



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

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Acronyms

DCAS	Department of Cultural Affairs and Sport
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

Policy Brief

WCG DoCS commissioned an independent evaluation of the YWP to: 1) assess programme implementation; 2) assess outputs and outcomes achieved; and 3) provide recommendations



for improvement. The evaluation was primarily qualitative and supported by quantitative monitoring data. Primary data was collected from beneficiaries (graduates and exits), EPWP placement institution employers, Chrysalis Academy staff and DoCS staff using interviews, FGDs and an electronic survey. To address the identified gaps and challenges, the following is recommended:

Short-Term Recommendations

- The national list of OHDs as it pertains to safety and security could guide what skills trainings should be offered at Chrysalis to ensure skills align with those desired by the labour market.
- 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.
- The Department should continue in its efforts to accredit more Chrysalis courses to improve beneficiaries' employability. As such, it may be necessary to increase the length of the skills phase of the Chrysalis training.
- The TPA and MOU should be revised to include all agreed-upon targets and requirements.
- The implementation challenges raised in this evaluation should be incorporated into the placement institution induction / supervisor's workshop.
- The safety of EPWP internships must be improved for youth placed in unsafe circumstances.
- The Department should convene a strategic discussion to improve the management of placement institutions.
- The stipend should be increased to sufficiently support and youth to remain in the programme.
- The lack of formal reporting by placement institutions hinders the collection of monitoring data, and the accountability of institutions. Quarterly progress reports should be submitted.
- 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.

Long-Term Recommendations

- The YWP could incorporate an exit strategy to improve beneficiaries' chances of securing future employment. This includes further emphasising job-search, application, and interview skills training at Chrysalis, addressing these skills in refresher courses or DoCS's annual training, and continued efforts to improve the match between skills, interests and placements.
- DoCS could work towards a culture that is more outcome-driven rather than output-driven.
- Current beneficiaries could be linked with and be mentored by past "success story" beneficiaries.
- Using the ISCPS as a framework, DoCS could expand its placement institutions to include partners across sectors related to the 13 ISCPS themes, including other government departments and NGOs. This could allow for more and various internships to be available, and improved matching of beneficiaries' interests with internships.

Executive Summary

WCG DoCS commissioned an independent evaluation of the YWP in 2018 to: 1) assess programme implementation; 2) assess outputs and outcomes achieved; and 3) provide recommendations for improvement. The evaluation was conducted from October 2018 - March 2019 and covered the programme period from December 2012 - March 2017. The evaluation was primarily qualitative in nature, and where relevant, supported by quantitative monitoring data. At the initial stages, a document and literature review was conducted, as well as a clarificatory workshop which produced a ToC and ToA for the programme. Primary data was collected from 69 beneficiary telephonic interviews (60 graduates and nine exits)¹; 15 EPWP placement institution employers; two Chrysalis Academy staff FGD; and one DoCS staff FGD.

Evaluation Findings

Appropriateness of the YWP to Support Future Job Opportunities

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 are in areas of management, health and teaching. Common to all occupations, job seekers should also possess soft skills such as interpersonal skills and work ethic, and skills suitable for ever-changing and increasingly digital work environments. Work experiences that would best help prepare for future employment include providing a structured internship with opportunities to apply skills, intentional learning goals, and supportive supervisors. Placement institutions and Chrysalis identified soft skills including communication and leadership skills, flexibility and initiative as most valued traits for employees, and hard skills that are transferable across disciplines - computer and admin skills.

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

The Chrysalis Academy 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 were able to make use of these skills during their internships. Several training gaps however were identified (recommended adjustments discussed in *Recommendations*).

