

Appropriate Policy Education in the South African Context: a study of the Public Policy

Partnership.

by

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Abstract

This study deals with appropriate policy education in the South African Context, using the Public Policy Partnership (PPP) as a case study. The first part of this portfolio is a theoretical framework, which looks at the evolution of public policy as an academic field of study and the study of public policy in a changing, global environment. This section highlights the challenges in terms of public policy within governments and the skills that policy practitioners need to be equipped with in order to address these problems.

Part Two of this study looks at the PPP as a case study. The PPP was chosen as a case study as it is a current example of a public policy training and education programme within the new South African dispensation. The PPP is a programme based on partnership. It is the goal of the PPP programme to create a new breed of public policy practitioners who are able to make a meaningful contribution to policy-making, implementation and analysis in post 1994 South Africa. The PPP is a long-term policy training programme which consists of various programme components, namely: Winter Institutes, internship, and postgraduate study. These components are all dealt with in detail in Part Two.

Part Three is a final report which discusses the current context of policy-making in South Africa in terms of the challenges that are discussed in Part One. It is important to address these challenges within a local context, as these are the problems that public policy practitioners in post 1994 are faced with. Accordingly, these public policy practitioners need to be equipped with specific skills and competencies in order to deal with such challenges effectively. This section also looks at some of the key issues that arise out of Part Two (case study) in terms of the PPP approach to public policy education in South Africa., namely: the student of public policy, an interdisciplinary approach to public policy education, skills and competencies acquired through the PPP programme, and the sustainability of the PPP programme.

Dedication

Dedicated to Desiree and Donell- Mummy loves you!

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Introduction

The past two decades have been confronted with common global changes, that is, political, social, technological and environmental and the upsurge in liberal-economic policies and democratic systems of governance, which have resulted in reassessing the role of government in the planning and management of economic and social policies. Accordingly, this has led to a more focused definition of the role of government (Kaul, 1997:1).

The structure and management of public services have been altered by the new institutional economics, combined with a wave of private, business-style management practice (ibid)-signifying a move away from public administration towards a new public management. A transformation of the role and responsibilities of government necessitates increasing the efficiency of the public service in the quest to creating a more rapid rate of economic and social development. This places a significantly greater emphasis on policy management (ibid).

Governments are responsible for deciding on national policies and for the implementation thereof. Policy management rests with the heads of government, (that is, Presidents or Prime Ministers), cabinet ministers and the civil service, and requires effective action by them. The challenge to governments is thus to create the best conditions for good political decision-making in the changing environment (ibid).

In a democracy, as people are becoming better informed and more confident in articulating and putting forward their demands, they are increasingly dissatisfied with being consulted only once every four-to-five years at the time of elections. Kaul (ibid) states, "...the new culture of policy management emphasises such traits as participation, accountability and transparency". Participation, particularly by civil society and the private sector, is fundamentally important in all phases of the policy process. More importantly, fostering participation ensures that government is responsive, accountable and transparent. Other characteristics of policy management include: (i) accountability of public officials for their policies and proper functioning of public institutions; and, (ii) transparency in the disbursement of public finance and in the operation of state power.

In light of the changing environment, Kaul (ibid: 2) states that the challenge for (Commonwealth) governments “is to develop the capacity for effectively managing policies that are most appropriate for socio-economic development”. He proposes three dimensions to this:

- (i) The personnel dimension: identifying and developing skills for policy managers;
- (ii) The organisational dimension: the organisational framework within which policy can be efficiently and effectively managed; and
- (iii) The institutional dimension: the necessary institution, or hierarchy of institutions, with specific authority or power to formulate or execute policies, and charged with the responsibility for ensuring they are implemented and reviewed.

It is the first dimension, that is, the personnel dimension, which this portfolio seeks to investigate.

In dealing with the personnel dimension, this portfolio seeks to look at the evolution of policy education as an academic field of study. In doing so, a number of challenges and observations arise, which call for the acquisition of certain skills and competencies by policy-making practitioners. For the purposes of this study, policy-making refers to the making, implementation and analysis of policy.

This study uses the Public Policy Partnership (PPP) programme as an example of a current attempt at public policy education in post 1994 South Africa. The PPP is a programme that is based on partnership and aims to train “...ethical public policy practitioners who are able to listen, understand people’s needs, reflect, network and deliver sustainable programmes for transformation and development” (PPP Brochure).

Structured questionnaires were administered through electronic mail (email) to specific respondents. Different questionnaires were developed for various respondents. More specifically, individual questionnaires (see appendices 1-3) were drawn up for Key Informants to the programme and general questionnaires were drawn up for Student Respondents (see appendices 4-6) of the programme. It should also be noted that this study has been conducted by myself as an insider to the programme. I hold the post of Institute Co-Ordinator at the University of Natal- Pietermaritzburg campus. I therefore had access to various internal literature (brochures, reports, student applications, etc.) and have made reference to them where

this has been the case. Being in this position, I also have an understanding of the deeper intricacies of the programme. As an insider to the programme I have, to the best of my ability, attempted to write this portfolio from a neutral point of view. Should there be evidence of any bias whatsoever, this is totally unintentional, but rather based on the findings of the study.

A further point to note in terms of using the PPP as a case study is the fact that since the programme is of American origin, most of the literature that has been used reflects the American model of public policy education.

PART ONE: THEORETICAL FRAMEWORK

A Brief History: Apartheid South Africa

In the 1940's, the Afrikaner National Party was able to gain a strong majority within the South African government system. The National Party invented apartheid as a means to cement their control over the economic and social system of the country. Primarily, the aim of apartheid was to maintain white domination while extending racial separation. With an emphasis on territorial separation and police repression, a plan of "Grand Apartheid" was executed in the 1960's. Apartheid was institutionalised with the enactment of apartheid laws of 1948. Race laws touched every aspect of social life, for example the prohibition of marriage between non-whites and whites, and the sanctioning of "white-only" jobs. In 1950, the Population Registration Act required that all South Africans be racially classified into one of three categories: white, black (African), or coloured. The Department of Home Affairs was responsible for the classification of the citizens and non-compliance with the race laws were dealt with harshly. (www.cds-students.stanford.edu/~cale/cs201/apartheid.hist.html).

The Bantu Authorities Act (1951) established a basis for ethnic government in African reserves known as "homelands". These homelands were independent states to which each African was assigned by the government according to their record of origin (which was frequently inaccurate). All political rights, including voting, held by an African were restricted to the designated homeland. The rationale behind the establishment of homelands was that Africans would be citizens of the homeland, losing their citizenship in South Africa and any right of involvement within the South African Parliament which held complete control over the homelands. From 1976-1981, four of these homelands were created, stripping nine million South Africans of their South African nationality. Africans living in the homelands needed passports to enter South Africa. They were "aliens in their own country" (ibid).

In 1953, the Public Safety Act and the Criminal Law Amendment Act were passed. These new Acts empowered the government to declare stringent states of emergency and increased penalties for protesting against and supporting the repeal of a law. Penalties included fines, imprisonment and whippings. In 1960, a large group of blacks in Sharpeville refused to carry their passes and the government declared a state of emergency. The emergency lasted for one

hundred and fifty six days, leaving sixty-nine people dead and one hundred and eighty one people wounded. The penalties imposed on political protest, even non-violent protests, were severe. During the states of emergency, which continued intermittently until 1989, anyone could be detained without a hearing by an ordinary police official for up to six months. Thousands of individuals died in custody, frequently after gruesome acts of torture. Trial prisoners were sentenced to death, banished, or imprisoned for life, like Nelson Mandela (ibid).

By the 1980's, the political and social climate of South Africa had reached alarming proportions. Outside the borders of South Africa, it had become apparent to the international community that the South African government had to be stopped. Economic sanctions and banning from the international organizations saw South Africa become isolated from the international circuit. The internal conflict of South Africa was such that large-scale political revolution was predicted. In 1990 the apartheid government, led by President FW de Klerk, finally set the ball in motion to change South Africa by releasing Nelson Mandela from prison. The release of Nelson Mandela produced a positive twist. Up until 1994 many observers and analysts "...predicted that apartheid would end in a blood bath; instead, at the eleventh hour, there was an orderly transfer of political power, by means of universal franchise elections, from the white minority to the black majority and the new South Africa was born" (Arnold, 2000:1).

The Current Context of Policy-Making in South Africa

The reformation and transformation of South Africa has proved to be a daunting task for the African National Congress (ANC) government. Since 1994, policy was viewed primarily from a moral point of view, that is, moving from an era of apartheid where policies were harmful and morally wrong, new policies of government had the purpose of correcting the wrongs of the past and these new policies needed to be morally right. This was further reinforced by the adoption of a sovereign Constitution in 1996. Included in the South African Constitution of 1996 is an entrenched Bill of Rights, which protects certain fundamental rights of all individuals who are subjected to the provisions of the Constitution. Therefore, policies that were drafted, formulated and implemented post- 1994 were driven with democratic principles and values in mind. Given South Africa's history, such an approach was expected. However,

this was not a practical approach (Bernstein, 1999: 19). The new government adopted two general approaches to policy-making:

- (i) New politicians and officials were influenced by models and ideas derived from highly industrialized and rich countries, for example, the Growth, Employment and Redistribution (GEAR) policy which was adopted by Government in 1996. GEAR replaced the Reconstruction and Development Programme (RDP). The RDP was aimed at political, social and economical transformation. The RDP consisted of six basic principles, which present a political and economic philosophy:
- An integrated and sustainable programme;
 - A people-driven process;
 - Peace and security for all;
 - Nation-building;
 - Linking reconstruction and development; and
 - The democratisation of South Africa. (Arnold, 2000: 61).

From the beginning the RDP programme was very ambitious and was later declared unsuccessful by government.

GEAR, as opposed to the RDP, was to be based on economic and fiscal indicators rather than development indicators:

- Reliance on market mechanisms wherever possible, rather than government intervening in and regulating the growth process;
 - Maintenance of fiscal and monetary policy restraint; and
 - Opening up the economy to international competitive forces.
- (Bernstein, 1999: 84).

With the RDP and GEAR, politicians and officials did not generally think about how these policies would be applied, implemented and sustained in a middle-income developing country.

- (ii) In some departments, for example, health and land affairs, policy-makers were mainly influenced by models from the rest of the developing world. In policy terms, the differences between South Africa and these societies had not been carefully considered. For example, “what is the role of land reform and agriculture in Sub-Saharan Africa’s most urbanised and industrialised economy, and where the migrant labour system has penetrated into the deepest rural village? How does one promote

primary health care for all citizens without ‘degrading’ the pockets of world-class excellence in South African health care? Similarly, in the case of education, how do you emphasise effective basic primary schooling without allowing world-class universities to decline” (ibid).

There is no doubt that since 1994, an enormous effort has gone into reviewing old policies and formulating new ones. Each department has done so in “...in different ways, using different methods, styles and people” (ibid). Credit needs to be given for this concerted effort, however, because many of the new policy players did not have the skills or experience necessary to analyze or make policy. Job Mokgoro (1998, cited in Bernstein, 1999: 20), director-general of North West province and former professor of government at the University of the Western Cape, stated:

The gaps between multiple policy reform initiatives introduced since 1994 and implementation of these policies seems to be due to policy management capacity shortcomings in government.

Across the spectrum of government and with the benefit of hindsight, the Centre for Development and Enterprise (CDE) has identified a number of critical problems and flaws in the current approach to policy-making in the new (democratic) South Africa (Bernstein, 1999: 20)

- Government has confused policy advocacy with policy analysis, to the extent that many government officials believed their own propaganda and failed to undertake detailed systematic analysis as is required for good policy-making.
- Government have been ignorant regarding the key components of policy analysis and how these analytical steps assist policy-makers to make sound adjustments about responsible policy intentions. Policy analysis enables rational and informed choices about the best course of action, amongst a number of alternatives. It assists policy-makers to identify why one course of action is preferable over another. It also enables officials to assess the strengths and weaknesses of a policy before implementing it, thereby assisting them to decide whether it should be adopted or not. Mokgoro (1998, cited in ibid) remarked in this regard: “there is a glaring absence of policy analysis skills as well as policy analysis practice...[P]olicy analysis skills in government [should be introduced] as a matter of urgency.”
- There has been a lack of appreciation for the system of government that had been developed over decades. As Mokgoro (ibid) state: “There was a tendency to destroy everything that came from the past, whether good or bad”.

- The government has been characterized by an increasing volume of legislation and this has given rise to *a tendency to govern by legislation rather than sound administration.*

The Evolution of Public Policy as an Academic Field

The public policy academic field is a varied one which includes schools, institutes and programmes in public policy, public affairs and public administration and management (<http://www.appam.org>). Public policy is very closely related to the terms “public affairs”, “public management”, and “public administration”. In fact, the distinction between public policy and these other terms is somewhat ambiguous and “sometimes have less to do with curriculum than with historical circumstances” (ibid). At the very outset, the core distinction between public policy and public administration schools, or institutes, is that the United States model of public policy education places emphasis on quantitative and economic courses, and the focus is more on analysis as opposed to administration. Generally, a public policy curriculum trains students to research, analyze, and evaluate public problems and/ programmes which are designed to solve public problems. These curricula furthermore train students to develop, implement, and manage programmes.

In order to gain an understanding of the current trend of public policy education, it is important to have at least a basic knowledge of the evolution of public policy as an academic field. The organized state has long been concerned with effective structures and processes for public policy-making. However, a systematic study of public policy-making, and accordingly the training and preparation of political and administrative leadership for the policy-making function, have been a very recent phenomenon (Dror, 1973: 7 cited in Africanus, 2000, v30: 7). In the developing countries, particularly Africa, civil service reform has gained considerable momentum. However, the context of such reform has been limited to “...structural adjustment, downsizing and improvement of service delivery” (Moharir, 1996 cited in Africanus, 200, v30: 7). Committees and commissions of administrative reform have focused mostly on improving the role of bureaucracy in policy implementation. There has been limited mention of the structures, processes, and strategies of policy formulation and the reforms which are required in the education and training of senior civil servants and indeed scholars of public policy in the

context of their increasing role in policy preparation, policy implementation and policy monitoring (Africanus, v30, 2000: 7).

Given the above approach to reform, that is, an emphasis on administrative and bureaucratic reform, public policy as an academic field can best be understood by understanding the history of academic training for public service (<http://www.appam.org>). Created in the early 20th Century, in the United States, public administration schools were the first programmes that focused on training persons to undertake public service issues. Such programmes traditionally focused on training persons in the administration and implementation of programmes at various levels of government. Following the advent of public administration schools and training, the next trend of training for public service was referred to as “public affairs” programmes which, in addition to the administrative issues in public service, focused on policy problems and options. By the 1960s, economists and other public service practitioners worked on refining methods for improving the choices made by governments. As the US government began endorsing such techniques, it was felt that schools were needed to train people in these techniques. Accordingly, in the mid-1970s, public policy programmes had proliferated throughout the US. Some public administration and/or public affairs programmes simply converted their programmes into public policy programmes, whilst other schools changed their curriculum to include these new (public policy) techniques. Other public policy programmes were created from scratch (ibid).

The study of public policy is inter-disciplinary and often mixes theory with applied work. Courses which are common to most public policy curricula are:

- economics;
- political analysis/ policy process;
- statistics/ quantitative methods/ analysis;
- organizational theory and/ analysis;

- public/ non-profit management; and
- ethics (ibid).

An important aspect for the student of public policy is the type of job that such graduates qualify for. Most students choose the public policy field of study because they are committed to public service, and anticipate working on issues or problems that affect some sector of the public in some or other way. Accordingly, graduates of public policy hold a wide variety of careers. Graduates may find employment at all levels of government, as well as in the non-profit (NGO) sector. Students may even find employment in the private sector (as consultants, etc.). Graduates may focus on specific areas, whilst other public policy practitioners choose to work on a variety of issues. Employment across sectors and disciplines is possible as the general public policy degree aims to provide graduates with "...a set of research and analytical and, management skills that are often transferable across sectors, and often across issue areas" (ibid). The type of work that graduates get involved in also differs. For example, some conduct research on public policy issues, some help implement various programmes, and others work to advocate positions on certain issues and/ lobby for specific legislation. Others become teachers of public policy (ibid).

