, it, it’s their, their way that they taught us, the disciplinary cause it’s the first time I learned these. The first thing I learned is, it was discipline. So, when you come there, they first teach you discipline. So, those, those, those, those learnings of discipline and respect, ya, they are the ones that is working for you outside even if you, if you keep them ya, but then you gonna feel the difference that ya...It’s not difficult for you in outside the

world. You can maintain, everything that is going on around you ya, and limit yourself from stuff that is not good for you.” - YWP Beneficiary Exit

The sample of exits for this evaluation is too small to make a valid causal conclusion on whether programme graduates are less likely to return to crime-related activities than their exit counterparts who did not complete the programme in full. The findings for the small sample of exits however mirrors the findings of the larger sample of graduates - if beneficiaries did not have a history of misbehaviour and/or involvement in crime before the programme, they were unlikely to get involved after the programme. This is the case for many beneficiaries because selection criteria require that youth have no criminal record. For those who previously were involved in misconduct and criminal activities, their ability to resist returning to these was largely dependent on the risk factors (e.g. type of community, unemployment, substance use/abuse, etc.) and protective factors (e.g. employment, support, learnings from Chrysalis) to which they were exposed.

5.3.3. Five Year Aspirations of YWP Beneficiaries

All beneficiaries interviewed were asked where they would like to be in five years' time. **Many graduates expressed that they would like to study, work in a job a job they enjoy or within a field they are passionate about, and be financially stable.** Several spoke to owning their own business, having careers in law enforcement, or in jobs helping people or communities. Many also aspired to have their own families and their own home.

“My plan is to study diploma in policing and in 5 years to come I want to be in high ranks of South African Police Service.” - YWP Beneficiary Graduate

“In 5 years from now I would love to be in a permanent job. Either law enforcement or IT and also want to give back to the community and be a role model to others.” - YWP Beneficiary Graduate

“I see myself facilitating to a group of youngsters, you know, HIV and Aids awareness, that's where I see myself.” - YWP Beneficiary Graduate

“Well I'm actually, law the law I just love everything about doing law so if it's a lawyer, a police officer, law enforcement officer, metro police, any of those.” - YWP Beneficiary Graduate

“I want to start my own business. I'm still trying to, to try and make it work at this point in time...I'm currently drafting my business plan at the moment but I have a challenge that I think I need to speak to someone...If I can describe to you what I want to do...that can change my life. I can also where you open opportunities for the young people so, that's what I want to, that's my plan.” - YWP Beneficiary Graduate

“I want to be a youth developer not here in Chrysalis alone but in my community also so I wanna be that. Establishment, I want my own establishment to also have other youth also to join me and help me cause in our community there, there happens a lot of stuff and I don't

want the young, like I have now a younger sister. She's in grade seven no, no, grade eight, standard seven, and I always encourage not to do the same mistakes that I did..." - YWP Beneficiary Graduate

No baseline data on beneficiaries' aspirations were collected before the programme commenced, and therefore there cannot be a thematic comparison between beneficiaries' aspirations before and after the programme. However, most beneficiaries clearly want to be employed permanently, many want to be entrepreneurs, and many want work within a field of helping others, either in the safety / security sector or community or personal development. This is aligned to the ultimate goals of the YWP. Baseline data collected on beneficiaries' aspirations and compared with follow-up data would help determine whether their ambitions change towards more safety and helping professions and entrepreneurship than before they started the programme.

5.3.4. Summary of Findings

PROGRAMME OUTCOMES

Do youth that participated in the YWP find employment?

Youth Who Completed the YWP

- Most of the YWP graduates were currently employed at the time of this evaluation. Several graduates were taken on permanently by their placement institution and some had become employed by Chrysalis. Types of work that graduates were engaged in included working in schools, law enforcement, retail, and administration.
- A small proportion of graduates pursued studies. Areas of study / training have included HR, business, administration, teaching, hospitality and tourism, law enforcement, completing matric or undertaking learnerships.
- A minority of graduates indicated that they were currently unemployed. However, even among these, very few graduates reported that they have never been employed since their internship.
- As previously discussed, some graduates may have had an over-reliance on the Academy, which may explain why some graduates did not take effective initiative to find themselves employment and study opportunities.