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

The work experience gained in most 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 beneficiaries gained their work experience within safety / security or administration positions. Beneficiaries gained specific hard skills within these fields, but to a larger extent, soft skills including communication, organisation, and discipline. In addition to on-the-job trainings, many beneficiaries received formal trainings and earned certificates. Their work experience was

¹ While 69 interviews were conducted, only 68 were transcribed and analysed. One audio recording was corrupted and could not be retrieved for transcription.

enhanced when their employer took an active interest in them and their future. Challenges that hindered the appropriateness of the work experience included: 1) limited on-the-job training and an unstructured work experience; 2) supervisors who were unaware of how much support youth needed; 3) youth placed in internships that were not aligned with their field of interest or with the skills courses they studied at Chrysalis; 4) youth placed in unsafe circumstances; and 5) labour market opportunities not being fully explored, e.g. those aligned to a technology-driven economy.

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 a minority of reported cases of delayed payments, primarily due to placement institution supervisors submitting incomplete timesheets. This consequently delayed the administration of payments. It was noted that beneficiaries did not understand the payment process, hence why they perceived late or inaccurate payments. Late and incorrect payments had several implications: 1) beneficiaries were unable to pay for their transport fare to and from work; 2) some lost motivation to work; and 3) some were forced to leave the programme due to the financial insecurity.

Has the programme been implemented as planned?

The Chrysalis Academy training is to a large extent being implemented as planned in line with the TPA. Chrysalis submits detailed and timely written progress reports, and they met recruitment requirements in terms of total number of recruits and gender targets. Chrysalis did not always meet targets by geographical location, however this was likely due to a lack of applications from rural youth. The required 15 Junior Instructors in Training (JITs) are recruited each year, but there is primarily only a 50% retention rate, primarily due to the low stipend and uptake of other opportunities. Drug testing is done for all students at intake, and random drug testing of 50% of students is conducted during the course. In terms of the aftercare programme, Chrysalis undertakes all of its required processes for which they are accountable to DoCS. Challenges experienced included a lack of adequate resources, and the inability to place students in internships that are aligned to their preferences or Chrysalis training. Moreover, graduates' employment opportunities are diminished if they have only completed non-accredited training. According to DoCS, the high quality of training provided by Chrysalis awards it a national reputation as the best yardstick for a holistic youth skill development programme imitated by other provinces.

The EPWP internship is to a large extent being implemented as planned in line the MOUs. However, this was largely dependent on the particular placement institution. Placement institutions only report back to the Department on an informal, as-needed basis, hindering the ability to collect monitoring data and hold institutions accountable. Most institutions were not undertaking random drug testing, largely due to them understanding this was DoCS's responsibility. A minority of interns were instructed on their job description informally, subjecting them to confusion of their role, and leaving them vulnerable to undertaking duties that goes against the MOU, e.g. running errands and cleaning. Management of disciplinary issues



and injuries on duty were implemented as intended. Most beneficiaries had a supervisor to report to, and when the supervisor took an active interest in them, their work experience was enhanced. A small proportion of interns reported that their supervisor was unavailable during their internship, and / or offered no guidance. The Department provides at least one training every year, however the frequency and type of training was dependent on the budget available.

Programme Outcomes

Do youth that participated in the YWP find employment?

Most of the YWP graduates were currently employed. Types of work that graduates were engaged in included working in schools, law enforcement, retail, and administration. A small number of graduates pursued studies including HR, business, administration, teaching, hospitality and tourism, law enforcement, completing matric or undertaking learnerships. A minority of graduates indicated that they were currently unemployed. Very few reported that they have never been employed since their internship. Some graduates may have had an over-reliance on the Academy, which may explain why some did not take effective initiative to find themselves employment. Most of the YWP exits interviewed are currently employed, and one reported to be currently studying. Only three out of the nine exits interviewed were currently unemployed, but they have all been previously employed. 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 participated in the YWP find employment?

Most graduates 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. Few reported that some graduates had not been able to turn their lives around. Graduates who were previously involved in misbehaviour and able to resist returning discussed the value of protective factors, e.g. being raised with values, being involved in sports, and being part of a religious family or community. The YWP, and particularly Chrysalis, enhanced resilience by helping graduates develop a sense of identity, a purpose in life, an appreciation for discipline, and an understanding of long-term consequences of behaviour. Sharing experiences and counselling were also valuable. Youths reverted to misbehaviour if they were exposed to risk factors before or after the programme, e.g. weak family structures, and being subjected to abuse and negative influences in the community. One of the greatest risk factors was not having employment or an income.