Public Policy Programmes and the Changing Environment

Laswell was one of the pioneers of public policy as a field of study and his emphasis lay on: "...a problem-oriented discipline that took into account the context of the case and employed multiple methods of analysis" (Bruner 1997; DeLeon 1998 cited in Africanus, v30, 2000: 23). This viewpoint, as put forward by Laswell, requires that we take stock of the changing world around us, and furthermore, consider how public policy curricula can reflect these changes. Accordingly, James Bjorkman (Africanus, v30, 2000: 22-35) outlines and explains some observations and concerns about the fundamentals of public policy as it is practised. He follows with a proposal of a public policy curriculum which addresses these observations and concerns.

The first observation that Bjorkman makes is that "government is widely perceived as irrelevant and/or dangerous" (ibid: 24). Although the state is regarded as an important asset for development, it is true that governments are generally regarded as untrustworthy as they are "inefficient, waste money and spend on the wrong things: (Nye 1997 cited in Africanus, v30,

2000: 24). Public servants and policy practitioners are thus perceived as ineffective. Where proposed policies are problematic, incompetent and/or unworkable, it is believed that governments fail to trace and act to remedy the failures, which result in delay, increasing costs and displaced goals (Bardach 1977 cited in Africanus, v30, 2000: 24). The lack of performance on the part of government erodes the public's faith in government. The erosion of faith in government has accordingly led to the withdrawal of state intervention which has given rise to reciprocal relations between the public, private, non-profit and civic sectors which is based on obligations, expectations and trust that ultimately produce a more stronger, viable society (Africanus. v30, 2000:24). In the African context, the withdrawal of the state has meant that it is the poor who suffer the most because those (the rich) who have long taken advantage of the state now shift their faith to the market, whilst those (the poor) who have been dependent on state benefits continue to place their faith in the state. As a result, public policy needs to be made more relevant to the public whom it is alleged to serve. Therefore, public policy training should consider how policy practitioners can work more efficiently and target the right constituents (Schreiner and Ingram 1997 cited in Africanus, v30, 2000: 24). Public policy practitioners therefore need to be able to provide relevant justification(s) for government action (or inaction) and prescribing appropriate action for the public that is to be served.

The second observation is the centrality of decentralized and independent authority. Intergovernmental programmes, particularly in social welfare, environmental protection, health care, and education, have become increasingly common on a global scale, and more especially in developing countries. An intergovernmental perspective has meant a devolution of authority to state (provinces) and localities. Public policy practitioners (and students thereof) therefore need to gain an understanding of the nature of the changing relationships between levels of government. In doing so, Bjorkman states that "students also should be trained to detect, and demolish the so-called 'halo effect' which flows from concepts that are espoused and accepted uncritically" (Africanus, v30, 2000: 25). He quotes Mawhood (1993: 1 cited in Africanus, v30, 2000: 25) in this regard:

Most of us- and most governments- like the idea of decentralization. It suggests the hope of cracking open the blockages of an inert central bureaucracy, curing managerial

constipation, giving more direct access for the people to government and the government to the people, stimulating the whole nation to participate in national development plans. But what do we see in practice? Experiments with local government that end in chaos and bankruptcy; "decentralized" structures of administration that act only as a more effective tool for centralizing power; regional and district committees in which government officials make decisions while the local representatives sit silent; village councils where local people participate but have no resources to allocate. Too often the word seems to convey only what the public relations department wants it to mean.

Students of public policy need to be made aware of the respective strengths and weaknesses that are associated with less or more centralized forms of government, as well as their alternatives.

The third observation is democracy and market economy as the dominant paradigm. Dahl (1999 cited in Africanus, v30, 2000: 26) states that democracy and market-based economic structures are the two dominant 'ideals' that have emerged since the end of the cold war. Political and economic liberalism have their shortfalls, and the two ideals are not necessarily complementary, possibly they are even oppositional. Both a democracy and a free market are theoretically accessible to everyone; however, it is true that it is easier to monitor political action (like elections), as opposed to access the authority to participate in an exchange relationship. Lynn (1998 cited in Africanus, v30, 2000: 26) points out that there exists a tension, possibly a contradiction, between democracy and the market in poor countries in the sense that political democracy is intentionally a system of inclusion, whilst the market excludes those without something to exchange. Public policy students therefore need to be taught the advantages and disadvantages of a democratic, market-based society. A balance needs to be struck between teaching and understanding markets and their achievements, as well as market failures (Kuttner, 1996 cited in Africanus, v30, 2000: 26). In the same vein, a democracy is not built overnight, and is not always favourable. Democratic practices and values need to be taught and cultivated. Also, it is indeed true that different types of democracies are useful for different types of scenarios. Students of public policy therefore need to be taught and understand the benefits and the shortfalls which are attached to a democratic form of governance (Lindblom 1997 cited in Africanus, v30, 2000: 26). In this regard, Grindle (1997: 5) writes that "...by the mid-1990s,

good government had been added to the development agenda precisely because of greater awareness that neither markets nor democracies could function well- or perhaps function at all- unless governments were able to design and implement appropriate public policies, administer resources equitably, transparently, and efficiently, and respond efficaciously to the social welfare and economic claims of citizens.”

The fourth observation is that of “blurred boundaries of endeavour” between the public, private, non-profit and citizen sectors. Increasing decentralization and the devolution of policy-making has meant a growing recognition for the need for all these sectors to work together to find potential solutions. Policy analysts therefore need to be taught skills, which enhance inter-organizational relations as well as diplomacy (Robinson et al 2000 cited in Africanus, v30, 2000: 27). This new inter-organizational structure transforms the state into an “enabling” state, where it takes on the role of “convenor”, or “facilitator”. Such a role means that the state needs to refrain from dictating policy solutions within a hierarchical organization and begin to train policy practitioners to become more skilled at “recognizing whom they need to bring to the table, how they can encourage cooperation, and how they can mediate outcomes” (ibid). Public policy programmes therefore need to train students in a number of consensus-building approaches, that is, conflict resolution, mediation, and facilitation. Students need to recognize and appreciate the different sectors for the benefits that they can bring to the table, as well as their limitations (Bjorkman, Africanus, v 30, 200:27).

Observation five relates to technology and the information revolution. Communications technology has changed the way we think about information, the way in which issues are promoted, and the way in which we stay in contact. The technology and information revolution has increased access to information and has enhanced the ability to communicate rapidly. These developments have transformed the way in which the public interacts with policy practitioners, that is, practitioners will be able to disseminate information more rapidly to constituents, and, similarly, policy-makers and administrators will become accessible to citizens. Also, services and service delivery will be better targeted and facilitated as the centralization of information enables government agencies to perform statistical profiling. Students of public policy therefore

need to be educated about information technology, manipulation, and communication (Pollitt 1999 cited in *Africanus*, v30, 2000: 28). It is important to bear in mind that, like most things, these innovations in communications and technology have their shortfalls. These technological innovations have the potential to “widen the gap between those who have the skills and resources to participate in a highly technological society and those who are skill-deprived as well as resource-deprived” (ibid). Policy practitioners need to be relevant to the people whom they claim to serve and not only to the people who are technically literate. Practitioners therefore need to be skilled in communicating in a variety of ways, using different forms of media, and not only in the most sophisticated technology of the moment.

In addition to the observations explained above, Bjorkman (*Africanus*, v30, 200:29-30) writes of three troublesome concerns that affect contemporary efforts to improve public policy programmes:

Firstly, the “common-interest”, or “public interest” is increasingly being replaced by interest-based politics and self-maximizing behaviour. Public policy as a profession was originally meant to advocate on behalf of the public good. Laswell (1951 cited in *Africanus*, v30, 2000: 29) referred to increasing the quality of information available to policy-makers and on increasing concern for human dignity. However, it seems like the public good has become “nothing more than the temporarily prevailing voice from among a cacophony of special interests’, and this devalues the profession (Heinemann et al 1997 cited in *Africanus*, v30, 2000:29).

The second concern refers to what Bjorkman terms “a-contextual analysis”. The majority of public policy programmes include quantitative analysis and economics in the curriculum. The concern that is addressed by Bjorkman is that quantitative analyses, with their focus on aggregate data sets and generalisable findings, can be reductionist in the methods used to assess the values and issues important to specific publics. In this regard, Siedman (1977 cited in Cloete and Wissink, 2000: 277) proposes a greater role for qualitative analysis. He writes that “when quantification is used in conjunction with qualitative analysis, it provides important support for conclusions and recommendations. But the numbers have no magic of their own and ‘objectivity’ is an illusion.” It is therefore necessary to realise that wherever possible,

applicable, qualitative, analytical techniques should be included in the teaching of policy studies (Cloete and Wissink, 2000: 278). Bjorkman (Africanus, v30, 2000:30) further states that it should be made clear that the value of focusing on economic and quantitative methods should not be rejected; “such a focus is essential- including for some demystification of the numerical oracle” (ibid). He cautions however, that if students have only these tools in their toolkits, they will then use them inappropriately. These skills therefore need to be enhanced with more contextual methods of analysis, for example, interviewing techniques, participant observation, etc. In addition to this, students need to be taught to allow for the unique characteristics of people and places to inform policy decisions. In other words, what may work in one context, may not necessarily work in another. In this regard, Laswell and Kaplan (cited in Policy Sciences, 1981:2) caution against “ the quest for ‘universal laws’...[which could] distract attention and energies from partial inquiries that can illuminate situationally localized problems in empirical ways”.

The third concern is about the neglect of communication skills in public policy programmes. Students of public policy need to know how to communicate with the public and to address their expectations on an interactive basis. Besides knowing how to write for the public, or how to speak to the public, it is equally necessary to know how to enter into dialogue with the public. Effective communication skills are necessary not only with the public, but also amongst policy practitioners themselves. Similarly, it is also necessary to know how to argue well and to be persuasive (Hood and Jackson 1991 cited in Africanus, v30, 2000: 30). One-way communication efforts are very useful; however, as the public policy profession becomes more contextual, it is important to become skilled at two-way communication also.

Bjorkman (Africanus, v30, 2000:30-31) suggests that given the above observations and concerns, any proper public policy programme should be based on the following four broad themes:

- (i) **Government and Government Failures (Governance):** This theme will examine the justification for government; including the negative and positive consequences for government. This includes the role and function of democratic processes and of civil society. It addresses the limitations of government and of democracy itself.

- (ii) **Markets and Market Failures (Public Finance):** This would address the strengths and shortcomings of market-based economics. It should also address the appropriate and inappropriate uses of applied economics and public finance for addressing such issues. The goal of economics being included within a policy theme is to emphasize practice over theory. This would incorporate concepts such as: marginal analysis, substitution, trade-offs and opportunity costs. Accordingly, this theme aims to educate and expose students to the variety of contexts in which markets can be expected to succeed, or fail in society and in the public sector. In addition, students need to understand the conditions under which economic and public finance can be used most successfully, and the consequences of using these tools.
- (iii) **Organizations, Institutions and Management:** This theme addresses the public administration, or public management component. The emphasis is on creating and managing change, that is, to reflect the dynamic nature of management and its responsibilities. This theme should expose students to the institutions and organizational structures affiliated with decision-making and implementation in the public sector. It should furthermore educate students about the advantages, challenges and constraints in working: (i) collaboratively with the public, private, citizen and non-profit sectors; and, (ii) inter-organizationally with entities at every level of government.
- (iv) **The Public Policy Process:** This addresses the stages that are necessary for understanding policy from its formation through its implementation to its evaluation. One's understanding of a given policy would be incomplete without a realization of the various phases that a policy goes through and the opportunities that arise from these phases (noting, of course, that not all policies follow the prescribed sequence, nor even always includes every stage).

Bjorkman claims that these themes will increase the problem-solving skills of students, that is, their ability to formulate a problem, to bring a variety of analytic skills to bear, and to present his, or her findings competently and in a professional manner. Furthermore, at the core of the curriculum is policy analysis as it underlies and links all four themes. Since it is believed that policy problems require diagnostic and facilitative capabilities over predictive capabilities, courses that are offered need to encourage the development of analytic skills to frame enquiries

about policy issues. Courses that are designed with these themes in mind equip students with conceptual tools that enable students to think broadly about issues such as: why government intervention is needed, which alternatives for action should be considered, and how change can be effected within the organizations and institutions where policy is crafted and implemented.

The four themes thus serve a dual purpose: firstly, these themes address the observations and concerns raised earlier in this paper; secondly, the themes assist students of public policy to gain a set of practical skills:

- Courses on **communications** would recognize that a policy practitioner must, in some way or another, (that is, written, oral, or graphic) skilfully communicate with the client, or target audience.
- Another set of skills obtained is **organizational skills**, which covers mediation, conflict resolution, negotiation, leadership and fellowship. The eradication of organizational hierarchies has placed an emphasis on working in groups; therefore a course on organizational skills would necessarily address what it means to be a leader, a follower, and a group member.
- The themes consciously impart skills on **information management**. Equipping students with information management skills will ensure student competency in information technologies, data manipulation, and communication. Computer literacy has become crucial and is known as the “second literacy” which has become essential for future communications in the world of information (Taggert, 1980 and Klinger, 1983, cited in Wissink, 2000:278-279).
- Finally, the policy student is equipped with the skill of **recognising values**. The practical application of policy requires a thorough understanding of the historical context, that is, implementation cannot take place in a vacuum. At the heart of the policy exercise lies values as it is values that provide the very reason for action in the first place, that is, the goal to achieve some state of being, or alternatively, to avoid something that is not wanted. Although no course can teach what is an absolute good, students can be taught: (i) how one detects values within attitudes and opinions

expressed in society; (ii) how one structures values and ethics into a policy salient argument; and (iii) how one presents moral reasoning as a practical professional skill (Hood and Jackson 1991 cited in Africanus, v30, 2000: 30).

The above discussion advocates the need for students of public policy to be equipped with a unique tool-kit of skills. Furthermore, this discussion has been based on the premise that such a tool-kit is acquired over a substantial period of time through long-term training and education; essentially, through the establishment of schools and/or programmes of public policy education. In this regard, Moharir (Africanus, 2000, v30: 13) notes that whilst African universities are becoming more policy-oriented in their research, most of them have still not established separate schools of public policy. This, she states, requires appreciation on the part of government and an innovative approach by the universities which are still dominated by disciplinary, compartmentalized organization structures. Furthermore, there is still little awareness by Public Service Commissions and Ministries of Public Service that incumbents of senior positions in the government require a specialized background in public policy. Meanwhile, the short-term training of civil servants in public policy is the responsibility of civil service training institutes. Given the inherent limitations of establishing American-style schools of public policy in African universities, and the limited development of theory-building and literature on policy-making in developing countries, it was expected that much more progress would be achieved in the area of short-term training in policy analysis of the middle and senior level servants in Africa (ibid: 14). In most developing countries however, there has been limited progress in this regard. This has been attributed mainly to:

- A lack of expertise in this new area at civil service training institutes;
- A dearth of textbooks and case studies based on typical situations in developing countries; and
- The resistance on the part of senior civil servants to undergo any training, particularly in policy-making.

Short-Term Public Policy Training

Moharir (ibid: 15) states that “the absence of an effective international focal point on education and training in public policy for developing countries also adversely affected a much needed development of strategies, approaches and curricula of short-term training programmes in policy analysis for senior administrators in developing countries”(ibid). In the words of Wissink (1996 cited in Africanus, v30, 2000: 16), “training in policy analysis, especially for senior civil servants, requires special, adequate infrastructure, qualified, experienced teaching staff and a highly motivating environment.” This is lacking in most administrative training institutions. Furthermore, there is a (psychological) resistance in the minds of many senior administrators who do not like to be taught by the trainers of the institute who are usually many grades below them in status. In addition to this, most African universities are not in favour of undertaking short-term training and often do not have specific expertise in this area. Also, unless there are strong motivating factors, training programmes in policy analysis meant for senior administrators are often only attended by junior staff without adequate policy experience. In this instance, donors have opted for the more expensive but effective alternative of training senior administrators in other countries, preferably in Europe or America. The problem with this approach is that whilst it serves the purpose of exposing senior civil servants to the ideas of policy analysis, it does very little to create any permanent capacity in the country itself to undertake this task regularly, based on a curriculum relevant for the particular socio-political context of the country (Africanus, v30, 2000: 16).