Youth Who Exit the YWP Early

- Most of the exits interviewed were currently employed at the time of this evaluation. Employment included welding, and posts at the City of Cape Town and a plastics manufacturing company. One exit reported to be currently studying a degree at university.
- Only three out of the nine exits interviewed were currently unemployed, but they had all been previously employed since leaving the programme.
- The findings may suggest that those who left the programme early were as likely to be employed or studying further as those who completed the programme in full. However, this must be interpreted with caution, as this may be a result of various

individual factors, e.g. educational level, previous work experience, etc.

- Most exits agreed that the Chrysalis training specifically had offered them an advantage in finding employment. This benefit was mainly around changing their attitudes or developing their soft skills.

Do youth that were involved in gangs and criminal activity before the YWP return to these activities once back in the community?

Youth Who Completed the YWP

- Most of the graduates interviewed reported that either they themselves or other students within their cohorts were able to stay away from misconduct, alcohol and drug use, and criminal activity since leaving the programme. There was however a minority of participants who reported that a few graduates had not been able to turn their lives around.
- Graduates who were previously involved in criminal activities and were able to resist returning discussed the value of protective factors, including being raised with certain values, being interested and involved in sports, and being part of a religious family or community. Additionally, the YWP enhanced protective factors and resilience by helping graduates develop a sense of identity, a purpose in life, an appreciation for discipline, and a consideration for long-term consequences of behaviour and life choices. The value of sharing experiences, anger management and counselling as part of the Chrysalis training were also valuable.
- On the other hand, as a result of exposure to risk factors, many youths reverted to misbehaviour and criminal activities. Risk factors included weak family structures, being subjected to abuse and negative influences in the community, and lack of positive adult role models and influences. One of the greatest risk factors was not having employment or a sufficient income. The financial incentive of joining gangs and selling drugs was often too tempting to counter the small salaries for hard work.
- The deeper the pre-programme involvement with gangs, the harder it is for beneficiaries to carve out a new life for themselves.

Youth Who Exit the YWP Early

- The majority of the exits interviewed indicated that they were not involved in any gang activities or misconduct before joining the YWP. As such, most were not involved in such activities after the programme.
- Two exits who indicated that they were involved in crime-related activities, reported that they were able to resist returning to these activities once they left the programme. While one exit indicated that this was due to family responsibility, the other attributed his change to his experience at the Academy.
- As noted above, the sample of exits for this evaluation is too small to make a valid causal conclusion on whether programme graduates are less likely to return to crime-related activities than their exit counterparts who did not complete the programme in full.

Five year aspirations of YWP beneficiaries

- Most beneficiaries expressed that they would like to study, work in a job they enjoy or within a field they are passionate about, and be financially stable. Several spoke to owning their own business, having careers in law enforcement, or in jobs helping people or communities.
- No baseline data on beneficiaries' aspirations were collected before the programme commenced, and therefore change of aspirations between before and after the programme can be determined. However, most beneficiaries clearly wanted to be employed permanently, be entrepreneurs, or work within a field of helping others, either in the safety / security sector or community or personal development, which are aligned to the goals of the YWP.

6. Conclusions and Recommendations

Based on the findings presented above and the synthesis thereof, several recommendations can be made, that if implemented, could improve the future of the YWP going forward. Suggestions for improvement are presented in terms of those that are achievable in the short-term and those that could be considered in the long-term. The recommendations are cross-cutting and interdependent. As part of DWC's capacity development offering for this evaluation, DWC will facilitate a workshop to assist the Department in developing an **implementation plan** based on these recommendations.³⁵

6.1. Short-Term Recommendations

These recommendations should be implemented in the short-term, to ensure implementation as intended in line with the programme's ToC and ToA.