The majority of the exits interviewed indicated that they were not involved in any gang activities or misconduct before joining the YWP, and therefore were not involved in such activities after the programme. Two exits who were previously involved in crime-related activities reported that they were able to resist returning to these activities once they left the programme. One exit attributed his change to his experience at the Academy. The sample of exits for this evaluation is too small to make a causal conclusion on whether graduates are less likely to return to crime than exits.

Five year aspirations of YWP beneficiaries



In five years, most beneficiaries would like to be studying, working 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.

Recommendations

Short-Term Recommendations

- The national list of OHDs as it pertains to safety and security could guide what skills trainings should be offered at Chrysalis to ensure skills align with those desired by the labour market.
- Chrysalis could offer computer skills training as well as admin training for all beneficiaries. These skills are expected to open up a variety of jobs across sectors and increase beneficiaries' opportunities for employment. 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.
- The Department should continue in its efforts to accredit more Chrysalis courses to improve beneficiaries' employability. While certifying courses will be costly, the advantages that it could afford beneficiaries could outweigh those costs. Additionally, it may be necessary to increase the length of the skills phase of the Chrysalis training.
- The TPA and MOU should be revised to include all agreed-upon targets and requirements, so that implementation can be carried out more effectively as planned. Currently the TPA and MOUs contain clauses that are either not expected in reality, or include incorrect targets.
- The implementation challenges raised in this evaluation should be incorporated into the placement institution induction / supervisor's workshop.
- The safety of youth was a significant challenge raised regarding the appropriateness of their work experience. The safety of youth is paramount, and EPWP internships must be improved for youth who are placed in unsafe circumstances.
- The Department should convene a strategic discussion to improve the management of placement institutions.
- The stipend should be increased to sufficiently support and youth to remain in the programme. While the Department is currently meeting minimum wage standards, the stipend is currently not sufficient to support youth, especially due to high transport costs. Increasing the stipend would be a significant financial investment for the Department at the outset each year, however the potential positive impact is likely to outweigh the costs in the longer term.

- The monitoring data collected by Chrysalis is satisfactory, but is weak for the EPWP internships. The lack of formal reporting by placement institutions hinders the collection of monitoring data, and the accountability of institutions. Quarterly progress reports should be submitted by placement institutions to DoCS and Chrysalis.
- 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.

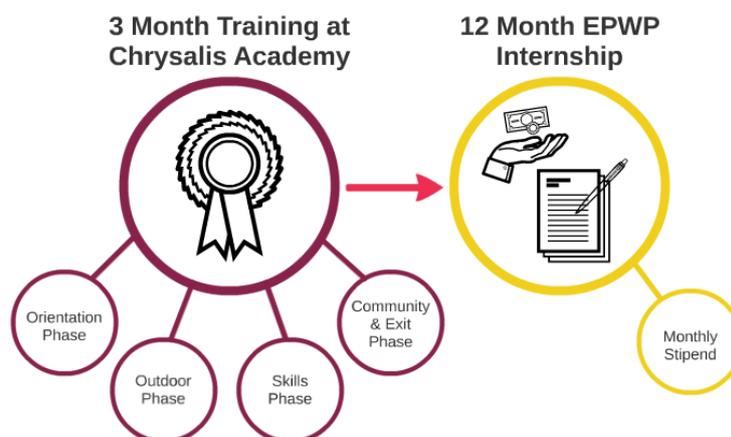
Long-Term Recommendations

- The YWP could incorporate an exit strategy to improve beneficiaries' chances of securing future employment. This includes further emphasising job-search, application, and interview skills training at Chrysalis, addressing these skills in refresher courses or DoCS's annual training, and continued efforts to improve the match between skills, interests and placements.
- DoCS could work towards a culture that is more outcome-driven rather than output-driven. DoCS's priority is creating the temporary work opportunities, however there is less interest in the longer-term outcomes of permanent employment. With a greater interest in these outcomes there would be greater accountability among the programme implementers, and the effectiveness of the programme could be enhanced for beneficiaries.
- Current beneficiaries could be linked with and be mentored by past "success story" beneficiaries.
- Using the ISCPS as a framework, DoCS could expand its placement institutions to include partners across sectors related to the 13 ISCPS themes, including other government departments and NGOs. This could allow for more and various internships to be available, and improved matching of beneficiaries' interests with internships.