Mmakils (1996 cited in Africanus, v30, 2000:16) poses another problem which has affected progress in the training area: that of access to policy oriented information, data to prepare local case studies and other training material. Researchers and scholars in African countries have complained about inequitable access to policy-oriented information in their own countries as compared to private consultants and the staff of international organizations. A further difficulty which some trainers have experienced when utilizing local case studies in public policy has been that senior administrators do not react in an analytical, critical way to past or current policy issues in their own countries. This is due simply to the sensitiveness attached to expressing certain views. On the contrary, senior administrators enjoy reacting to cases from other countries and provides a comparative perspective, which is imperative at higher levels (ibid).

Trainers have also expressed difficulties in sensitizing senior administrators to the interdisciplinary nature of policy analysis. Also, although beauracratc processes like recruitment, promotions, budgeting and performance evaluation have a direct bearing on public policy; the issue of redesigning of these processes is not covered in the curricula of training programme news (ibid).

Training programmes are also faced with the politics-administrative interface in that political executives did not believe that any major breakthroughs in policy-making styles and approaches could be introduced through training. At high-level policy-making, this creates special problems in motivating senior administrators to take more interest in concepts like policy analysis, their formats and contexts, “unless the political executives themselves are interested in improving policy-making structures and processes in their ministries/ departments, senior civil servants do not feel enthusiastic about these new approaches” (Africanus, v30, 2000: 17). Pedagogically, it would be useful to have a combined training group of senior administrators and political executives undergoing exposure to policy analysis. In this regard, Moharir (ibid) proposes that the only way that senior administrative or political leadership can be exposed to new ideas in policy-making is by organizing such activities in developing countries and structuring much of the learning experience through visits to relevant institutions and discussing experiences with counterparts from other countries. This approach has much more merit than ‘exchange in the classroom of experiences’, even with the use of case studies. Although costly, such an approach pays for itself when the ineffective, inefficient, and unresponsive policies are changed as a result of such a demonstration effect. Moharir (ibid) thus concludes that, although no systematic studies have been done on this, short-term training programmes in policy analysis are likely to be more cost-effective than long-term MA-level academic programmes in public policy. Her reasoning behind this assertion is that:

- (i) The impact of training can be realized in a short period of time;
- (ii) Attention can be focused on the aspects which are actionable, tried and reliable, leaving out the more philosophical and methodologically unresolved issues; and

- (iii) They compensate for the inadequate or irrelevant background of many senior administrators as senior policy makers.

In addition to the long-term versus short-term training dilemma, an additional issue which is facing public policy training programmes, as opposed to established schools of public policy, is that of funding, administration and the sustainable development thereof. It is one thing to facilitate a short-term public policy training programme, it is yet another ball game to establish, administer, fund and sustain a long-term public policy education programme.

Donor Policy Education Programmes: Participation, Ownership and Sustainable Development

Wright (cited in Grindle, 1997: 369) speaks about assistance given to developing countries by developed countries. He writes that the most neglected aspect of development assistance in facilitating recipient participation in the development process is that of sustainability. Whilst most of the literature on this subject agrees on the need for participation, little has been written on how it is achieved- “the strategies, approach, methodology, techniques, and activities associated with the process of donor facilitation and support of recipient participation. Too often they assume that the process will take care of itself. Too often they assume the transfer of knowledge and understanding ...and recipient commitment to further development will occur automatically with development projects” (ibid). Donor projects need to contribute to long-term development and/ or sustainability and need to achieve the ultimate aims of recipient ownership, that is, self-reliance, self-sufficiency, and responsibility and capacity for their own development. “Projects may instead do the opposite- reinforce dependency on the donor- if the recipients do not participate meaningfully in their planning and implementation” (ibid).

Wright (ibid: 370) writes about two types of development donors and/ or volunteers: “project orientation” volunteers, and (ii) “human development-orientation” volunteers. Project-oriented volunteers identified the needs of their host communities and mobilized resources to meet these needs. On the other hand, human development-oriented volunteers worked with their hosts to help them to identify and solve their own problems. Wright (ibid: 371) continues to explain that the human development- orientation leans directly towards participation by the host community

and is therefore more likely to result in ownership and commitment on the part of the community and in sustainability of the development efforts. Project-oriented donors are more likely to become "...frustrated, dissatisfied, disillusioned, and resentful because of the lack of appreciation of their efforts" (ibid).

The majority of the literature on participation focuses on "popular participation", that is, the involvement of the intended beneficiaries of development programmes in some aspects of planning, preparation, and implementation of these programmes (ibid). However, the focus on beneficiaries does not necessarily build local capacity for development. Wight (ibid) notes that consultants and donor staff can plan and implement programmes with beneficiary participation with little involvement of government officials. An important point to note here is that whilst popular participation is important for sustainable development, more attention must be given to the participation of government.

Conclusion

What arises from this discussion in Part One is that the formulation, implementation and analysis of public policy do not operate in a vacuum, unaffected by the environment in which it functions. Accordingly, public policy education is derived from the context within which it operates. In other words, public policy (education) programmes and curricula need to incorporate criteria that seek to address the problems with which governments are faced. The observations, concerns and themes, which have been discussed in this first section, highlight the kinds of skills that students of public policy need to be equipped with. Revolving around the four broad themes of governance, public finance, public administration/ management and the public policy process, any meaningful attempt at public policy training and education needs to equip students with a unique tool-kit of skills, which are going to contribute to the effective and efficient functioning of the state. These skills include courses on communications, organizational skills, information management and recognising values(ethics). Part Two is a case study on a current public policy training and education programme in South Africa.

PART TWO: STUDY FINDINGS

The Public Policy Partnership (PPP) was used as a case study for purposes of this research. The PPP is an example of a current public policy programme, which is aimed at policy education within the current South African context, that is, post 1994. Through a mixture of components, that is, Winter Institutes, internship, and postgraduate study, the PPP aims to provide its students with a unique tool-kit of skills and competencies that are necessary to contribute towards the effective and efficient functioning of the transformed democratic South African government.

The PPP was founded in 2000, using the Western Cape as a pilot region, partnering the Universities of the Western Cape and Cape Town. In 2001, the programme was extended to the KwaZulu Natal region, partnering the Universities of Durban-Westville and Natal-Pietermaritzburg.

The Woodrow Wilson National Fellowship Foundation in Princeton, United States of America, is the founding administering body of the PPP. The PPP head office is located in Roeland Square, Cape Town. The programme is headed by a National Director. The internships are headed by an Internship Director. The Head office is managed by an Office manager. All three of these posts are located at the head office in Cape Town. The PPP has regional offices located on each partner university. These offices are administered by Institute Co-ordinators. In addition to the administrating management and staff, the PPP have Programme Advisors (local and international), Senior Advisors (local) and university-based Faculty Advisors to the programme.

Since the inception of the programme in 2000, a new cohort of students are selected each year into the PPP programme. At the time that this research was carried out, the PPP had successfully selected three cohorts of students and each cohort were at different junctures of the programme:

- Cohort 1: Postgraduate Study;
- Cohort 2: Internship; and

- Cohort 3: Advanced Winter Institute.

The study was carried out by means of a structured questionnaire, which was administered through electronic mail (email). Where respondents did not have access to email, they completed a questionnaire manually on a hard copy. A mixture of purposive and random sampling was used to select respondents. With regards to purposive sampling, certain individual respondents were purposively chosen according to the central role that they play in the programme. For example, Programme Director, Internship Director, Postgraduate Course Convenors. These are referred to as Key Informants (KI 1-3) and Postgraduate Informants (PI 1-3).

With regards to random sampling, questionnaires were emailed to students from Cohorts One-Three (approximately one hundred and ten) in KwaZulu Natal (KZN) and the Western Cape (W.C.). Being very aware that not all respondents were going to return completed questionnaires, accordingly, the random sample comprised of all the questionnaires that were returned. This proved to be very successful as more than seventy percent of the questionnaires were returned- producing a good enough sample for the study. The random sample was taken from student respondents from both regions (Western Cape and KwaZulu Natal) and are referred to as Student Informants (SI). The student respondents are comprised of PPP fellows all at different junctures of the programme and from a variety of disciplines. Several PPP documents were also used for purposes of data collection.

1. Background to the Formulation of the Programme

Key Informant One (KI-1) spoke about the background to the formation of the PPP programme, that is, the context within which the programme gain originated. The origin of the programme may be dated back to 1997 when different organizations were approached by the South African (S.A.) government with a request to contribute to "...training a restructured and transformed South African public service" (KI-1). The Andrew W. Mellon Foundation and the Woodrow Wilson National Fellowship Foundation (WWNFF) in the United States were two of the organisations that were approached by the S.A. government given their successful track record in training such young practitioners in other contexts. The Woodrow Wilson National

Fellowship Foundation responded to the request from the South African government In 1998, the Woodrow Wilson National Fellowship Foundation sent a delegation down to South Africa to "...embark on a three week fact finding mission through South Africa" (ibid). The purpose of the visit was to "...talk to South Africans at all levels of the tertiary education and public service sectors in South Africa and gain their insight and advice into what kind of programme might best meet the challenge of training a new generation of public service practitioners in South Africa- practitioners who could lead the transformation of leadership and governance in the new S.A. According to KI-I, a positive and enthusiastic response was received from both sectors (tertiary and public service). The delegation returned to the United States (U.S.) and generated, from all the information that had been gathered in South Africa, a new model of policy education for South Africa. The Woodrow Wilson National Fellowship Foundation gained financial support from the Andrew W. Mellon Foundation by means of acquiring full funding from the foundation. The programme was therefore set to be administered by the Woodrow Wilson National Fellowship Foundation and funded by the Andrew W. Mellon Foundation.

In the latter part of 1999, a United States representative from the Woodrow Wilson National Fellowship Foundation was sent to South Africa with the mandate to facilitate the building of the PPP in South Africa. It is at this point where the theory started being put into practice. The programme started off on a pilot-run in the Western Cape in 2000 where the University of Cape Town (UCT) and the University of the Western Cape (UWC) formed a partnership. The following year in 2001, the programme expanded its borders to the KZN region, partnering the University of Natal, Pietermaritzburg (UNP) and the University of Durban Westville (UDW). In the years 2002 and 2003, the PPP partnership extended to include: several National Government Departments, WC and KZN Provincial Government Departments, Non-Governmental Organisations (NGOs) at all levels in S.A. and a S.A. Municipal Government.

2. Partners to the Programme

As the name indicates, the PPP is a public policy programme that is based on a partnership between various role-players. The research that was carried out sought to establish the reason

for such partnership and the role that each partner plays in such a partnership. According to KI-1, the key reason for a programme such as PPP to be based on a partnership model is “...in order to fully train PPP students with skills that they need to be effective, many different partners must contribute their unique knowledge and experience”. The programme is made up of the following partners, each with its own unique part to play:

- **Universities:** The obvious contribution is that it is the universities who provide the students in the first place. Furthermore, it is the universities who have in-depth academic knowledge and resources (lecturing staff, class-rooms, computer laboratories, residences, etc.)
- **Government and NGOs:** They provide experience from the real world and thus have an important role to play in the internship component (to be discussed in a later section) of the programme.
- **Funders:** These are the partners that provide the money for the programme.
- **WWNFF:** This Foundation plays an administrating role, as it possesses the time and capacity to manage the partnership.
- **Students and Staff:** These are the role-players that have the commitment and the drive that is necessary to sustain the process.

In the words of KI-1: “By collecting all of these partners in the one house of PPP, PPP is able to impart to its students a unique combination of academic rigor, real-world exposure in a highly supportive and supported environment”.

2.1 Criteria Used to Select Partners

Being the initial administrating body, the WWNFF travelled throughout S.A., getting advice from different kinds of stakeholders. From this process, it was decided that universities should be partnered within regions as the different universities in each region could contribute “unique and diverse students, knowledge and experience to the partnership” (KI-1). This decision meant, however, that the partnership would start on a small scale by organizing partnership between only two universities within each region. In the words of KI-1, “attempting more

would swamp the whole process”. In consultation with all programme advisors and consulted stakeholders, the WWNFF carefully selected the two partner universities within the two regions.

According to KI-1, finding appropriate government partners proved to be an involved process. It was primarily decided, by advisors and administration staff, that the best way to start would be by establishing relations with the top and working down from there. At the same time, however, it seemed important to have relations with all levels of government. This seemed to produce a conflict of interests for PPP, and it was accordingly resolved that PPP would develop a “twin criteria” for establishing links with all levels:

- (i) First, they looked at where the students interests lay;
- (ii) Secondly, they balanced this with a need for overall balance between levels of government and areas of governance.

Thereafter, the PPP approached the relevant departments and measured their response accordingly.

3. The PPP Model of Policy Education for South Africa

Right from the outset, it should be made clear that the PPP programme is a long-term policy education programme. PPP embarked on a long-term intervention strategy, as opposed to short-term, primarily because it was felt that there was no “quick fix” (KI-1) approach that would do a thorough enough job and be successful. PPP is aimed at a particular kind of training and, in the words of KI-1, “...to impart the robust, and complicated and critical skills that young public policy practitioners and public servants need, requires a substantial amount of training and intervention. Acquiring the intended skills is not possible over a short-term course. Training of this nature requires...long-term intervention and constant mentorship over a long period” (ibid). Furthermore, the programme is mainly targeted at previously disadvantaged students as the Woodrow Wilson National Fellowship Foundation believe that during the apartheid era “...a layer of middle-level professionals in government is missing because a generation of students went unschooled (www.woodrow.org)”.

3.1 A Brief Summary of the Structure of the Programme

The PPP model of policy education is thus: Through rigorous recruitment initiatives, students from the partner universities are invited to apply for participation in the PPP programme. The application package consists of a written application; which includes a personal statement of motivation. From all the written applications that are received, the applicants are short-listed to forty students who undergo an interview with a PPP selection panel. The finally selected students, after the interview, are twenty-five students selected annually from the partner universities in each educational region (WC and KZN).

The programme begins in the penultimate year of undergraduate for the student. In these remaining two years of completion of their university degrees, students attend two undergraduate Winter Institutes during the July vacation of each year. A number of courses and activities are offered at these Institutes, which are designed to introduce students to the world of public service and equip them with a set of concrete and robust (policy) skills. The Institutes furthermore seek to address any educational disadvantages that students may have entered the programme with and also prepares the student for the two remaining components of the programme, that is, a public service internship and postgraduate study. The student undertakes the public service internship the year following completion of the university undergraduate degree. For purposes of the internship, public service refers to:

- Various government departments at national, provincial and local level, and;
- NGOs, which are involved in public sector work that is considered as having aims and objectives that are consistent with that of the PPP programme.

It is during this internship year that students are expected to "...learn skills and experience the real-life work place on the ground and for real" (KI One). PPP facilitates the placement of this internship and "...PPP rigorously tracks, monitors and supports students during this year" (PPP Document, Appendix Q: The PPP at a Glance).

The year following the internship, students return to university (either one of the partner universities) to pursue postgraduate study up to, and including, Masters level. This

postgraduate study is funded by PPP in the form of a bursary to each PPP student: “To receive this funding, students sign a contract which commits them to working in the South African public service for a period of four years as payback for the resources and training that they have received” (KI One). PPP does not guarantee that they will find a job for students on completion of postgraduate study; however, “PPP will make every effort to help place the student in a rewarding job in the public sector” (ibid).

The Institutes, the public service internship, and the postgraduate study are expected to lay an important foundation of skills and competencies that the student may use in their respective careers within the public service, beyond the PPP programme.

3.2 The Components of the Programme in Detail

Having obtained a broad outline of what the PPP model of policy education consists of, this research sought to look at the details of each of the components that make up this model of policy education.

3.2.1 The Selection Process

As has been outlined above, the selection process downsizes the applications received down to twenty-five finally selected students in each region within which PPP operates.

One of the core components of the application package is what PPP refer to as a “personal statement”. This is a motivation of sorts whereby the student who is applying needs to motivate as to why he/ she would like to become involved in the programme and how is this desire related to the student’s background and future goals. The personal statement is used by PPP to assess the student’s previous and current involvement in community and/ or public sector development, and furthermore, to assess the level of commitment that a particular student has towards:

- The upliftment and betterment of society as a whole; and
- Participation in the complete nine years of the PPP programme.

The interview that selected students undergo, is carried out along a similar vein, with the addition of ethical and policy problem-solving dilemmas, which the candidate is expected to

address competently. Following the interviews, a maximum of twenty-five students per region are selected every year.