6.1.1. Align Chrysalis Training to Safety / Security Occupations in High Demand

The hard skills taught at Chrysalis and practiced during the internship can only be appropriate if there are labour market opportunities for that skillset. **It is recommended that the YWP use the DHET's national list of OHDs as it relates to safety and security to guide what skills trainings should be offered.** As described above, OHDs have shown strong employment growth, and/or are experiencing shortages in the labour market, or are expected to be in demand in future. OHDs that relate to safety and security for 2018 include security guards.³⁶ By considering safety and security OHDs, Chrysalis can make adjustments to its curriculum to ensure students are well-equipped to enter those kinds of jobs. Being prepared for OHDs is expected to increase beneficiaries' probability of being gainfully employed, as well as their chances of having higher earnings than if they pursued positions of low or no demand.

6.1.2. Add Computer and Admin Skills as Core Courses for All Beneficiaries at Chrysalis

³⁵For the workshop, recommendations would have to be agreed upon with DoCS, prioritised, given dates, and assigned to particular staff.

³⁶ See job 5414 as listed in Reddy et al. (2018)

As previously noted, it appeared that some current and emerging labour market opportunities are not fully explored in the YWP. For example, increasingly job seekers and employees are expected to adapt to a digitised world. A recently published report by McKinsey indicates that approximately 45% of all current tasks could be automated with present technology³⁷. Additionally, the World Economic Forum estimated that 33% of jobs in 2020 do not yet exist, as such new jobs will be emerging in the market which will likely be digitally-driven. These findings suggests that individuals need to be in a position where their own job is not threatened by the innovation of technology, but they are also adequately prepared for the potentially new, fast-growing, and high-earning positions that could emerge. **This presents a key gap that the YWP can fill by training beneficiaries to use computers and code.** This also aligns with the findings whereby employers indicated that **computer and admin skills are the most valued hard skills; these skills are highly transferable across all disciplines.**

Chrysalis could offer computer skills training as well as admin training for all beneficiaries. These should serve as the two core modules offered to students, which they would take in addition to an elective course in an area of interest to them. Admin training may could include, for example, telephone etiquette, basic communication, basic organisation, how to use and manage emails etc. The Academy may consider partnering with ICT trainers to train students on computer skills. Computer, coding and admin skills can open up a variety of jobs across sectors. The power of coding as a limited skill set also increases beneficiaries' opportunities for entrepreneurship, e.g. mobile app development. And additional benefit is that many training courses offered do not necessarily require a qualification higher than matric (if at all), and thus is suitable for YWP beneficiaries who typically do not have a tertiary education.

6.1.3. Add more Accredited Courses to the Chrysalis Training

Many placement institution employers felt that beneficiaries were ill-equipped for the workplace and were unimpressed if students did not complete an accredited course. While this was not the case for all employers, these challenges emerged primarily for occupations which typically require a certification, including electrical circuitry, firefighting, and law enforcement. It is expected that accredited courses on an individual's CV makes them appear more "employable", because it suggests training was undertaken with a reputable institution, and that high quality skills were gained. **It is thus recommended that the programme work to add more accredited courses for the skills phases of the programme.** The EPWP Performance Report 2016/17 stated that "The Department is in the process of accrediting all the courses offered at the Chrysalis Academy. This will increase the skill base and enhance the graduates' chances in getting permanent employment." At this stage, many of the courses are still not accredited, and the **Department should continue in its efforts to accredit key courses as soon as possible** so that future cohorts can reap the benefits. While the certifying courses will be costly, the advantages that it could afford beneficiaries could be expected to outweigh those costs, especially if the courses are instrumental in helping beneficiaries' and secure gainful employment.