1. Introduction

1.1. Overview of the Youth Work Programme

Recognising and address safety vulnerable



the need to economic upliftment of

communities, the WCG DoCS funds the 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 Figure 1 below for an overview of the programme and refer to Annexure A for a detailed programme 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 EPWP.

1.2. Evaluation Purpose and Scope

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**.

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 16².

1.3. Evaluation Questions

The evaluation responded to key evaluation questions as outlined in the ToR³ (see Table 1).

² Please refer to the programme description in Annexure A for an explanation of the cohorts.

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

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? ⁴	<ul style="list-style-type: none"> • Literature review • Beneficiary interviews (graduates) • Beneficiary interviews (exits) • Beneficiary survey⁵ • Chrysalis Academy FGDs • Job placement employer interviews
3. Are the participants receiving appropriate work experience with placement institutions to support future job opportunities? ⁶	<ul style="list-style-type: none"> • Literature review • Beneficiary interviews (graduates) • Beneficiary interviews (exits) • Beneficiary survey • Job placement employer interviews • Chrysalis Academy FGDs
4. Is the administration of payment efficient and effective? ⁷ (Note: To bring in the internal audit question.)	<ul style="list-style-type: none"> • Document Review • Monitoring Records • DoCS FGD • Beneficiary interviews (graduates) • Beneficiary interviews (exits) • Beneficiary survey
5. Has the programme been implemented as planned?	<ul style="list-style-type: none"> • Document Review (e.g. TPA and MOU) • Monitoring Records • ToC / ToA • Chrysalis Academy FGDs • Job placement employer interviews • DoCS FGD
6. Do youth that were involved in gangs and criminal activity before the YWP return to these activities once back in the community?	<ul style="list-style-type: none"> • Beneficiary interviews (graduates) • Beneficiary interviews (exits) • Beneficiary survey • Chrysalis Academy FGDs

2. Approach, Design and Method

The evaluation approach was **primarily qualitative**, with primary data being collected through interviews and FGDs. To support the qualitative data, quantitative monitoring data was drawn

⁴ I.e. Does the training equip/prepare students for the workplace applicable to any sector or discipline?

⁵ Although the beneficiary survey was administered, there was a poor response rate. Therefore survey data was not used.

⁶ I.e. Are the placement institutions providing graduates with valuable experience in and exposure to the workplace?

⁷ Refers only to stipends paid to the participants, and whether it is on time and in the correct amount.

primarily from Chrysalis Academy annual reports. While quantitative data was collected from beneficiaries through an electronic survey, the data was not analysed given the low response rate.

2.1. Design

The evaluation consisted of four key design elements (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, and intended outputs and outcomes. This was undertaken during a ToC/ToA 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.

2.2. Sampling

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

Table 3. Evaluation Participant Target Groups.

Beneficiaries⁸	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.

⁸ The terms beneficiary, intern, graduate and youth are used interchangeably throughout.

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).

Beneficiaries were sampled through convenience sampling; Chrysalis staff and DoCS staff through purposive sampling; and placement employers were sampled through a combination.

2.3. Data Collection

2.3.1. Primary Data Collection

Primary data was collected from the above-mentioned participants using the following key tools:

1. Beneficiary electronic survey^{9 10};
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 tools were developed in accordance with the evaluation questions. Interviews and FGDs were largely qualitative, while the online survey was designed to elicit quantitative data. Tools were designed and conducted in English.