3.2.2. Data on students

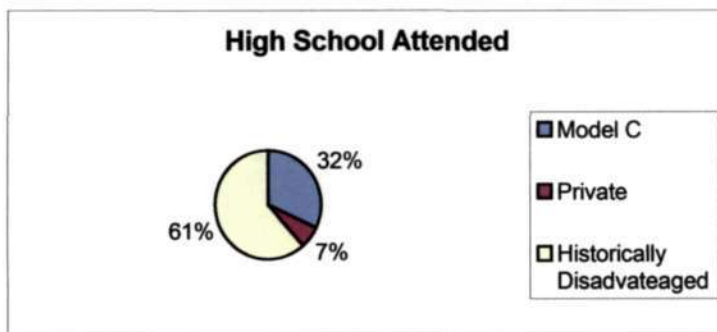
My research sought to look into the background of students that had been selected as PPP students in terms of the following criteria:

- Type of high school attended, that is, model C, private, or historically disadvantaged;
- How did students finance their tertiary education, that is, self, parents, financial aid, bursary, scholarship, etc.;
- Previous involvement in community activities and/ or projects;
- Previous exposure to public policy and/ or public policy-related issues; and
- Career goal in life prior to involvement/ participation in PPP.

The findings on each of the above aspects were as follows:

Type of High School Attended

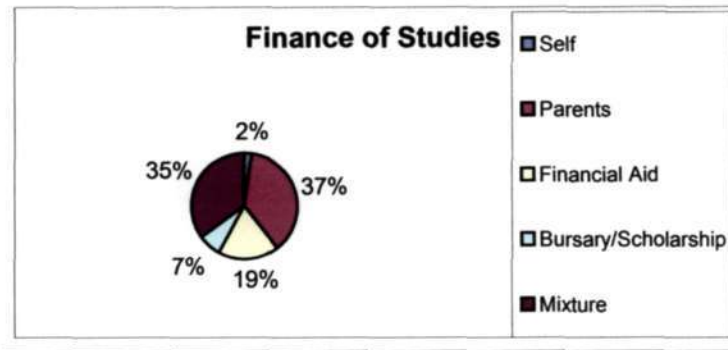
Figure 1: High School Attended



It is clear from the findings that a very small majority of students attended private schools for their high school education. Whilst a significant amount of students attended model C high schools, the majority of PPP students emanate from previously disadvantaged high schools.

Finance of Tertiary Education

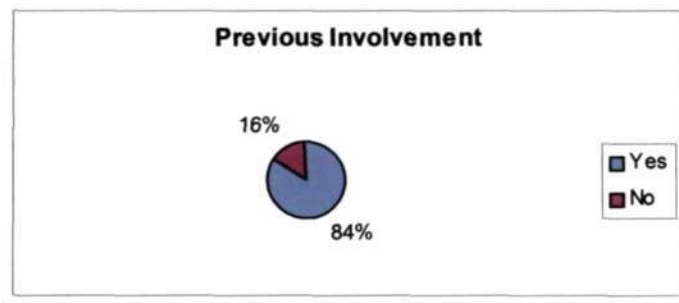
Figure 2: Finance of Studies



A very small amount of students funded their tertiary studies on their own. A minority of students received bursary and/ or scholarship assistance, followed by financial aid assistance. A significant majority of students were funded by parents, whilst the other major percentage received a mixture of all of the above.

Previous Involvement in Community Activities and/ or Projects

Figure 3: Previous Involvement

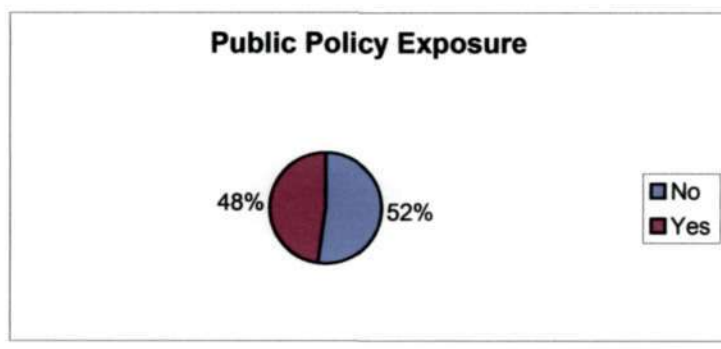


The majority of students had been previously involved in community activities and projects. They range of projects and activities included the following:

- NGOs such as the Society for the Prevention of Cruelty to Animals (SPCA), the Centre for the Rehabilitation of Wildlife (CROW), Child Welfare, Red Cross, etc.
- Leadership programmes at high school and/ or tertiary education level;
- Tutoring in hometown and/ or at university;
- University societies such as Remember and Give (RAG), Golden Key, South African Students Voluntary Organisation (SASVO), etc.
- Junior Town Councils;
- Activist groups such as the Treatment Action Campaign (TAC), Lovelife, etc.
- Recreational activities such as sport, religion, music, etc.
- Community Policing Forums;
- Student political bodies such as African National Congress Youth League (ANCYL), South African Students Council (SASCO), Azanian Youth Organization (AZAYO), etc.

Previous Exposure to Public Policy and/ or Public Policy-Related Issues

Figure 4: Public Policy Exposure



There was a very fine line between students who had previous exposure to public policy and those students who did not. Of the fifty-two percent that had been exposed to public policy and/or public policy-related issues, they had gained such exposure from the following:

- University degrees;

- Friends and/ or family who worked as consultants, ward councillors, etc.
- Reading newspapers and government publications;
- Youth organizations such as ANCYL, SASCO, etc.
- Community projects.

Career Goal in Life Prior to Participation in PPP:

There were various careers that respondents mentioned, there were too many to list here. However the various careers mentioned fell into the following categories:

- Political;
- Human Resource;
- (Public) Health;
- Commerce;
- NGOs for the advancement of rural areas, children's rights, human rights;
- Consultants in environmental development, sustainable development, etc.;
- Law: prosecutors, magistrates, legal advisors, (state) attorneys;
- Economists;
- Public Servants;
- Lecturer;
- Private sector.

In response to the question as to whether student's career goals had changed given their selection for PPP, most respondents stated that whilst their actual career objectives might not have changed, their core career orientations had changed. This was found to be particularly true where some students were not sure about how they could utilise their career goals within the public sector. Exposure to public policy and public service issues through involvement in PPP

has, according to this research, provided insight and direction as to how one may use particular areas of expertise in the public service and/ or public policy arena. For example, law students who had original intentions of going into private practice have seen how they can utilize their legal expertise in the public sector as a legal advisor in a government department, or providing legal assistance in drawing up policy documents, or working for an NGO such as Lawyers for Human Rights (LHR), etc. The same may be said for students who come from an agriculture background. They now realize how they can use their expertise in the public sector, with a focus on rural development. One respondent, whose original career objective was to be a property developer, realised how this goal could be shaped around "...being a policy practitioner that furthers property development in South Africa; for example, low cost housing, retail in rural areas, etc." (SI).

Furthermore, in relation to this question, it was found that students who were in the internship and postgraduate phase of the programme were more certain of how they were going to use their careers in the public sector.

3.2.3 The Winter Institutes

The two Winter Institutes are identified as Winter Institute One and Winter Institute Two and are structured as follows:

Winter Institute One

This is the introductory Winter Institute and is structured with the following aims in mind:

- Build a solid foundation of basic numeracy, computer literacy and communication skills, using public policy issues to teach these skills;
- Introduce students to the culture of public policy education and practice while at the same time helping them to overcome any previous educational disadvantages that may exist; and,
- Introduce students to the ethics of policy and decision-making in the public sphere, based on typical, practical problems and competing rights. (PPP Document: Appendix Q, PPP at a Glance).

Accordingly, the typical ranges of courses that are offered in the Institute are:

- **Public Policy Analysis, which is based on real life case studies, for example housing policy, HIV/ AIDS, etc.**
- **Ethics for the Public Service;**
- **An Introduction to the Use of Statistics for the Social Sciences, that is, quantitative methods; and,**
- **Oral and Written Communication and Presentation Skills. (PPP Brochure)**

Winter Institute Two

Winter Institute Two is an advanced Institute that follows on from Institute One. This Institute seeks to provide students with more advanced skills, with the aims of:

- (i) Preparing students for, and equipping students with the skills which are necessary for success in Master’s degree programmes, and also in preparation for their internship the following year.**
- (ii) Introducing the student to the economics for planning and development.**

Given the above aims, courses typically included in Winter Institute Two are:

- **Internship Primer, whereby students are introduced to the internship component of the PPP programme. This is done by bringing in experienced public service practitioners and PPP fellows currently serving their internships to speak to the students who will be embarking on internships the following year;**
- **Advanced Public Policy, which includes a project management component;**
- **Economics for the Public Service; and**
- **Advanced Statistics for the Social Sciences.**

In addition to the above courses, both Winter Institutes have what is called the “Joint Academic Project”. This is a culmination of the courses and activities students are involved in over the three weeks of the PPP Winter Institute. It is undertaken by all PPP participants and is an

opportunity for them to put into practice everything that they have learnt over the course of the Institute. It basically involves a simulation exercise designed to reflect a typical real life assignment that might be required of a policy analyst. Participants are usually required to read policy documents, summarize and assess them and make recommendations. In doing this, they are required to apply skills and knowledge acquired before and during the institute. They are strongly encouraged to use materials that PPP staff teams have made available to them in various courses packs during the institute.

3.2.4 Public Service Activities and Trips

Besides the courses that are offered at the Winter Institutes, there are numerous public service trips and activities that are included in the three-week calendar. These are namely:

- The shadowing of public servants in public service institutions;
- A public service trip to a local prison;
- An overnight trip;
- Lunchtime speakers;
- A visit to the provincial legislature.

KI-2 aptly gave the following explanation for the reasoning behind each of these public service trips and activities:

“Shadowing:

- To give students an introductory sense of different types of public service organisations at work, “warts and all”

Prison trip:

- To bring home to students the gulf between the everyday reality of comfortable existence in civil society and life on the excluded margins of society;
- To give students an enhanced sense of some of the determining factors in shaping “criminals” and “criminality”;
- To bring students right up close to the rhythms and routines of prison life;

- To provide an initial glimpse of some of the policy, planning & logistical problems associated with incarceration of offenders;
- To confront topical debates on issues to do with crime prevention and punishment/retribution – including debates around “tough” issues like the death penalty, castration of rapists etc.
- To encourage reflection on the difficulties and challenges that stand in the way of effective rehabilitation programs;
- To develop an enhanced sense of individual and collective responsibility for building social cohesion in SA.

Overnight trip:

- To put students in a situation that demands personal and group reflection on their routes to PPP, their diversity and their evolving socio-political attitudes – both towards the projects they visit, and more broadly, towards South Africa’s history and what may be meant by terms like “transformation”, “equity”, “redistribution”, “delivery” and “empowerment”.
- Especially in Institute 1, to create a powerful cohort-bonding experience.

Legislature:

- To get closer to the workings of the constitutional process as a whole;
- To clarify the distinction between the House of Assembly and the NCOP, the legislature and the executive;
- To learn about the workings of the committee system, Public Hearings, the politics of lobbying, Green Papers, White Papers, Bills and Acts; and, more generally, the process whereby diverse strands of socio-economic thinking turn into different policy positions.
- To track the processes through which:
 - Policy papers go *en route* to becoming legislation (Draft Bills → Committee stages → Acts (and supporting Regulations) → Presidential Assent and Proclamation;
 - Legislation is converted into delivery mechanisms and enforcement measures by the state.
- To reflect on the “after-processes” of the legislation/delivery/enforcement chain: monitoring, evaluation, criticism, modification, reformulation etc., in the cut and thrust of argument between and within the state itself, the media, civil society organisations, communities and individuals.

Lunch Time Speakers:

- Invited to expose students to as broad a range as possible of politicians, government officials, activists and experts in social and economic research.”

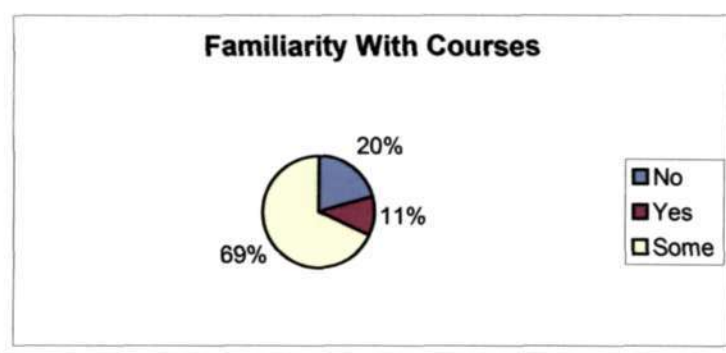
4. The PPP Student and the Winter Institute/s

This section of the research sought to establish the perceptions of the PPP students towards certain aspects of the Winter Institutes, namely:

- (i) Familiarity with courses taught at the Winter Institutes;
- (ii) Student's perceptions towards group work and/ or individual work;
- (iii) Other public service activities and trips; and
- (iv) The internship primer.

4.1 Familiarity with Courses

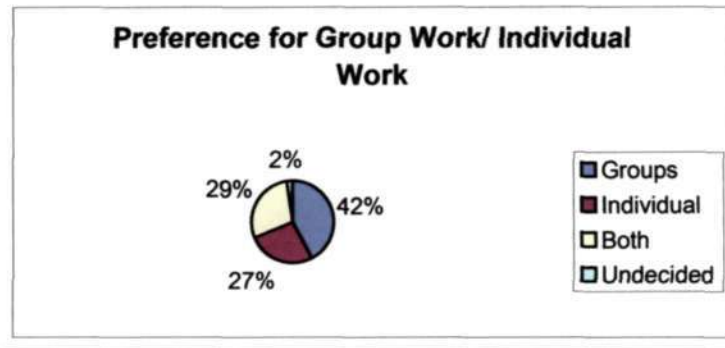
Figure 5: Familiarity with Courses



The majority of students that had exposure to some of the courses that were taught had encountered such courses in their university degrees. Most of the respondents had encountered subjects like Oral and Written Communication Skills and Ethics (in philosophy courses). The course that most respondents had encountered as part of their university degree was Statistics. The Students encountered Statistics either as a complete module, or as a component within a module, for example in a psychology module. The most unfamiliar course to the majority of the respondents was Public Policy.

4.2 Preference for Group Work and/ or Individual Work

Figure 6: Preference for Group Work/ Individual Work



According to the research, for the most part, students were required (and encouraged) to work in groups. Some respondents felt that although there was an emphasis on group work, there were instances where the type of work to be carried out called for one to work as an individual. In relation to preferences in terms of group work versus individual work, the following results were obtained:

Group Work: Respondents gave the following reasons for preferring group work over and above working individually:

- Help each other; share new ideas and knowledge; helps to get insight from different disciplines.
- It provides an opportunity to learn about different cultures and backgrounds.
- Can break down the workload by delegating and/ or dividing work equally amongst the group.
- “Group work is challenging in terms of dealing with other people’s way of responding and behaving, especially when you have different views” (SI).
- Group work motivates critical thinking.

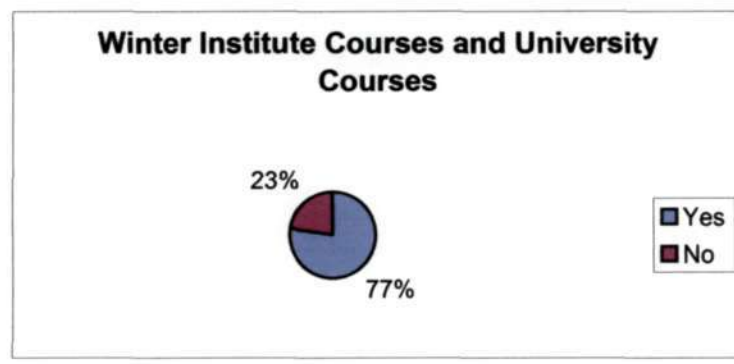
Individual: Those respondents that preferred working individually had various reasons for their preference:

- When working in groups, some members do not play their role and do their share of the work, with the result that group members do not contribute proportionately.
- There are too many disagreements and dislikes that arise amongst group members.
- There are too many problems when working in groups, for example, some members do not arrive on time for discussions, others come unprepared, etc.
- Individuals in groups have diverse opinions and some tend to dominate.
- Working alone saves time and there is less conflict and stress.
- Working as an individual, you can plan your work to suit yourself, whereas group work involves too many compromises.