In this process of adding accredited courses to the Academy's curriculum, DoCS and Chrysalis should **liaise with the placement institution employers regarding what adequate entry-level skills are required** to ensure that beneficiaries possess desirable skills in the workplace. This would

³⁷ Business Report (2018)

help the partners identify the best courses to include in the curriculum, as well as ensure that placement institutions receive interns who have the skill sets to match the job tasks required of them during their internship.

In a related vein, the training was viewed as too brief and not in-depth and / or intensive enough to provide beneficiaries with the level of technical skills required for particular jobs. **As such, it may be necessary to increase the length of the skills phase of the Chrysalis training. This could be considered in two manners: 1) Given the Academy's and Departments recruitment targets and budgetary limitations, the expansion of the skills phase could still fit within the existing three month residential training.** This would then require other phases be shortened within the residential training. It should be cautioned that this should only be done to a limited extent, as the other three phases of the training are extremely valuable for the beneficiaries' personal development and soft skills, and the focus on internal work and reflection is a unique and valued feature of the YWP. **2) The other alternative is that post-Chrysalis training in the induction phase or during the internship period, the interns receive further identified hard skills training from the Department in order to aid in the increased dosage of hard skills training exposure.** For the beneficiaries to gain a stronger set of hard skills and be more prepared for their internships and the world of work, the hard skills dosage and exposure should be longer, and allow for more practice of skills learned.

6.1.4. Revise TPA and MOUs

The findings revealed that there was some misalignment between what the TPA with Chrysalis and MOUs with placement institutions stated, and what was actually expected. For example, MOUs specify that placement institutions should send monthly reports to the Department, whereas this is not expected by the Department (though it should be; discussed further below). The MOU also suggests that job-assessments are done at all institutions, and should rather state that DoCS will only undertake job assessments at a sample of institutions. The Chrysalis TPA also suggests that Chrysalis is accountable to DoCS for the full five year aftercare programme, whereas their only duties only pertain to placing graduates and avoiding mismatch, holding panel meetings and conducting at least 30 monitoring site visits. Additionally, the TPA reviewed for this evaluation required 45% urban youth and 45% rural youth to be recruited into the programme, however this should rather be reflected as 60% urban and 30% rural if DoCS is satisfied with these figures. Without clear clauses in these documents, there is room for misinterpretation and limited accountability. **It is suggested that both the TPA and MOU be revised with certainty on all targets and requirements,** so that indeed the implementation can be carried out more effectively as planned, and implementers can be held properly to account.

6.1.5. Share Implementation Issues with Supervisors

Although institutions and supervisors already participate in a programme induction, it is not rendering the type of quality supervisors that is intended. As such, **it is suggested that some of the implementation challenges raised in this evaluation be incorporated into the placement institution induction / supervisor's workshop.** For example, the issue of supervisors submitting incomplete or late timesheets, and concerns raised when beneficiaries had a poor supervisory experience. Supervisors should be made aware of the issues from the youths' perspectives. This

would help contextualise the supervisor's role and guide them in terms of managing the internship. As is currently occurring, the induction should include both a presentation and an information pack, which can be kept by the supervisors to take back to their workplace for future reference and guidance.

6.1.6. Enhance the Safety of EPWP Internships

One of the challenges raised regarding the appropriateness of the work experience, is that many ill-equipped youth are being placed with placement institutions which require their work be undertaken in unsafe circumstances. This is especially the case for those being placed as security guards in high-crime areas. Placing beneficiaries in unsafe circumstances is counterintuitive to DoCS's mandate of improving safety and security. **The safety of placements is paramount.** If youth are working as security guards for example, they must be carefully supervised by a senior. Additionally, if circumstances are particularly harmful to a beneficiary above and beyond normal circumstances (e.g. a youth who is posted in the same position each day is being threatened by gang members), the youth must be immediately removed from the situation.