2.3.1.1. Beneficiaries

See Table 4 below for a list of beneficiaries from whom primary data was collected. In total, 69 beneficiary interviews were conducted¹¹; 46 beneficiaries were based in urban areas (67%) and 23 beneficiaries were based in rural areas (33%). 60 were graduates (87%) and nine were exits (13%).

Table 4. YWP Beneficiary Telephonic Interviews

⁹ 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.

¹⁰ 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.

¹¹ While 69 interviews were conducted, only 68 were transcribed and analysed. One audio recording was corrupted and could not be retrieved for transcription.

Youth Work Programme Beneficiaries Telephonic Interviews			
	Cohort	Urban Beneficiaries	Rural Beneficiaries
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	

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 substantial number of beneficiaries were reported to be at work with no alternative contacting details; and
- A few beneficiaries were reported by caregivers as deceased, in prison or struggling with substance abuse.

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 survey responses to the online survey, of which only 15 were fully completed. The remaining 30 surveys were incomplete, Chrysalis assisted by re-posting the link, sending out a bulk SMS to beneficiaries, and reminded them of the survey during their own monitoring calls. They also emphasised 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 the data was therefore not sufficient for analysis.

2.3.1.2. 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.

2.3.1.3. 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 sample. Any changes to the sample were made in consultation with DoCS (e.g. due to unreachable institutions). Table 5 depicts those placement institutions that formed part of the final sample. As indicated, a total of 15 placement institutions were interviewed, with 10 being based in urban areas (67%) and five being based in rural areas (33%).

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 	

<ul style="list-style-type: none"> • 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

2.3.1.4. DoCS Staff

A FGD with two DoCS staff members involved in the YWP was conducted, namely the Chief Directorate Secretariat for Safety and Security, and the YWP Project Manager.

2.3.2. Secondary Data Collection

Information for this data was drawn from the following:

1. **Document review** of key programme documents including, but not limited to Chrysalis Academy Annual Reports, TPA, MOU, and Internal Audit Report.
2. **Targeted literature review** of a 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, and similar partnership interventions conducted in other provinces and countries (see Annexure D).

2.4. Pilot Study and Fieldwork Report

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, 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, and to identify where

interview probes could be added to elicit higher quality data. Please see Annexure E for the fieldwork report.

2.5. Data Analysis

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

1. ATLAS.ti for thematic analysis of the qualitative data; and
2. 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.

2.6. Evaluation Limitations

The evaluation was subject to a number of limitations. These primarily related to:

1. Difficulties reaching participants (as experience by Chrysalis's own follow-ups);
2. Beneficiaries' English proficiency being lower than expected;
3. Beneficiaries may not have provided fully truthful responses, especially for questions related to involvement in criminal activities before and after the programme;
4. Beneficiaries struggling to remember programme details from early years of YWP;
5. Small comparison groups of exits interviewed as a result of budget and time constraints and difficulties reaching participants as contact details are particularly outdated; and
6. Low response rate to the online survey, and therefore data not analysed here.

3. 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.

3.1. Appropriateness of the YWP to Support Future Job Opportunities

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

There is contention regarding exactly what constitutes "employability" and little consensus on which skills actually foster employability¹². 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.

"HARD SKILLS"

Hard skills are specific technical abilities or knowledge that can be measured. Examples of hard skills including computer skills, writing, data analysis etc.

¹² Suleman (2016)

“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. Examples of soft skills include leadership, communication, problem solving, work ethic, adaptability, and interpersonal skills.

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. The list provides over 400 occupations and identifies skills gaps in the broad areas of management, health and teaching. 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. 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 ethic¹³. Others¹⁴ emphasise the need for skills to more digitised ways of working. Skills highlighted include adaptability, communication skills and digital fluency.

According to the literature, work experiences that would best help youth prepare for future employment include providing a structured internship with opportunities to apply skills, setting intentional learning goals, and supervisors should provide support and mentorship. Supervision can have a positive impact on supervisees including skills acquisition and usage, treatment knowledge, self-awareness, self-efficacy, and working alliance¹⁵.