Both: The following response succinctly summarises the views of the respondents who favoured both group work and working individually, "...because it is good for personal development to share and accommodate thoughts and get different perspectives on issues. It also helps for in future when we will work in institutions and organisations that require teamwork and cooperation, however one cannot rule out the significance of individual growth and development" (SI).

4.3 Did the Winter Institute Courses Assist you in Any Way With any of Your Courses in Your University Degree?

Figure 7: Winter Institute Courses and University Courses



In terms of this question, one of the respondents actually felt that it was the other way around, that is, the university studies assisted with the PPP courses. Students from Commerce and the Natural Science degree programmes felt that they could not apply or use any of the knowledge gained from the PPP Winter Institute courses to their university degree courses. Of the students that responded yes, that the Winter Institute courses assisted them in their university degree courses, the most frequently mentioned course was statistics. The majority of the respondents commented that in some or other way, either as a complete module or within a particular module, they had to deal with Statistics and they felt that the Statistics course that was offered in the Winter Institute was very helpful in preparing them for this. Following Statistics, Ethics was the next popular course. Law students particularly mentioned Ethics as assisting them in their Law courses. Respondents commented that the written component of the Oral and Written Communications course assisted them in their overall written presentation skills in their university courses. Particular mention was made to the referencing section of the course and the way in which it assisted students with referencing the correct way in all their university assignments. Overall, respondents also felt that the Winter Institutes assisted them in getting used to large volumes of reading.

4.4 Public Service Trips and Activities

Respondents felt very positive about this aspect of the Winter Institutes. Students felt that these public service trips exposed them to the practical and real world of working in the public sector, and provided a broader view of what actually takes place in the public sector. Furthermore, respondents commented that such activities enable them to identify problem areas and to draw from the experience of those already in the public sector work place. Respondents commented that they felt motivated by hearing directly from the people who are already involved in public service work.

4.5 The Internship Primer

Students felt that this is an absolutely essential component of the Advanced Winter Institute as they used this as a platform where they could bring to the fore any concerns that they may have had about the upcoming internship year. Furthermore, the Internship Primer assisted them in developing realistic expectations of the internship. Respondents particularly

appreciated hearing the current interns share their experiences, as it assisted them in gaining practical knowledge about what lies ahead and enable them to prepare accordingly. Furthermore, respondents found the Internship Primer speakers enlightening as they shared their work experience with students, which assisted students in gaining some idea of the institutions and departments in which they are to be placed, and the challenges that lay ahead.

5. The Internship

5.1 The Objectives of the Internship

The internship component of the PPP programme takes place in the year after students complete their undergraduate degree and before they carry out their two years of postgraduate study in pursuit of a Public Policy Masters degree. According to PPP management, the core goal of the internship year is "...to provide students with first-hand real world experience of working in the public service sector in South Africa" (Annual Report, 2001:18). It is envisaged that this goal will be accomplished by getting students involved in a "...one-year, full-time paid work experience internship that simulates as closely as possible pursuing a career in the South African public service sector" (ibid). In addition, the internship is seen as a major step "...towards building the capable, committed and ethical new cadre of public service practitioners envisaged by the PPP and urgently sought by both South African Government and many NGOs."(ibid).

5.2 Duration of the Internship

Ideally, the internship is carried out over a period of eleven months, beginning in mid-February and ending in mid-December, with a new intake of students in the internship component each year.

5.3 Public Service Host Organisations

Public service host organisations are an integral component in the partnership process of the PPP programme as it is at these host organisations that students carry out their

internships and gain "...indispensable real-world training and exposure" (ibid). In return, partner organisations "...get young, talented, eager full-time employees at a discount rate for one year" (ibid).

5.4 Selection of Host Organisations

According to KI-2, when selecting host organisations, the criteria, above all, is "...to get a good spread and balance between government organisations (all three spheres) and effective NGOs, CBOs, research institutes and other civil organisations". The other key factor when selecting host organisations is finding organisations that offer opportunities for "...optimal public service and/ or policy experiences" (KI-3). The students select and identify their interests and PPP, as far as possible, attempts to find organisations that would match the student's area of interest/s. In finding such organisations, PPP use the following key criteria: "In selecting government departments, PPP operates a conscious bias towards

'sharp-end delivery' departments where implementation and service are the key issues. With its civil society host organisation partners, PPP tries to select organisations with a well-established track record, that are stably and ethically managed, that are strong enough financially and administratively to use interns productively and provide them with a stiff learning curve." (KI-2).

Having identified host organisations, PPP enters into a series of negotiations, on behalf of the students and accordingly enter into a partnership with PPP by hosting interns for a minimum period of eleven months. Once the internships have been successfully negotiated with host organisations, each intern enters into an individual contract with the appropriate host institution. Such a contract states the terms and conditions of the interns employment, including the specific responsibilities and tasks that the intern is expected to complete over the course of the year. PPP assists and monitors this (contractual) process.

5.5 The Nature of the Internship:

According to KI-3, the actual nature of the interns work within the host organization will be spelled out in the intern's individual job description. However, as far as possible, PPP suggests that some general principles be adhered to, that is, "...that interns spend roughly half their time working in the field on project development and half their time in the

administrative centre working on strategy, planning and research” (KI-3). PPP favours this general mixture of fieldwork and community interaction on the one hand and central administrative strategizing and planning on the other (Annual Report, 2002:19). Furthermore, the internships do not strictly involve policy-related activities only. Since the core goal of the internship is to expose students to the real world experience of working in the public sector in South Africa, internship activities range from policy-related activities, to research; administration; municipal integration tasks; legal services and/ or activities; writing reports and/ or memoranda; etc.

5.6 Host Organization Management of the Internship

According to KI-3, PPP proposes that each host organization appoint two key persons to facilitate the internship:

- (i) A senior contact person to interact with PPP to set up and oversee the internship process as a whole within the organization; and**
- (ii) A manager/ mentor whose responsibility would be to manage, direct and support the intern throughout the year.**

Furthermore, these tasks are to be incorporated into the manager’s/ mentor’s performance agreement with his/ her line manager in the host organization and the manager/ mentor should report on progress to the senior contact person on a monthly basis.

5.7 Monitoring of the Internship

In terms of monitoring, the manager/ mentor in the participating host organization should correspond, as regularly as mutually agreed, with PPP’s Internship Director and/ or the National Programme Director to ensure that adequate progress is being made and that no serious problems arise. PPP also offers support and mentoring to interns throughout the internship year. This is done through regular telephone and/ or electronic mail contact with interns, as well as reflection exercises which are held twice during the internship year (mid-year and end-of-year reflection exercises).

5.8 Evaluation of the Internship

PPP does an evaluation system in place. In the first instance, interns are evaluated on the basis of his/ her contract with the host organization. Secondly, PPP has developed and introduced structured report forms for use by both the host organization and the intern on at least two occasions (mid-point and exit-point of the internship). Furthermore, "...their acquisition of the full programme bursary for postgraduate study would be contingent on their positive evaluation over the course of the year" (Annual Report, 2002:19).

6. Postgraduate Study

Students embark on postgraduate study the year following the internship. Students are given bursary-assistance to pursue postgraduate (public policy) study up to, and including, Masters level over the next two years. The PPP management see the Public Policy Masters degree as a crucial component of the PPP programme: " It is the culminating element in the individual fellow's pre-employment development and it rounds off and gives coherence to the PPP cycle as a whole" (KI-2). Students have the option of carrying out the intended postgraduate study at either one of the four partner universities, that is, UCT, UWC, UDW and UNP; however, the current situation is such that UDW does not offer a two-year postgraduate, therefore, the postgraduate study may be pursued at either one of the remaining universities. For purposes of this research, the course convenors of the postgraduate (public policy) degrees were asked to complete questionnaires relating to the postgraduate studies that they have on offer at their respective universities (see appendix 7). The feedback in terms of the structure of the postgraduate degrees from the respective universities were received as follows:

6.1 University of Cape Town (UCT)

UCT has an " Institute for the Study of Public Policy" under the auspices of Political Studies, plus a variety of other research units in different faculties. The Institute has been in operation for approximately ten years. UCT offers an M.Phil. in Public Policy and, according to PI-1, "...the M.Phil. in Public Policy provides a high level interdisciplinary education in public policy studies at postgraduate level. The programme meets the needs of the next generation of public service leaders, their counterparts in non-governmental and

community based organisations, and international students of public policy who wish to work in a developing country environment. We hope to develop in our students a capacity for rigorous policy analysis, independent thinking, objectivity, and integrity". The M.Phil. is structured as follows:

Honours: At honours level, the programme consists of four taught modules and an Independent Research Project as follows:

- Programme Core Course: * Public Policy
- One Core Elective: * Policy Evaluation and Implementation
 - * Financial Administration: Public Finance and Budgeting
- Remaining Course from one of the Designated Interdisciplinary Fields of Concentration:
 - * Public Health
 - * Urban Policy and Built Environment
 - * Education
 - * Criminology and Public Policy
 - * Gender and Public Policy
 - * Democracy and Public Policy
- Interdisciplinary Research Methods
- Research Project (including the prerequisites: Survey of the Discipline and the Workshops in Thesis Writing and Project Preparation)

Masters: At Masters level, the programme consists of four taught modules and a Masters mini-dissertation as follows:

- Programme Core Course: * As Honours (if not taken in Honours year)

- At least one course from the Designated Interdisciplinary Fields of Concentration:
 - * As Honours

- Remaining courses from the approved Elective Options:
 - * Public Management
 - * Local Government
 - * Public Sector Reform
 - * Developmental Local Government
 - * Gender, Analysing the Theory and Politics of Development
 - * Gendering Organisational Change
 - * Languages in Theory and Use
 - * Language Policy and Language Planning
 - * South African Politics
 - * Development Economics
 - * Political Ethics and Democratic Government
 - * Development Theories
 - * Public Culture in Africa

- Masters mini-dissertation

PI-1 believes that PPP and their M.Phil. are compatible as it is the responsibility of every public manager to keep abreast with policy matters ranging from initiation to implementation and analysis: “In fact, our Masters programme is designed for public managers or those who aspire to become public managers. It puts more emphasis on public policy, that is, every module is discussed within the context of a prevailing policy. I therefore feel that our M.Phil. could be one way for PPP students to further their studies”.

6.2 University of Natal- Pietermaritzburg (UNP)

UNP has a policy studies unit called the “Centre for Government and Policy Studies” (CENGOPO). This Centre has been operational since 1999 under the auspices of the “ School of Human and Social Studies”. CENGOPO offers the following studies in public policy:

- (i) Postgraduate Diploma in Applied Social Sciences;
- (ii) B.Social Science (Honours);
- (iii) M.Social Science; and
- (iv) PhD.

Both the Honours and the Masters degrees may be completed in one year of full-time study respectively, giving a total of two years. As stated in the CENGOPO brochure, the programme “...has been designed specifically to meet the dearth of professional qualifications in policy studies in South Africa. Yet such skills are so necessary to the process of transformation in the democratic era, not only in order to guide making and implementing policy, but also in relation to changing structures and mechanisms of governance”. The Honours and Masters degrees are structured as follows:

- (i) Honours: Includes the following modules:
 - Public Policy Analysis
 - Governance in South Africa
 - Advanced Research Methods
 - Rural Studies, Gender and Development; or, an elective (any other postgraduate module/s chosen with the approval of the Director of the programme in Policy and Development Studies)
- (ii) Masters: Includes the following modules:
 - Managing Public Policy

- Policy Evaluation
- Civil Society and Public Policy
- Research Project
- Electives (including: Sociology of Comparative Development; Information Management; and, Web-Based Information Systems).

PI-2 believes that the Public Policy Degrees that are offered at UNP complement the aims of the PPP programme in that the curriculum provides a "...broad range of genuine policy skills, together with specialisation in aspects of development. Our approach and content are geared towards policy education in South Africa, a mission we are committed to in teaching, professional education and research. A growing programme which we constantly strive to enhance".

6.3 University of the Western Cape (UWC)

UWC offers studies in Public Administration, undertaken within the School of Government which has been in operation for the past ten years. In terms of postgraduate study, the School offers a Masters in Public Administration (MPA). The rationale behind the MPA is as follows: There is a dire need to expand and transform the provision of education and training opportunities in governance, administration and public management in South Africa. While the public sector students from many fields, a substantial proportion of these individuals need professional education and training in governance, public administration and management, particularly at the postgraduate level. Whilst expanding current education and training in public administration and governance, a major transformation in the curriculum is needed to make it more relevant to the needs of the new democratic order in the country and to the changing needs of society. This requires a move away from the more traditional, academic and narrow focus on public administration, towards a broader, more professional and more dynamic focus on governance, public management and development management

(www.uwc.ac.za/academic/index/htm). The MPA is structured as follows:

- (i) Honours: The honours curriculum consists of the following core modules:

- **Research Methods**
- **Ethics in the Public Sector**
- **Issues in Local Government**
- **Organisational Analysis**
- **Public Policy Analysis and Management**
- **Public Personnel Management**
- **Public Budgeting and Management**
- **Internship in Public Management**
- **Administrative Reform**

(ii) Masters: The Masters curriculum consists of the following core modules:

- **Introduction to Governance**
- **Economic Finance and Budgeting**
- **Governance in Contemporary South Africa**
- **Theories of Public Organization**
- **Research Methods**
- **Communications and Practical Skills**
- **Comparative Approaches to Governance**
- **Gender and Development**
- **Human Resource Management**
- **Policy Analysis in Governance**

The Masters degree includes specialisation in one of the following areas:

- **Public Policy and Management**
- **Southern African Co-Operation and Development**
- **Development Policy and Planning**
- **Local Government**

PI-3 believes that PPP is beneficial to the MPA programme since part of the curriculum includes a compulsory internship component. therefore, since PPP has its own internship component, prior to the commencement of postgraduate study, it saves the School and the Department of Public Administration the time to place students. Furthermore, the greater benefit of the PPP programme, in terms of the internship, is that the bulk of students who attend the degree are already mid-career people, with the result that full-time students, without some form of working experience, feel 'lost' in the degree because they cannot contribute to the debates in the class as opposed to the experienced student who understands the policy context of issues due to work experience. The one year internship that PPP students undergo, places them in a position to understand the policy context of issues.

7. The Long-Term Sustainability of PPP

The PPP programme currently relies on funding from external donor organizations such as The Andrew Mellon Foundation and The Atlantic Philanthropies. Until such point that the PPP is no longer needed to operate, it is envisaged that the programme will be able to sustain itself. PPP have currently developed a strategy whereby it is envisaged that the programme will reach a point of self-sustainability. This excerpt, taken from the Third Annual Report to the Andrew Mellon Foundation (2002:54), explains this strategy:

7.1 Sustainability through partner commitment

“The components of PPP are ideally structured to be divided up for funding among the institutions that benefit most from each specific component. Thus, in the long term (after the next 3-5 year round of grants) both the partner universities within each PPP region and national government can begin to be expected to start taking over the financial burden of both the Winter Institutes and the internship/postgraduate components of the PPP Program.

Universities

As has been demonstrated in the United States, universities soon discover the merits of any systems or structures that provide them each year with a substantial cohort of well-qualified, well-prepared, highly motivated postgraduate students. PPP certainly offers this comparative advantage to its partner universities. Moreover, given the substantial subsidy that government provides to universities to support postgraduate students, the PPP graduate supply-chain will prove to be especially attractive in South Africa. The payback that PPP will increasingly require from its partners will then be funding of the Winter Institutes held on their respective campuses.

Government

Similarly, it is already becoming possible to demonstrate the extent to which the South African Government and other public service institutions benefit from the employment of highly trained PPP students – both in the internship year and after the completion of postgraduate study. We will therefore expect these institutions to increasingly start taking responsibility for funding of the postgraduate bursary component of the PPP Program. (This is a widely accepted standard funding model in the South African business sector). We are confident that this can happen because we know that:

- a) Government's experience in the provision of postgraduate bursaries has to date had a very mixed return; and
- b) Their support for post-internship PPP students would certainly ensure much better prospects of successful graduation and a much higher rate of return to public service of committed and well-trained public policy practitioners.”