6.1.7. Improve Management of Placement Institutions

A key theme that consistently emerged in the findings was the poor quality of a few supervisors, depending on the organisation. Not only did this affect beneficiaries' ability to learn and apply skills, but in many cases it caused incomplete and late timesheets which consequently affected the timeliness and accuracy of payments. The programme's performance and the employment outcomes achieved by beneficiaries is dependent on many factors, one crucial factor being an organisation's ability to provide a good work experience, mentorship and report on progress. **The Department should convene a strategic discussion** which considers the following:

- How can DoCS assist the improvement of how supervisors treat interns?
- How could DoCS manage supervisors without alienating them? It is acknowledged that hosting the interns is not part of their core function, and adds on to their responsibilities. It is therefore challenging to place greater expectations on them such as submitting reports, however such information is needed to track the internship and ensure accountability.
- What could strengthen the relationships and communication with supervisors? Should the Department communicate with the supervisors directly more often? This may include a workshop with signing MOUs at the outset of the internship, or implementing group communications throughout the internship to foster the feeling of contributing to a wider project, rather than simply supervising an intern?
- How can DoCS foster greater cohesion between stakeholder partners?
- Is there a need for further capacity within the Department to manage this process?

6.1.8. Increase the Stipend

There is also a **need to vastly increase the graduates' stipend.** Although DoCS complies with the minimum wage standards, the stipend is not sufficient to support youth (and their families as assumed in the ToC and ToA; Annexure B), especially due to the high transport costs. With a low

stipend it is unsurprising that youth cannot afford to travel to and from work, or even remain in the internship for the full 12 month period. A low stipend that cannot support one's livelihood also leaves youth more vulnerable to being drawn in by gangs, who are often able to offer a high financial reward for criminal activities. At the least, the stipend should be increased annually to align with inflation increases. While increasing the stipend is a significant financial investment for the Department at the outset of the programme each year, the potential positive impact is likely to outweigh the costs in the longer term. For example, according to the 2018 Global Peace Index compiled by the Institute for Economics and Peace, South Africa ranks as the 15th most costly in the world in terms of violence, with the costs amounting to 24% of the Gross Domestic Profit (GDP), totalling \$175.2 billion. This is a substantial increase from the cost of crime calculated in 2016, which found the cost of violence amounting to 19% of South Africa's GDP.

6.1.9. Monitoring, Evaluation and Reporting

During the course of this evaluation, some data gaps were identified, calling for improved M&E and reporting.

The monitoring data collected by the Chrysalis Academy is satisfactory. Recruitment and placement statistics are reported in a consolidated manner in the Annual Reports per cohort. Additionally, Chrysalis attempts to monitor the outcomes of graduates for up to two years following the programme, although many graduates are incredibly difficult to reach for follow-up (as confirmed in this evaluation). It was also evident that Chrysalis works to improve its monitoring over time, as shown by the type of data collection they have introduced over the years. There are however some areas for improvement. For example, Chrysalis annual reports combined data of those employed by the EPWP internship and those employed outside organisations. This data should be disaggregated to assess if beneficiaries are getting jobs outside the EPWP system. While the TPA seemed to suggest that Chrysalis should follow-up with graduates for up to five years after the training, from both Chrysalis and DoCS's perception this was not required in reality. Chrysalis can only reasonably monitor graduates for up to two years, given the accumulation of thousands of students, which would require a full monitoring office for annual follow-ups for five years. This should also be addressed in the revised TPA (as suggested above in section 6.1.4.)

The monitoring data for EPWP internships is weak. This is consistent with the findings of the EPWP Performance Report 2016 / 2017 which noted a "lack of formalized monitoring systems." As stated in the MOU, placement institutions are supposed to provide DoCS with monthly progress reports. However, as discussed with DoCS, this is not actually expected, and rather placement institutions provide informal feedback when necessary. DoCS does not possess quarterly monitoring reports for the programme. This not only hinders the collection of continuous monitoring data, but also deflates that accountability placement institutions should have to DoCS, Chrysalis and beneficiaries. **It is suggested that at least quarterly progress reports be submitted to the Department and Chrysalis.** Given that pushback from the institutions may be expected, the Department should provide employers with a suitable template in which to report; although a template currently exists it is not being implemented. The existing template should be used (and potentially revised based on the evaluation findings regarding necessary data) and should include numbers of interns who joined, number of formal trainings attended,