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, they mostly referred to the need for computer and admin skills. These hard skills in particular can be applicable to almost any occupation. The findings suggests that while technical skills are essential to any job, soft skills are being increasingly valued. This is particularly essential in South Africa where tertiary education is not a given. Additionally, computer and administrative skills form an important part of a variety of occupations and disciplines, and are highly transferable.

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

Many beneficiaries reported that the hard skills they gained from the Chrysalis 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 they acquired soft skills that were helpful including leadership, teamwork, punctuality, problem solving, communication, as well as emotional intelligence.

¹³ Suleman (2016) ; Eisner (2010)

¹⁴ McNulty (n.d.); Murphy (2018)

¹⁵ Callahan & Watkins Jr. (2018)

Training gaps and challenges identified included: 1) the training was not doing enough to instil beneficiaries with decision-making skills, self-motivation and initiative to search for employment after the programme independently; 2) beneficiaries felt inadequately prepared for the job application process; and 3) limited depth of hard skills training at the Academy produced ill-equipped graduates who did not meet standard entry-level expectations for the workplace.

Taken together, 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 valued for the world of work and largely aligned with those presented by the literature. Furthermore, beneficiaries were able to make use of these skills during their internships.

3.1.3. Are the participants receiving appropriate work experience to support future job opportunities?

Most of the YWP beneficiaries gained their work experience within safety / security or administration positions. Participants described a number of hard skills that were directly gained from the job postings that they were placed including: computer skills, office / reception and administration skills, data capturing skills, customer service, security / patrolling / public safety, firefighting, electric work, and facilitation skills. Far more participants primarily spoke to the soft skills that beneficiaries including: 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, and hard work. 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.

Challenges that hindered the appropriateness of the work experience included: 1) Some youth did not receive any on-the-job training and their work experience was not as structured as it should be; 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 OHD and an increasingly technology-driven economy.

Taken together, the work experience gained in most 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.

3.2. Implementation

3.2.1. 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 a minority of reported cases of delayed payments. This was primarily due to placement institution supervisors submitting incomplete timesheets on behalf of the interns, which delayed the administration of payment until timesheets were rectified. Late and incorrect payments had several implications: Beneficiaries were unable to pay for their transport to and from work, lost motivation to work, and some were forced to leave the programme due to the financial insecurity.

It appeared however that beneficiaries 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. Few beneficiaries also lacked an understanding that missed work days result in deduction of the stipend. Such misunderstandings led to a continuous influx of payment complaints.

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.

3.2.2. Has the programme been implemented as planned?

Implementation of Chrysalis Academy Training

Planned implementation of the Chrysalis training was understood in terms of the required processes and targeted outputs stipulated in the DoCS/Chrysalis Academy TPA. The Chrysalis Academy training is to a large extent being implemented as planned in line with those requirements specified in the TPA:

1. All reporting requirements are met by Chrysalis, who submit written progress reports detailing the necessary information and in a timeous manner.
2. 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. 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).
3. Chrysalis is expected by DoCS to run a mixture of both accredited and non-accredited courses¹⁶, and are currently meeting this implementation requirement. 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.

¹⁶ Please refer to the programme description in Annexure A for more details on the course offerings at the Academy.

4. The Academy tests 100% of students at intake, and random drug testing of the required 50% of students is conducted during the course of the programme.
5. According to DoCS, all of the required aftercare support programme responsibilities for which Chrysalis is accountable to DOCS have been met by Chrysalis. Challenges are however experienced in placing graduates in internships that are congruent to their preference or what they would have been trained on at Chrysalis. Additionally, as part of the aftercare, Chrysalis also provides support to beneficiaries for up to five years, and make follow-ups for up to two years. Although neither of these processes are accountable to DoCS, the TPA is misleading in suggesting that the full five year programme is part of DoCS's requirements.