7.2 South African business and private donor support

“Keen interest has already been expressed by significant numbers of South African businesses and private funders who – in the South African context, where contributing to community-enhancing Programs is not just a nice thing but also a legal imperative – would be interested in funding individual bursaries for students. The potential for self-sustaining funding from these quarters has not been fully explored but initial indications look promising. There is also some chance that one or more of these individuals, businesses or associated private foundations

would fund the administrative side of the Program, which would certainly make an important contribution to long-term self-sustainability” (ibid).

8. Conclusion

The PPP programme is a current example of a policy education programme that is aimed at addressing the shortage of adequately skilled public policy practitioners for the public service in South Africa. As has been addressed in detail above, the programme is a mixture of various components of policy education and training that culminates in the production of, what is envisaged to be, a new breed of ethical public policy practitioners who “...are able to listen, understand people’s needs, reflect, network and deliver sustainable programmes for transformation and development” (PPP Brochure).

The PPP approach to policy education addresses the following issues:

- Public policy training and education in a new democratic era.
- An introduction to policy education at undergraduate level of study by means of Winter Institutes.
- An interdisciplinary approach to policy training and education.
- A ‘two-pronged’ approach to policy training and education, that is, specialization in an undergraduate area of study and a specialized public policy postgraduate degree.
- Ownership of a programme that started off as a ‘donor’ project, leading to the sustainable development of the programme in South Africa.

The above issues will now be discussed in relation to the theoretical framework that was laid out in Part One of this portfolio.

PART THREE: FINAL REPORT

Policy Training for a New Democratic Dispensation

Transforming South Africa and addressing the unjust laws and policies, which had governed the country for more than three decades, has proven to be a challenging task for the ANC-led government. The new government had the grand task of transforming a typically exclusive, unjust and irrational system into a new democratic dispensation with laws and policies that reflect the principles of democracy. The beginning of transformation in any society starts with a change in the formal laws and policies by which that society is governed.

Policy-making marks only the beginning of the transformation process. The formal adoption of policies is to be followed by policy implementation and policy analysis. There has been a marked absence of competent, skilled policy practitioners to fulfil the challenging task of making the comfortable transition from apartheid to democracy. The political transfer of power did very little to appease the social and economic disparities that existed between the white minority and black majority. Although the government has made a concerted effort in the formulation of new laws and policies in the interests of all South Africans, there remains a significant gap in the effective implementation and analysis of such policies. The Public Policy Partnership (PPP) is an example of a programme that has been established as a response to a call from the South African government for the training of a new breed of policy practitioners who are going to contribute to the effective and efficient formulation, implementation and analysis of policy within the new democratic dispensation of South Africa.

This section seeks to illuminate the context within which public policy education is expected to take place in the current South African environment. This will be done using the five observations as outlined by Laswell (Bruner 1997; De Leon 1998 cited in Africanus, v30, 2000:24) in part one of this research paper, namely:

- (a) Government is widely perceived as irrelevant and/ or dangerous;
- (b) The centrality of decentralized and independent authority;

- (c) Democracy and market economy as the dominant paradigm;
- (d) Blurred boundaries of endeavour between the public, private, non-profit and citizen sectors; and,
- (e) Technology and the information revolution.

(a) Government is Widely Perceived as Irrelevant and/ or Dangerous:

As previously stated, in the past, South Africa was governed by apartheid laws and policies, which excluded the black majority from partaking in the governance and decision-making structures of the country. The apartheid regime had therefore produced a black majority who were very sceptical of government action (or inaction). The new government is therefore faced with the (remedial) task of restoring the people's faith in government. Therefore, public policy within the South African context needs to redress the injustices of the past. In doing so, government needs to target those constituents who have been hardest hit under the apartheid regime (in this case, the black majority).

(b) The Centrality of Decentralized and Independent Authority:

In accordance with global trends, the South African Constitution (Act 108, 1996) provides for the decentralization of authority between National, Provincial and Local government. This decentralization of power between the three spheres of government are characterized as being:

Distinctive: each sphere has its own unique area of operation.

Interdependent: the spheres are required to co-operate and acknowledge each other's jurisdiction.

Interrelated: there should be a system of co-operative governance and intergovernmental relations among the three spheres. (DPSA, 2003:14).

Although the constitution makes provision for the decentralization of authority across the three spheres of government, the reality of the situation is thus:

“The local government has departments that help affect government policies. However, to ensure unity of the state is maintained, municipal governmental policies and actions have to adhere to national and provincial legislation. The provincial government is required to supervise local government to ensure that essential national standards are maintained or to set a minimum standard for service delivery and economic unity”. (DPSA, 2003: 18)

The devolution of authority between spheres is therefore not a neatly sliced pie where each sphere can, in fact, operate independently. The ultimate power lies in the hands of national, and to a certain extent, provincial government. Further decentralization is most definitely needed as the CDE argue, “...although national departments decentralize policy implementation, they have not decentralized policy making itself” (Bernstein, 1999: 37).

(c) Democracy and Market Economy as the Dominant Paradigm:

It is indeed true that the post-1994 South Africa has adopted this dominant paradigm of democracy and market economy. The most visible step towards democracy in South Africa was the adoption of a sovereign Constitution in 1996. The Constitution is regarded as the supreme law of the country and any laws and/ or policies in contravention of the Constitution are not regarded as law. The Constitution is guided by democratic principles and espouses to promote a democratic South Africa. For example, chapter two of the Constitution contains an entrenched Bill of Rights, which “...is a cornerstone of democracy in South Africa. It enshrines the rights of all the people in our democratic country and affirms the democratic values of human dignity, equality and freedom” (Constitution, Act 108, 1996: 6).

The market economy side of the paradigm comes across strongly in the GEAR strategy that was announced in 1996. As has already been mentioned in Part One of this portfolio, the GEAR strategy was to be based on economic and fiscal indicators rather than development indicators. Since coming into power, the ANC’s economic policies have indicated a clear shift towards greater acceptance of the market. These were first comprehensively oriented in the original RDP which was published prior to the 1994 elections. The CDE (1994: 83) notes that:

“...the RDP itself was an expanded and popularised version of the proposals advanced by the COSATU-driven macro-economic research group MERG in 1993. These policies were modified in the RDP White Paper of September 1994, the government’s draft National Growth and Development strategy of

February 1996, and finally the Growth, Employment and Redistribution (GEAR) proposals of June 1996”.

(d) Blurred Boundaries of Endeavour between the Public, Private, Non-Profit and Citizen

Sectors:

The ANC-led government is currently faced with the problem of a backlog in terms of service delivery according to original election promises. The main reason for this is that government simply does not have the capacity (human, or otherwise) to bear the burden of backlogs from before 1994. This has resulted in a need for government to extend its working relationships to other sectors, namely the private, non-profit and citizen sectors. This has resulted in the creation of various partnerships whereby all these sectors work together to find potential solutions and to expediate service delivery. For example:

“A public-private partnership: a contract between council and an individual or a privately owned or controlled partnership, company, trust, or other for-profit legal entity.

A public-public partnership: a contract between a council and any public sector entity, including another council or a parastatal.

A public-NGO/CBO partnership: a contract between a council and a not-for-profit NGO or community based organization.’

(http://www.local.gov.za/DCD/policydocs/gp_msp/ms02.html)

In the creation of such partnerships, the government needs to be wary of placing the responsibility of service delivery into the hands of the private, NGO/CBO sectors as the government is meant to be the chief instrument of service delivery.

(e) Technology and the Information Revolution:

Keeping abreast of global trends, South Africa too is constantly advancing on the information technology front. Government departments (and the NGO sector) are increasingly making use of technology as a means of communication between departments, to relevant stakeholders and the general public. The Internet and electronic mail (email) have become an everyday utility for public servants and public policy practitioners. At the touch of a few buttons, one may relay a message to someone who will receive the message almost instantly. The Internet has made it possible to search for and collate huge amounts of information on almost any topic imaginable.

A recent trend, which has taken off in South Africa, is the development of knowledge management. Knowledge management is a cross disciplinary practice which enables organisations to improve the way they create, adopt, validate, diffuse, store and use knowledge in order to attain their goals faster and more affectively (Department of Communications Brochure).

In the case of South Africa, many public officials who hold relatively high positions in government are either not computer literate at all, or they only possess very basic computer skills. This is very problematic as often outside consultants are hired to do the job and there is a danger in this in that consultants usually come in as outsiders, get the job done and leave. Furthermore, in South Africa, in terms of relying on technology to communicate with and convey information to the public, a danger exists in that a vast majority of the people whom the government purport to serve, either do not have access to such services and/ or are not even literate at all, never mind computer literate. In dealing with the public therefore, practitioners need to bear this in mind and find other useful means of communication, besides computer technology.

Given the above context within which policy education is expected to take place in post-apartheid South Africa, it becomes clear that there is a dire need for competent public policy practitioners at all levels of government (national, provincial and local) and across a variety of sectors (economics, finance, administration, health, education, etc.) It becomes evident that the new breed of policy practitioners need to be equipped with a unique 'tool-kit' of skills which may be applied at different levels of government and across different sectors. A few issues arise

out of this. Using the findings from the case study on the PPP, the sections that follow will address the following issues:

- Who is the student of public policy?
- An interdisciplinary approach to public policy education.
- Skills and competencies acquired through the PPP programme.

The Student of Public Policy

What kind of student is attracted to the study of public policy? Is it students from a particular background? Is it students with particular career aims and/ or goals? Findings from the research that was carried out assists in answering these questions. First of all, in terms of background, it was found that the majority of the students had matriculated from previously disadvantaged schools, followed by thirty-two percent who had attended model C schools. This indicates that the majority of the students are students whom themselves have come from a disadvantaged background and for some reason or the other, want to pursue a career in the public service. The list of reasons may be endless. However as an insider to the programme, what does come across strongly is that the students that do apply, and eventually get accepted, to the PPP programme are students who want to make a difference in society and 'serve the community' as such. It is for this reason that the personal statement, which the student is required to write as part of their application package, is given significant weight in terms of being accepted onto the programme.

Secondly, the research indicated that the vast majority of PPP fellows had participated in a variety of community activities and/ or projects even before their involvement in the PPP programme. Students had been involved in projects and organisations ranging from political, to sports, recreation, music and academic. This indicates that the student of public policy tends to be someone that has a desire to contribute towards the betterment of society. There is a drive within that person to get involved volunteer projects and/ or organisations that seek to improve, promote and work towards a more viable society. The same may be said in terms of previous exposure to public policy and/ or public policy issues. The findings here indicate that the student has made a conscious effort on their part to expose themselves to such issues, be it through family, friends, reading the newspaper or through involvement in community projects and/ or organisations.

Thirdly, the career goal of the public policy student is a useful indicator as to the kind of student that is attracted to the study of public policy. The various categories of careers, ranging from politics, to commerce, to health, to development, all indicate a desire, on the part of the student, to contribute towards an improved, more efficient and effective society. For example, a public policy practitioner in the health sector could contribute in terms of policies related to free basic health-care and/ or access to antiretroviral therapy (ARV) for HIV/ AIDS patients.

What arises from the findings of the research, therefore, is that it is a particular kind of student who is attracted to the study of public policy. In general, it is the student who himself/ herself have grown up in adverse circumstances, and in a few exceptional cases, the student who is concerned about the social injustices of society and who want to make a conscious contribution towards the upliftment of society and a more efficient and effective functioning of the state.

An Inter-disciplinary Approach to Public Policy Education

As has been stated earlier in this portfolio, the study of public policy is inter-disciplinary as policy practitioners are needed within the different sectors of government. One possibility to achieve an inter-disciplinary context would be to set up schools/ centres for policy education whereby a general policy curriculum is offered with specializations in various disciplines. This does seem like a viable possibility, however cumbersome in terms of logistics and financial resources. For example, one would need to get an array of teaching staff, under the same roof, to teach on the various disciplines, which vary from health, to law, engineering, biochemistry, politics, psychology, etc. Furthermore, one would need to set up such a school/ centre so that the teaching of the specializations does not clash with the teaching of the general policy curriculum. Therefore, whilst this is a viable option, it would be a very involved process, especially in the case of South Africa where public policy education is a relatively new field of study, and not many schools/ centres of public policy have been established.

The way in which the PPP programme has dealt with the inter-disciplinary approach to public policy education is by accepting students from disciplines who are already in their penultimate year of study in their undergraduate university degrees. This approach has its merits: Firstly, it combats the human resource problem as PPP do not need to go out and look for the teaching staff to teach in the different disciplines. The university is an

established institution in its own right and staff are already in place to teach applicable courses, teaching staff who are themselves experts.

Secondly, it eases the financial burden of having to hire and pay different staff members to teach across the different disciplines. It also saves on costs that are incurred as a result of organizational logistics.

Thirdly, the student is able to pursue his/ her university (undergraduate) degree without any interruptions- the student is not expected to make any exceptions, or meet any special requirements, besides graduating in the required time and with marks sufficient enough to be accepted into postgraduate study.

The way in which the PPP programme has been structured, makes it possible for a student to continue with the normal course of their university degree and area of specialization (major subjects); yet, at the same time, during the winter institutes, gain an introduction to the study of public policy and related subjects.

The PPP programme goes two steps further: Firstly, they provide students with a work internship experience for one year. Practical exposure, in any field of work, is very important. This is where the issue of partnership is important, partnership of this kind provides a crucial link between the academic/ intellectual world and the practical world. The universities provide a solid academic grounding and the internship provides the practical skills that are needed in the work place. This way the student is equipped with knowledge as well as hands-on experience.

Secondly, in an attempt to continue and solidify the introductory (public policy) winter institutes, all PPP students are required to pursue postgraduate study in public policy. Here again the issue of partnership is crucial as each partner university provides expert tuition in public policy at postgraduate level. Although the postgraduate curriculum at each partner university differs in terms of structure and content, the common theme of the study of public policy and the required competencies thereof, are evident in all four curricula.

To sum up therefore, the way in which the PPP programme has been structured enables, primarily through partnership, an inter-disciplinary and practical approach to public policy education in the following ways:

- (i) Specialized undergraduate university degree in any discipline;
- (ii) An internship work experience in government/ NGO; and,
- (iii) A specialized postgraduate degree in public policy.

Skills and Competencies Acquired through the Public Policy Partnership Programme

It has already been established in Part One that the following skills and competencies are necessary for the student of public policy to acquire in order to become a competent public policy practitioner:

- Effective communication skills;
- Organizational skills;
- Information management skills; and,
- The skill of recognising values.

A close look at the Winter Institute calendars (appendix 8) from both provinces indicates that there is a conscious effort by the PPP programme to equip students with the above skills. The courses that aim to impart such skills are the: Oral and Written Communications; Basic Quantitative Methods/ Statistics; and, Ethics.

In terms of equipping students with organizational skills, the findings from Part Two indicate that during the Winter Institutes students are required to mostly work in groups. By providing group work, students are required to deal with the dynamics that arise out of dealing with people within a group situation. Through such interaction, students therefore are forced to deal with problems as they arise. For example, they need to learn how to deal with conflicting viewpoints, mediation, how to lead within a group, how to listen within a group, etc. Providing group work is a good way of preparing students for when they will be in a work environment and will need to interact in group situations. Perhaps, to go one step further, PPP should include a formal session/s on organizational skills so that students are aware of the dynamics that are involved in group work, instead of relying purely on a trial-and-error basis of acquisition.

Furthermore, in terms of the broad themes that public policy education is based on (as outlined in part one), namely: governance, public finance, public administration and the public policy process, the PPP does provide for an introduction to these in the Winter Institutes. However, these four themes, being the 'cornerstone' of public policy education, form the foundation of the postgraduate curricula as offered by the four partner universities. Once again the benefits of partnership are realized as the PPP, in terms of the Institutes, provide an introduction to primary competencies and skills, while the universities are responsible for the core education of public policy in essence.

A further step in relation to the acquisition of skills and competencies on the PPP programme is the public service internship component. The internship that students undergo enables the student to experience, first-hand, the work environment and the challenges that are faced on a daily basis. During the internship year the student is able to put into practice the theory that has been obtained from their undergraduate degrees and the Winter Institutes. In addition to this, once the student returns for postgraduate study, having being exposed to the practical work environment is an advantage in the sense that the student is better able to link the theoretical to the practical and vice versa. The internship therefore serves as a bridge between the working world and the academic world, both of which are imperative to the training of public policy practitioners.