what trainings they attended, when they left, and why they left (e.g. other job opportunities). Currently Chrysalis records why beneficiaries exit the training stage, but there is no data to indicate why they leave the internship. As presented in the findings, it is interesting for the programme to know if beneficiaries have left for better prospects, or because they were dismissed etc. Because that Chrysalis and DoCS can only undertake a limited number of monitoring visits, reports from every institution should be essential. Case in point, during the course of this evaluation, a small number of institutions flagged for interviews were not contactable either by the evaluation team or DoCS themselves. The difficulty in contacting institutions that are considered to be key strategic partners of the Department raises concern, and speaks to the culture of limited accountability that has ensued with no reports. This issue could hopefully be addressed by the actions decided within the strategic discussion discussed above (section 6.1.7.).

An operating framework for the YWP that includes both Chrysalis training and EPWP internship indicators and data should be developed into one consolidated policy or SoP. A ToC / ToA was developed as part of the evaluation. This would serve as the basis and guideline for developing the required indicators, including what data should be collected, how often and by whom. Once the framework (SoP) is agreed it must be clearly communicated to all stakeholders so that it can be understood and actioned by all relevant stakeholders. Such a framework would allow for a holistic understanding of the full programme, and allow for streamlined M&E.

6.2. Long-Term Recommendations

The following long-term recommendations could add great value to the programme. It is understood that these cannot be actioned within the immediate short-term, and therefore are provided as long-term recommendations.

6.2.1. Integrate an Exit Strategy into Chrysalis Training and Internship

While Chrysalis has been highly supportive of its graduates, a key finding was that the Academy in some cases encourages co-dependency, and graduates are not as independent as they should be when entering the real world. As such there was an over-reliance for the Academy to apply for jobs on their behalf. Many graduates remain unemployed after completing their internship as there is an expectation to become permanently employed by the placement institution, and given the limited budget, DoCS cannot extent contracts longer than 12 months. On the other hand, beneficiaries reported feeling inadequately prepared for the job application process, including lacking interview skills, or knowing how to develop a CV. As such, the programme ought to **incorporate an exit strategy for when beneficiaries graduate from the programme.** This issue is also raised in the EPWP Conditional Grant Evaluation Report (2016-2017), which states that there is a “lack of exit strategies and creation of career path for participants when their contracts come to an end.” **A strategy to improve participants’ chances of securing employment must be incorporated into both the Chrysalis training and EPWP internship components of the YWP.** Currently, without such an exit strategy the internships cannot offer a sustainable alternative to crime.

Job-search skills and application should be further emphasised during the programme. Job-search self-efficacy is related to judging your own ability to perform and achieve job-search behaviours³⁸. Job-search behaviours include making a CV, looking for job opportunities, interviewing, and social networking to find jobs. Job-searching is an important stage in career development, and determines employment outcomes including employment status and job quality³⁹. Unemployed individuals who have higher levels of job-search self-efficacy spend more time engaging in job-search behaviours, which in turn helps increase their chances of finding employment⁴⁰. For example, Saks and Ashforth's (2000) study found that students with higher job-search self-efficacy reported more frequent job-search behaviour, had lower job-search anxiety, and had more job offers. **While job-search and application skills like CV writing and interview skills are addressed during the community and exit phase of the Chrysalis training, it is clear that these skills need further emphasis.** The Academy may consider bringing a professional recruiter or HR manager as a guest speaker to provide useful tips on job searching and applications. **These skills could be further addressed during the Academy's refresher courses or during DoCS's annual trainings. These would be even more beneficial if training was accredited.**

DoCS and Chrysalis should also continue their efforts to improve the match between the skills learned at Chrysalis, beneficiaries' interests and the internship placement. While it is recognised that Chrysalis and DoCS make every effort to ensure there is a placement match, the type of internships available each year and the beneficiaries' demand determine where beneficiaries will be placed. There are often simply not enough internships available to suit the beneficiaries' interests.