Implementation of EPWP Internship

Planned implementation of the EPWP internship was understood in terms of the required processes and targeted outputs stipulated in the DoCS/placement institution MOU. The EPWP internship 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 some institutions, obligations as set out in the MOU that were not being implemented as intended:

1. While the MOU states that placement institutes must submit monthly reports 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.
2. DoCS advised that they undertake on-the-job assessments during their M&E visits on a quarterly basis, for 40 institutions per year.
3. 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.
4. In most cases, interns received a formal job description, however a small number of interns were instructed on their duties informally, which subjected them to confusion of their role, and left learners vulnerable to undertaking duties that goes against the MOU, such as running errands and cleaning.
5. Management of disciplinary issues and injuries on duty were implemented as intended.
6. Most beneficiaries reported that they had a supervisor, 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 one of the biggest challenges raised by all participants. As described for the administration of payment, in most cases supervisors had failed to submit

timesheets correctly or on time to the Department, affecting interns' timely and accurate payment.

7. 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.

3.3. Programme Outcomes

3.3.1. 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 beneficiaries garner after the programme.

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 as JITs and promoted to more senior trainers. Types of work that graduates were engaged in included working in schools, law enforcement, retail, and administration. Some graduates pursued studies. Areas of study / training have included HR, business, administration, teaching, hospitality and tourism, law enforcement, completing matric or undertaking learnerships.

While the majority of graduates indicated that they are currently employed or studying, a substantial proportion of graduates indicated that they are currently unemployed. 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.

As previously discussed, Chrysalis 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.

Youth Who Exit the YWP Early

Most 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. Other participants reported that beneficiaries left for personal issues, such as falling ill or needing to be home, or not being ready to deal with the demands of the programme. Some had been dismissed from their internship, for example due to being found with drugs. Few also reported that the internship stipend was not sufficient to support themselves. From those exits interviewed, most had to leave the programme unwillingly due to uncontrollable circumstances.

Most of the beneficiaries interviewed who exited the programme early are currently employed. Employment included a welder at Koeberg Power Station, and posts at the City of Cape Town and a plastics manufacturing company. One exit reported to be studying a Fine Arts degree at university.

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 boilermaking course and is deciding whether to pursue employment or further studies.

While the sample of exits for this evaluation is too small, 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.

Most exits agreed that the Chrysalis training specifically had offered them an advantage in finding a job even though they had not completed the programme. 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, 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 which forms a crucial component of the Chrysalis programme, and is a unique feature that other employment / skills creation initiatives do not necessarily offer.

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

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 youth 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.

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.

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 some 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.

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. 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. The value of sharing experiences, anger management and counselling as part of the Chrysalis training were also valuable.

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. 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. Not having a job or other legitimate and sufficient income is a risk factor that should not be underestimated.

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.

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.

3.3.3. 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.

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.

4. Conclusions and Recommendations

4.1. 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.

4.1.1. 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.¹⁷ 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.

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

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 technology¹⁸. 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.

4.1.3. 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

¹⁷ See job 5414 as listed in Reddy et al. (2018)

¹⁸ Business Report (2018)

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 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.

4.1.4. 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.

4.1.5. 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.

4.1.6. 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.

4.1.7. 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?

4.1.8. 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.

4.1.9. Monitoring, Evaluation 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 4.1.4.)

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.

4.2. 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.

4.2.1. 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 extend 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. 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.

4.2.2. 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.

4.2.3. 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 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.

4.2.4. 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 ISCPS as a framework, EPWP placements should not only be focused on partners within the safety and security sector¹⁹. **Given the emphasis on integration within the ISCPS, 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 placing students in partner departments. 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.

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 ISCPS framework.

4.5. 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, the evaluation also presented several recommendations to improve the programme that could be actioned in the short-term and long-term.

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.

¹⁹ Currently the Department has strategic partnerships with local government and hence the placement of interns within local government departments and subsidiaries. Alignment to the ISCPS Framework would encourage strategic partnerships within the holistic realm of crime prevention including sectors outside traditional safety and security.



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