The internship component is but one part that makes up the whole of the PPP programme. The other components include two Winter Institutes, postgraduate study and employment in the public sector for four years. Participation in the entire programme amounts to nine years. The PPP is evidently a long-term intervention in terms of policy education and training.

PPP: A Long-Term Intervention

It is clear that the PPP is aimed at the long-term training of public policy practitioners. The results of the PPP programme will only be able to be evaluated and assessed in a few years time once the first couple of cohorts of students have gained employment in the public sector. The long-term approach that PPP has opted to adopt has both its advantages and disadvantages. Firstly, in terms of advantages, the way in which the programme has been structured allows for the thorough (practical) training and (theoretical) education of public policy practitioners. Too

often, practitioners gain employment directly after completing their tertiary education, with no experience at all. In such cases, people are expected to learn by trial and error, and/ or short-term training programmes in the work place are provided. Furthermore, most practitioners enter the employment field with specialised degrees, for example, Economics, Politics, Health, Education, etc. However, very few graduates enter the job market with a specialised degree in public policy. The PPP programme has been structured to cover the area of expertise of the student (provided for in the undergraduate degree) as well as a specialised degree in public policy. This way, by the time the student does enter the public sector, s/he is already equipped with the necessary skills, competencies and knowledge in both their area of expertise as well as the area of public policy. It is imperative that a public policy practitioner has both.

The obvious disadvantage that the long-term approach has is that one cannot gain immediate results. The public sector is a dynamic environment that is currently in need of adequately trained public policy practitioners. Given the fact that the PPP programme only started in 2000, the results of this intervention will only be assessed a few years down the line. In the meantime the only significant contribution that PPP can make is by providing government departments with graduate interns who have, at least, a specialised undergraduate degree and an introductory knowledge of public policy, which they have gained from the Winter Institutes. This in itself is a somewhat limited contribution as, by this stage, the student is still on a learning curve and therefore cannot contribute as effectively as they would once they have completed the entire programme.

Being a long-term intervention, the PPP programme needs to be structured so that it is able to function over a long period of time. This involves attaining and maintaining administrative and financial resources that will ensure the long-term sustainability of the programme.

The Sustainability of the Public Policy Partnership Programme

The PPP programme may be classified as a donor policy education programme in that the programme was originally developed, administered and funded by American organizations. As stated earlier in this portfolio, it is important to create recipient participation and, in doing so, create the sustainable development of a programme. With donor education programmes, such as

the PPP, it is important to develop a strategy/ approach that will assist with the process of donor facilitation, recipient participation and the sustainable development of the programme. The case study clearly indicates that the PPP has clearly defined steps towards creating a sustainable programme.

From the inception of the programme, it was made clear that the vision for the programme was that although the original development, administration and funding of the programme was in the hands of the Woodrow Wilson National Fellowship Foundation (WWNFF) and the Andrew Mellon Foundation, eventually the programme would become South African owned. What this means is that it is envisioned that the PPP will become a self-sustaining South African programme.

Crucial to attaining such status are the original intentions of the development donors, in this case, primarily the WWNFF. Wright (cited in Grindle, 1997: 370) identifies two types of development donors/ volunteers:

- (i) "Project Orientation" volunteers- identify the needs of host communities and mobilize resources to meet these needs.
- (ii) "Human Development" volunteers- work with the hosts to help them identify and solve their own problems.

The human development volunteer model promotes participation by the host community. This is likely to impact positively in terms of ownership and commitment on the part of the developing community.

Central to the aspect of participation, as outlined by Wright (ibid) is that "popular participation". This refers to getting the intended beneficiaries involved in the planning, preparation and implementation of the programme. Crucial to this aspect is getting government involved in the process in order to contribute to the sustainability of the programmes.

The PPP clearly falls into the human development orientation volunteer category as from the outset, although headed by an American Director, the PPP got South Africa involved in the process. This was done by the appointment of senior (South African) Advisors in both provinces; South African Faculty advisors at each partner university; an Institute Co-

Ordinator (South African) on each campus; and hiring teaching staff from the four participating universities.

A further step towards incorporating popular participation in the PPP is the inclusion of government in the internship stage of the programme. By sending PPP interns into government, government is made aware of the important contribution that such a programme is making towards the efficient and effective functioning of government in South Africa. This way the programme will gain the support of government as they begin to realize the high calibre of policy practitioners that they will begin to receive once the students are required to work their four years of public service in a government department/ approved NGO.

A further step towards gaining of the programme was the appointment of a South African Director in August 2002. The programme is now headed by a South African and the full management team, that is, Advisors, Internship Director, Office Manager and Institute Co-ordinators are all South African.

Furthermore, at the beginning of 2003 the PPPP was registered as a Section 21 (not-for-profit) company. Now the programme is a South African entity and is accordingly totally in the hands of this newly formed company, it is their responsibility to obtain and secure funding for the programme on a continuous and ongoing basis. This will remain a constant challenge to the PPP management in terms of sustainable development of the programme. However, it has been outlined in Part Two that the PPP management have a process in place whereby they envisage securing funding from participating partners, namely: the universities, government and South African business and private donor support.

It is evident that the PPP is rapidly becoming a South African owned programme with less intervention from the original American founders. As all of the management and staff are South African and as government begin to play a crucial role in the partnership, the programme is clearly on its way to attaining a sustainable status. However, the programme will constantly face the challenge of sufficient funding, unless a concrete commitment in terms of funding is obtained from all partners on an ongoing basis. Thus, in terms of administrative sustainability, the PPP is clearly a South African owned programme.

However, with regards to financial sustainability, although the mechanisms seem to be in place, a lot more work needs to be done in this area.

Conclusion

This portfolio has sought to address the issue of appropriate policy education within the South African context. In doing so, a theoretical framework has been laid down which highlighted some observations and concerns that the state in the current (global) environment is confronted with. These observations and concerns come across as challenges. The current global environment is very dynamic in nature and calls for a new breed of policy practitioners who are able to deal with these challenges accordingly. In an attempt to deal with arising challenges, public policy as an academic field of study has developed considerably over the past two decades. The study of public policy has its roots in the study of public administration. Breaking away from the traditional schools and centres of public administration, public policy has evolved as a field of study in its own right. In doing so, the student of public policy needs to be equipped with relevant skills and competencies that are envisaged as crucial to addressing the challenges that the current global state is faced with.

South Africa is not exempt from this global state. On the contrary, South Africa's move away from apartheid policies to a democratic state with a sovereign Constitution, makes it vulnerable to the challenges as faced by other states in the global environment. Public policy training and education in post 1994 South Africa therefore needs to play a remedial and transformation role in terms of correcting the wrongs of the (apartheid) past. Policy training and education in South Africa furthermore needs to keep abreast of global trends in that there are certain universal skills that potential policy practitioners need to be equipped with. Hence the American intervention with the PPP programme. The Woodrow Wilson National Fellowship foundation used its expertise in the foundation of a public policy training and education programme that is envisioned to train South African over a five-year period for employment within the public sector of the country. In doing so, it is the aim of the PPP programme to produce a calibre of policy practitioners that will contribute to the efficient and effective functioning of the new, democratic South African state.

The PPP is a long-term intervention. The founders of the PPP programme purport that it is a unique tool-kit of skills that policy students need to acquire, and any meaningful acquisition of such skills is only properly attained over a long, structured period. In its extended structure, the PPP is comprised of various components, each fulfilling its own unique role in the creation of the final product of “...change agents with passion, integrity and commitment” (PPP Brochure).

As the PPP has developed into a fully-fledged section 21 Company, it is faced with the critical task of sustainable development of the programme. In terms of administration this has clearly been achieved. However, in terms of long-term financial sustainability, this remains a challenge for the PPP management until such time that they have mechanisms (through partner commitment) securely and formally in place that will ensure the financial sustainability of the programme.

The PPP is a unique approach to policy training and education in South Africa. It is set apart from the average schools and centres of public policy education that are a part of universities in South Africa. What makes the programme distinct is that it draws on its core principle of partnership to put together a policy training and education programme that is: interdisciplinary, allows the student to pursue an area of undergraduate specialization, provides for a work internship in the public sector and provides for postgraduate specialization in the study of public policy. All of the above components of the PPP programme have been made possible through the core principle of partnership, which has allowed for the breakdown of barriers between institutions. It has allowed for the breakdown of barriers in two important ways: (i) the breakdown of barriers between ‘historically disadvantaged’ and ‘advantaged’ tertiary institutions; and (ii) the breakdown of barriers between tertiary institutions and public sector organizations and/ or departments. Partnership of this nature is crucial in terms of working towards an improved, efficient and effective public service.

In conclusion, therefore, one can say that, in principle, the PPP programme is a model policy training and education programme in the current South African context. It is unfortunate, however, that given the nature of the structure of the programme; it is a long-term intervention whose results can only be assessed a few years down the line. In a positive light, it is hoped that the results will be well worth the wait.

Appendices

Appendix 1: Questionnaire, PPP National Programme Director

I am doing a study on appropriate policy education in the South African context, using the Public Policy Partnership as a case study. I am therefore interviewing the various role-players in the programme. Please note that you are not required to submit your name at any stage of the questionnaire, your responses will therefore be kept anonymous and confidential. Also, please note that I require honest answers to all the questions and that your responses will have no bearing on your participation in PPP, or affect your career in any way.

1. Demographic Details

Age	18-25		26-35		36 & over		
Gender	Female		Male				
Race	African		Coloured		Indian		White
Nationality	South African		Permanent Resident		Other		
University	UNP		UDW		UCT		UWC

2. General

2.1 What was your previous job before being appointed as National Director for the Public Policy Partnership (PP)?

2.2 What is your job description as National Programme Director of PPP?

3. The Future Of PPP:

3.1 Do you see yourself adding anything new to the original PPP vision and/ or goal?

Please explain.

3.2 What, if any, are the:

(a) short-term plans for the programme;

(b) long-term plans for the programme.

Thank You for Your Time!



Appendix 2: Questionnaire, PPP Programme Consultant

I am doing a study on appropriate policy education in the South African context, using the Public Policy Partnership as a case study. I am therefore interviewing the various role-players in the programme. Please note that you are not required to submit your name at any stage of the questionnaire, your responses will therefore be kept anonymous and confidential. Also, please note that I require honest answers to all the questions and that your responses will have no bearing on your participation in PPP, or affect your career in any way.

4. Demographic Details (please place an asterix in the appropriate box)

Age	18-25		26-35		36 & over	
Gender	Female		Male			
Race	African		Coloured		Indian	White
Nationality	South African		Permanent Resident		Other	
University	UNP		UDW		UCT	UWC

5. General

5.1 What was your previous position with the Public Policy Partnership (PPP) programme?

5.2 Could you please give a job description of this position?

5.3 What position do you currently hold with PPP?

5.4 Could you please give a job description of this position?

3.2 Did you carry out any preliminary studies and/ or research?

If so, what did these studies reveal?

6. Background to the PPP Programme:

6.1 Why PPP? Please explain.

7. The PPP Model of Policy Education:

7.1 Please describe, in detail, the PPP model of policy education, that is, the different components, etc.

7.2 The PPP model of policy education is aimed at long-term policy education, why did you opt for long-term as opposed to short-term education?

8. Partners to the PPP Programme:

5.1 The PPP is a partnership. Who are the various partners to the PPP programme? Please explain the:

5.1 Role of each partner.

5.2 What, if any, were the criteria used to select these partners?

5.3 Do you believe that this partnership has what it takes to carry out the aims of the PPP programme? Please explain.

9. Mentoring:

9.1 Does PPP have a mentoring mechanism in place for students to assist them through the duration of their participation in the programme?

10. Capacity Building

10.1 How do you relate public policy to work in the public service? Please explain.

10.2 As a public policy programme, how do you envisage that the PPPP programme will contribute to capacity building in the public service?

10.3 In terms of PPP as a partnership, will the various partners benefit in terms of capacity building? Please specify.

11. PPP Administration:

11.1 Could you please explain the administration structure of the PPP programme? In doing so, please briefly explain the function of the various role-players.

12. Current Status of the Programme:

12.1 Since the inception of PPP, what is the current status of the programme, that is, to date how many cohorts have participated, at what point of the programme is each cohort, etc.

12.2 At this point, can you say that PPP is safely on its way to achieving its original goals and objectives?

13. Sustainability:

13.1 How long do you envisage the PPP programme to be in existence?

13.2 Do you have any mechanisms in place that will make PPP a sustainable programme? Please explain fully.

Thank You for Your Time!



Appendix 3: Questionnaire, PPP Internship Director

I am doing a study on appropriate policy education in the South African context, using the Public Policy Partnership as a case study. I am therefore interviewing the various role-players in the programme. Please note that you are not required to submit your name at any stage of the questionnaire, your responses will therefore be kept anonymous. Also, please note that I require honest answers to all the questions and that your responses will have no bearing on your participation in PPP, or affect your career in any way.

14. Demographic Details

Age	18-25		26-35		36 & over		
Gender	Female		Male				
Race	African		Coloured		Indian		White
Nationality	South African		Permanent Resident		Other		
University	UNP		UDW		UCT		UWC

15. General

- 15.1 What was your previous employment before being appointed as Internship Director for the Public Policy Partnership (PPP)?
- 15.2 Could you please give a job description of your position as Internship Director?
- 15.3 What are the major challenges that you face as Internship Director?

16. The PPP internship:

16.1 How long is the internship?

16.2 What are the objectives of the internship and how does it link to the rest of the programme?

16.3 How does the PPP select the host organizations? Please specify, if any, the criteria that you use to select host organizations.

16.4 Does PPP enter into any sort of contract/ agreement with the host organizations? Please explain.

16.5 What is the nature of the internship, that is, what kind of work are the students expected to be engaged in?

16.6 In what way, if any, does the host organization gain from the internship?

16.7 Does an insider manage the individual internships within the various organizations? Please explain.

16.8 Do you have a system in place whereby the internship is monitored throughout the course of the year? Please explain.

16.9 Do you have an evaluation system in place? Please explain.

16.10 From your personal point of view, how important do you think the internship year is as part of the PPP programme? Please explain.

Thank You for Your Time!



Appendix 4: Questionnaire, PPP, Cohort One

I am doing a study on appropriate policy education in the South African context, using the Public Policy Partnership as a case study. I am therefore interviewing the various role-players in the programme. Please note that you are not required to submit your name at any stage of the questionnaire, your responses will therefore be kept anonymous and confidential. Also, please note that I require honest answers to all the questions and that your responses will have no bearing on your participation in PPP, or affect your career in any way.

17. Demographic Details

Age	18-25		26-35		36 & over		
Gender	Female		Male				
Race	African		Coloured		Indian		White
Nationality	South African		Permanent Resident		Other		
University	UNP		UDW		UCT		UWC

18. General

18.1 Where are you from?

18.2 How many members in your immediate family?

18.3 (a) Which high school did you attend?

(b) Was this a model C, private or historically disadvantaged school?

18.4 How did you finance your studies (self, parents, financial aid, bursary, scholarship, etc.)?

18.5 Prior to your involvement in the Public Policy Partnership (PPP), have you ever been involved in community activities and/ projects? Please explain.

18.6 Prior to your involvement in the PPP, had you ever been exposed to public policy and/ or public policy-related issues?

18.7 What was your career goal in life prior to your participation in the PPP?

18.8 Having been through two winter institutes and an internship year, what is your current career goal in life?

18.9 How has your involvement in the PPP shaped your current career choice?

18.10 Do you think your career choice is likely to change once you have completed the post-graduate component of the programme? Please explain.

19. Winter Institute One:

19.1 What were your expectations before the institute?

19.2 To what degree were these expectations met? Please explain

- 19.3 Were you familiar with the courses that were taught, that is, was this your first encounter with some, or all of the course, or had you encountered one or more courses in the normal course of your university degree? Please explain
- 19.4 Did you cope with the course load?
- 19.5 Were you satisfied with the course content? Please explain.
- 19.6 Were you comfortable with the teaching style of the courses? Please explain.
- 19.7 For the most part, were you required to work as an individual or in groups?
- 19.8 Which were you most comfortable with, working individually, or working as a group? Please motivate your answer.
- 19.9 Did the winter institute courses assist you in any way with the any of your courses in your university degree. Please explain.
- 3.10 What did you think about the other activities (that is, shadowing, overnight trip, lunch-time speakers, prison trip and the legislature trip) that were part of the institute?
- 19.10 Do you think that these activities are a necessary component of the institute? Please explain.