6.2.2. Place a Greater Emphasis on Longer-Term Outcomes

It was evident in the findings that DoCS's priority is creating the temporary work opportunities for beneficiaries, and this is being achieved well. However, there is less interest in the longer-term goals of permanent gainful employment, further studies and entrepreneurship following the programme. Currently, Chrysalis takes a high interest in this area, but the Department loses interest once the beneficiaries leave their internship. This may suggest why there is little accountability in reporting outcomes during the internship (discussed above under Monitoring, Evaluation and Reporting). The programme has great potential to be providing youth with access to employment opportunities, but this would require **a culture that is not only numbers-and compliance-driven, but outcome-driven.** This would foster greater accountability among the programme implementers. It should also encourage further investment into the five year aftercare support programme implemented by Chrysalis, which supports beneficiaries on their journey and includes follow-ups to monitor the progress of beneficiaries after they leave the programme.

6.2.3. Link Beneficiaries with a Graduate Mentor

In addition to or in support of the aftercare programme, it is suggested that **current beneficiaries or those who have recently left the programme be exposed to beneficiaries who are "success stories"**. These beneficiaries could serve as mentors either during the internship or after, and

³⁸ Maddy, Cannon, & Lichtenberger (2015)

³⁹ Bao & Luo (2015)

⁴⁰ Caplan, Vinokur, P rice, & van Ryn (1989)

provide a sense of support to the current student. This would be particularly beneficial if they are based in the same community, as they would have a common background and understanding. Current students could learn lessons and be inspired by alumni. Mentorships can take the form of quarterly meetings along with Academy staff members.

6.2.4. Use the ISCPS as a Framework

Most graduates are placed in internships with placement institutions working in the safety and security sector or in admin posts, or in internships that don't match their skill set or interests. Partnering with mostly safety / security institutions is a logical partnership, given DoCS's previously existing relationship with these institutions. Additionally, this partnership is also sensible at face value given the Department's mandate of improving community safety - by placing unemployed youths in positions like security guards, it is assumed that community safety is directly addressed. However, this understanding of community safety and crime prevention is highly limited, and does not consider the multifaceted nature of crime and violence.

The Integrated Social Crime Prevention Strategy (ISCPS, 2011), which is described in the literature review (Annexure D), **enables government departments to respond to crime-related issues in a coordinated and focused manner via the provision of integrated and coordinated programmes.** Adopted in 2011/12, the ISCPS provides a framework comprising six strategic objectives for **addressing the underlying causes of delinquency, violence, and crime**, rather than reacting to symptoms and criminal activities after the fact. The ISCPS has 13 themes associated with social crime (see below). The inclusion of 13 themes allows for social crime to be addressed through a number of avenues, including family programmes, ECD programmes, schools and even EPWPs, rather than simply reacting to crime, e.g. provision of security and policing services.

13 THEMES OF THE ISCPS

1. Families
2. ECD
3. Social assistance and support for pregnant women and girls
4. Child abuse, neglect, and exploitation
5. Domestic violence and victim empowerment programmes
6. Victim support and dealing with trauma
7. Community mobilisation and development
8. Dealing with substance abuse
9. HIV and AIDS, feeding, and health programmes
10. Social crime prevention programmes
11. EPWPs
12. Schooling
13. Prevention, reduction and law enforcement with regard to firearm violence

If one is to consider the ISPCS as a framework, EPWP placements should not only be focused on partners within the safety and security sector⁴¹. **Given the emphasis on integration within the ISPCS, placement institutions could be more actively expanded to include other partners across sectors related to the above 13 themes. Partnerships and interlinkages with other government departments could be leveraged**, e.g. as DCAS, DSD, Department of Women (DoW) and the Western Cape Education Department (WCED). DoCS could therefore consider in placing students in partner departments. Using the ISPCS theme of schools as an example, the DSD EPWP Evaluation report found that programmes recommended for scale up included assistants to help schools capture data on the Education Management Information System (EMIS), and assistants for schools for children with special needs. Partnering with partner departments could make more options available to beneficiaries and could allow for those interested in other sectors, e.g. health, education, social development, etc. to gain work experience within those environments.

NGOs could also be further included. While the YWP currently has partnerships with NGOs and hospitals, this is to a limited extent and could be expanded further. Partnerships could be specifically aligned to 13 themes of the ISPCS. For example, the NGO Waves for Change trains community-based individuals to provide after-school surf programmes to vulnerable children living in under-resourced communities. The programme provides at-risk children with a safe space, mentors and life skills training, which directly aligns with the goals of DoCS. The more diversified the placement institutions, the more likely that beneficiaries' skills and interests could be matched with their internship, addressing the challenge of mismatching.

In summary, a longer-term recommendation is for the Department to convene a strategic discussion on the alignment of Chrysalis curriculum elective modules as well as the placement institutions according to the Department's safety and security mandate, and / or the broader ISPCS framework.

6.5. Conclusion

This evaluation set out to assess the implementation of the YWP and the extent to which desired outcomes of employment and deterrence from crime had been achieved. Based on the findings, several recommendations were presented. Based on the findings, the evaluation also presented several recommendations to improve the programme that could be actioned in the short-term and long-term.

- Chrysalis is largely providing appropriate training to support future job opportunities. Beneficiaries acquired both hard and soft skills which are valued for the world of work.
- The work experience gained was in many cases appropriate for supporting future job opportunities, however this was largely dependent on: 1) the particular placement institution; 2) whether the work experience was aligned with beneficiaries' field of interest; and 3) whether there is a demand for those skills in the labour market.

⁴¹ Currently the Department has strategic partnerships with local government and hence the placement of interns within local government departments and subsidiaries. Alignment to the ISPCS Framework would encourage strategic partnerships within the holistic realm of crime prevention including sectors outside traditional safety and security.



- The stipends are for the most part paid on time and in the correct amounts to interns. Delayed payments reported were primarily due to supervisors submitting incomplete timesheets.
- The Chrysalis training is to a large extent being implemented as planned. Challenges experienced were primarily due to limited resources, or were outside the scope of influence of the Academy. The EPWP internship is also to a large extent being implemented as planned, however, this was largely dependent on the particular placement institution. Some internships had poor quality supervisors which impeded effective implementation.
- Most of the YWP graduates were currently employed at the time of this evaluation. Even amongst those currently unemployed, few had reported that they have never been employed since their internship.
- Most of graduates were able to stay away from misconduct, alcohol and drug use, and criminal activity since leaving the programme. While the YWP was able to provide protective factors to help graduates resist crime, the deeper the pre-programme involvement with gangs, the harder it is for beneficiaries to carve out a new life for themselves.

Taken together, the YWP is a highly valuable programme for unemployed youth in the Western Cape. The programme has mostly met its targets in terms of number of youth trained and number of temporary employment opportunities created. Additionally, programme beneficiaries have largely been able to achieve the shorter-term outcomes of improved hard and soft skills, and longer-term outcomes of attaining employment, and staying away from crime. This is however, largely dependent on several key factors being in place, namely exposure to protective and risk factors (including previous involvement with gangs); the alignment of the internship with one's skills, interests and aspirations; and the quality of one's supervisor and the on-the-job training provided. Consideration should be given to the key recommendations raised, which includes adding computer and admin skills courses for all Chrysalis students, adding more accredited courses, revising the TPA and MOUs, and improving M&E and reporting. It is crucial that funding be directed toward programmatic areas where it will likely be most effective.

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