20. Winter Institute Two:

20.1 What were your expectations before the institute?

20.2 To what extent were your expectations met?

20.3 Were you satisfied with the course load? Please explain.

20.4 Did you feel that institute one adequately prepared you for the advanced institute?

20.5 Did you cope with the course load? Please explain.

20.6 Were you able to make a link between the courses that were offered in institute one and two?

20.7 For the most part of the courses, were you required to work individually, or as a group?

20.8 Did you find the internship primer course useful? Please explain.

20.9 After institute two, did you feel positive that you wanted to continue with the internship and post-graduate components of the programme? Please explain.

21. Your Internship:

21.1 At which institution did you serve your internship?

21.2 What was the nature of your job during the internship year?

21.3 Was this your first experience in a work environment?

21.4 What were you hoping to gain out of the internship? Please explain.

21.5 Looking back at your internship year, do you think that you have managed to achieved this?

21.6 Were you required to write a report at any point of your internship? Please explain.

21.7 Did you have a mentor/ manager in the organization?

21.8 If so, what role did such a mentor/ manager play during your internship? Please explain.

21.9 Having been through the internship, do you think that it is a necessary component of the PPP programme? Please motivate your answer fully.

Thank You for Your Time!



Appendix 5: Questionnaire, PPP Cohort Two

I am doing a study on appropriate policy education in the South African context, using the Public Policy Partnership as a case study. I am therefore interviewing the various role-players in the programme. Please note that you are not required to submit your name at any stage of the questionnaire, your responses will therefore be kept anonymous and confidential. Also, please note that I require honest answers to all the questions and that your responses will have no bearing on your participation in PPP, or affect your career in any way.

22. Demographic Details

Age	18-25		26-35		36 & over		
Gender	Female		Male				
Race	African		Coloured		Indian		White
Nationality	South African		Permanent Resident		Other		
University	UNP		UDW		UCT		UWC

23. General

23.1 Where are you from?

23.2 How many members in your immediate family?

23.3 (a) Which high school did you attend?

(b) Was this a model C, private or historically disadvantaged school?

23.4 How did you finance your studies (self, parents, financial aid, bursary, scholarship, etc.)?

23.5 Prior to your involvement in the Public Policy Partnership (PPP), have you ever been involved in community activities and/ projects? Please explain.

23.6 Prior to your involvement in the PPP, had you ever been exposed to public policy and/ or public policy-related issues?

23.7 What was your career goal in life prior to your participation in the PPP?

23.8 Having been through two winter institutes and presently undergoing an internship year, what is your current career goal in life?

23.9 How has your involvement in the PPP shaped your current career choice?

2.10 Do you think your career choice is likely to change once you have completed the internship

and post-graduate component of the programme? Please explain.

24. Winter Institute One:

24.1 What were your expectations before the institute?

- 24.2 To what degree were these expectations met? Please explain
- 24.3 Were you familiar with the courses that were taught, that is, was this your first encounter with some, or all of the courses, or had you encountered one or more courses in the normal course of your university degree? Please explain.
- 24.4 Did you cope with the course load?
- 24.5 Were you satisfied with the course content? Please explain.
- 24.6 Were you comfortable with the teaching style of the courses? Please explain.
- 24.7 For the most part, were you required to work as an individual or in groups?
- 24.8 Which were you most comfortable with, working individually, or working as a group? Please motivate your answer.
- 24.9 Did the winter institute courses assist you in any way with the any of your courses in your university degree? Please explain.
- 3.10 What did you think about the other activities (that is, shadowing, overnight trip, lunch-time speakers, prison trip and the legislature trip) that were part of the institute?

**24.10 Do you think that these activities are a necessary component of the institute?
Please explain.**

25. Winter Institute Two:

25.1 What were your expectations before the institute?

25.2 To what extent were your expectations met?

25.3 Were you satisfied with the course load? Please explain.

25.4 Did you feel that institute one adequately prepared you for the advanced institute?

25.5 Did you cope with the course load? Please explain.

25.6 Were you able to make a link between the courses that were offered in institute one and two?

25.7 For the most part of the courses, were you required to work individually, or as a group?

25.8 Did you find the internship primer course useful? Please explain.

25.9 After institute two, did you feel positive that you wanted to continue with the internship and post-graduate components of the programme? Please explain.

Thank You for your Time! 😊

Appendix 6: Questionnaire, PPP Cohort Three

I am doing a study on appropriate policy education in the South African context, using the Public Policy Partnership as a case study. I am therefore interviewing the various role-players in the programme. Please note that you are not required to submit your name at any stage of the questionnaire, your responses will therefore be kept anonymous. Also, please note that I require honest answers to all the questions and that your responses will have no bearing on your participation in PPP, or affect your career in any way.

26. Demographic Details

Age	18-25		26-35		36 & over		
Gender	Female		Male				
Race	African		Coloured		Indian		White
Nationality	South African		Permanent Resident		Other		
University	UNP		UDW		UCT		UWC

27. General

27.1 Where are you from?

27.2 How many members in your immediate family?

27.3 (a) Which high school did you attend?

(b) Was this a model C, private or historically disadvantaged school?

27.4 How did you finance your studies (self, parents, financial aid, bursary, scholarship, etc.)?

27.5 Prior to your involvement in the Public Policy Partnership (PPP), have you ever been involved in community activities and/ projects? Please explain.

27.6 Prior to your involvement in the PPP, had you ever been exposed to public policy and/ or public policy-related issues?

27.7 What was your career goal in life prior to your participation in the PPP?

27.8 How has your involvement in the PPP shaped your current career choice?

2.10 Do you think your career choice is likely to change once you have completed the second winter institute, internship and post-graduate component of the programme? Please explain.

28. Winter Institute One:

28.1 What were your expectations before the institute?

28.2 To what degree were these expectations met? Please explain

- 28.3 Were you familiar with the courses that were taught, that is, was this your first encounter with some, or all of the course, or had you encountered one or more courses in the normal course of your university degree? Please explain
- 28.4 Did you cope with the course load?
- 28.5 Were you satisfied with the course content? Please explain.
- 28.6 Were you comfortable with the teaching style of the courses? Please explain.
- 28.7 For the most part, were you required to work as an individual or in groups?
- 28.8 Which were you most comfortable with, working individually, or working as a group? Please motivate your answer.
- 28.9 Did the winter institute courses assist you in any way with the any of your courses in your university degree? Please explain.
- 3.10 What did you think about the other activities (that is, shadowing, overnight trip, lunchtime speakers, prison trip and the legislature trip) that were part of the institute?
- 28.10 Do you think that these activities are a necessary component of the institute? Please explain.

28.11 Having being through institute one, are you positive that you would like to continue with the rest of the PPP programme?

Thank You for your Time!



Appendix 7: Questionnaire, Postgraduate Course Convenors

I am doing a study on appropriate policy education in the South African context, using the Public Policy Partnership as a case study. I am therefore interviewing the various role-players in the programme. Please note that you are not required to submit your name at any stage of the questionnaire, your responses will therefore be kept anonymous and confidential. Also, please note that I require honest answers to all the questions and that your responses will have no bearing on your participation in PPP, or affect your career in any way.

29. Demographic Details

Age	18-25		26-35		36 & over		
Gender	Female		Male				
Race	African		Coloured		Indian		White
Nationality	South African		Permanent Resident		Other		
University	UNP		UDW		UCT		UWC

30. General

30.1 Does the University at which you work have a centre or unit for policy studies?

30.2 If so, how long has this centre or unit been in operation?

30.3 What kind of jobs will policy graduates be able to get?

31. Post-graduate Programme:

The PPP has gone into a partnership with your university, one of the core components being that students carry out an honours and masters degree in public policy at either one of the partner universities.

31.1 What degrees and/ programmes (post-graduate and undergraduate) are offered by the centre? Please explain.

31.2 Could you please give a breakdown of: (a) the Honours curriculum;
(b) the Masters curriculum.

31.3 What is the duration of: (a) the Honours degree;
(b) the Masters degree.

31.4 You are obviously aware of the aims of the PPP programme, do you think that your curriculum fits
in with the aims of the PPP programme? Please explain.

Thank You for Your Time!



Appendix 8: Winter Institute Calendar of Events- KwaZulu Natal.

Saturday, 28th	Sunday, 29th	Monday, 30th	Tuesday, 1st	Wednesday, 2nd	Thursday, 3rd	Friday, 4th	Saturday, 5th
Registration		Public Policy (08:00-10:00)	Oral & Written Presentation Skills (09:00- 12:00)	Shadowing of Public Service Mentors (8:30- 11:30)	Oral & Written Presentation Skills (09:00- 12:00)	Public Policy (09:00- 11:00)	Overnight Trip (Valley Trust)
		Registration Cards-RMS (10:15- 11:15)					
Opening Orientation (15:00)	Campus Tour, Ice-Breaker, Braai-Mentors	Ethics (11:30- 13:30)		Careers Development Workshop (12:00- 13:30)		Guidance Consultations (11:30- 13:00)	
					Lunch Speaker- 12:15	Staff Meeting- (12:30)	
			Ethics (13:30- 15:30)	Careers Development Workshop (14:30- 16:00)	Public Policy (14:00- 16:00)	Ethics (14:00-16:00)	
		Basic Quantitative Methods (15:00- 16:00)	Basic Quantitative Methods (15:45- 16:45)	Basic Quantitative Methods (16:15- 17:15)	Basic Quantitative Methods (16:15- 17:15)		
		Basic Quantitative Methods Tutorial (16:15- 17:45)	Basic Quantitative Methods Tutorial (17:00- 18:30)	Basic Quantitative Methods Tutorial (17:30- 19:00)	Basic Quantitative Methods Tutorial (17:30- 19:00)	Gender, Race, Class W/Shop (16:15- 18:45)	
	Sunday, 6th	Monday, 7th	Tuesday, 8th	Wednesday, 9th	Thursday, 10th	Friday, 11th	Saturday, 12th
		Public Policy (09h00- 11h00)	Oral & Written Presentation Skills (09:00- 12:00)	Day Trip (Prison)	Oral & Written Presentation Skills (09:00- 12:00)	Ethics (09:00- 11:00)	
		Ethics (11h15- 13h15)			Lunch Speaker- 12:15	Guidance Consultations (11:30- 13:00)	
						Staff Meeting- (12:30)	
		Guidance Consultations (14:00- 15:30)	Ethics (13:30- 15:30)	Public Policy (14:00- 16:00)	Public Policy (14:00- 16:00)		
		Basic Quantitative Methods (16:00- 17:00)	Basic Quantitative Methods (15:45- 16:45)	Basic Quantitative Methods (16:15- 17:15)	Basic Quantitative Methods (16:15- 17:15)	Public Policy (14:00- 16:00)	
		Basic Quantitative Methods Tutorial (17:15- 18:45)	Basic Quantitative Methods Tutorial (17:00- 18:30)	Basic Quantitative Methods Tutorial (17:30- 19:00)	Basic Quantitative Methods Tutorial (17:30- 19:00)	Gender, Race, Class W/Shop (16:15- 18:45)	
	Sunday, 13th	Monday, 14th	Tuesday, 15th	Wednesday, 16th	Thursday, 17th	Friday, 18th	Saturday, 19th
		Oral & Written Presentation Skills (09:00- 12:00)	Oral & Written Presentation Skills (09:00- 12:00)	Day Trip (09:00- 12:00) (Provincial Legislature)	Public Policy (09:00- 11:00)	Joint Academic Project Preparation (9:00-11:00am)	Closing Ceremony- UNP (10:00 - 12:00)
				Staff Meeting- (12:30)	Lunch Speaker- 12:15	Joint Academic Project (11:30-13:30)	Student Check-Out- UNP
		Ethics (13:30- 15:30)	Ethics (13:30- 15:30)	Public Policy (13:30- 15:30)	Ethics (14:00-16:00)		
		Basic Quantitative Methods (16:00- 17:00)	Basic Quantitative Methods (16:00- 17:00)	Basic Quantitative Methods (16:00- 17:00)	Basic Quantitative Methods (16:15- 17:15)	Staff/Student Evaluations (14:30-16:30)	Closing Ceremony- UDW (13:30 - 15:30)
		Basic Quantitative Methods Tutorial (17:15- 18:45)	Basic Quantitative Methods Tutorial (17:15- 18:45)	Basic Quantitative Methods Tutorial (17:15- 18:45)	Basic Quantitative Methods Tutorial (17:30- 19:00)		Student Check-Out- UDW

Saturday, 28th	Sunday, 29th	Monday, 30th	Tuesday, 1st	Wednesday, 2nd	Thursday, 3rd	Friday, 4th	Saturday, 5th
Registration & meeting with students	Opening Orientation	Economics for Public Service 9am-11am	X	Advanced Public Policy 9am-11am	Economics for Public Service 9 am-11am	Internship Primer: Intro. Session [Shamina/Carol/Adrian] 9am-11am	Day Trip
Campus Tour & Braai	Divan Mbeki Centre Conference, Rm3	statistics 11:30am-12:30pm	statistics 11:30am-12:30pm	statistics 11:30am-12:30pm	statistics 11:30am-12:30pm	statistics 11:30am-12:30pm	
	15h00			Staff Meeting	LUNCH SPEAKER		
		LUNCH - 13h00	LUNCH - 13h00	LUNCH 13h00	13h00 - 13h30	LUNCH - 13h00	
		Advanced Public Policy 14h00-16h00	Advanced Public Policy 14h00-16h00	Guidance Counselling w/shop 14h00-17h00	X	Economics for Public Service 14h00-16h00	
		Stats Tut 16h15-17h15	Stats Tut 16h15-17h15	Stats Tut 17h30-18h30	Stats Tut 16h40-17h40		
	Sunday, 6th	Monday, 7th	Tuesday, 8th	Wednesday, 9th	Thursday, 10th	Friday, 11th	Saturday, 12th
		Internship Primer: Cohort 2 Interns [Shamina/Carol] 9am-11am	Internship Primer: John Daniel [Shamina] 9am-11am	Advanced Public Policy 9am-11am	Economics for Public Service 9am-11am	Economics for Public Service 9am-11am	Funday??? (mentors to decide)
		statistics 11:30am-12:30	statistics 11:30am-12:30pm	statistics 11:30am-12:30pm	statistics 11:30am-12:30pm	?????	
			Staff Meeting		LUNCH SPEAKER		
		LUNCH 13h30-14h30	LUNCH - 13h00	LUNCH 13h30-14h30	13h00-13h30	LUNCH - 13h00	
		Advanced Public Policy 14h30-16h30	Advanced Public Policy 14h00-16h00	Economics for Public Service 14h30-16h30	Internship Primer: Bongani Khumalo [Shamina] 14h30-16h30	????	
		Stats Tut 12h30-13h30	Stats Tut 16h15-17h15	Stats Tut 12h30-13h30	Stats Tut 16h40-17h40		
	Sunday, 13th	Monday, 14th	Tuesday, 15th	Wednesday, 16th	Thursday, 17th	Friday, 18th	Saturday, 19th
		Advanced Public Policy 9am-11am	Internship Primer: Mosenngwa Mofi [Shamina/Carol/Adrian] 9am-11am	Advanced Public Policy 9am-11am	Economics for Public Service 9 am-11am	Joint Academic Project 8:30-10:30	End of Institute
		statistics 11:30-12:30pm	statistics 11:30am-12:30pm	statistics 11:30am-12:30pm	statistics 11:30am-12:30pm	statistics 11:30-12:30pm	Student Checkout
			Staff Meeting				
		LUNCH - 13h00	LUNCH - 13h00	LUNCH - 13h00	LUNCH - 13h00	LUNCH - 13h00	
		Economics for Public Service 14h00-16h00	Advanced Public Policy 14h00-16h00	Economics for Public Service 14h00-16h00	Internship Primer: Intro. Session [Shamina/Carol/Adrian] 14h00-16h00	Evaluations 14h30-16h30	Closing Ceremony Music Recital Hall 13h30 - 15:30
		Stats Tut 16h15-17h15	Stats Tut 16h15-17h15	Stats Tut 16h15-17h15	Stats Tut 16h15-17h15		

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