

**Tracing the policy-making process of the Internship Policy (2004) within  
the Msunduzi Municipality**

by

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**DECLARATION**

I hereby declare that the contents of this dissertation are my own words and that the dissertation has not been submitted simultaneously, or at any other time, for another degree.

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Signed:.....

Date:.....

As the candidate's supervisor, I have/have not approved this thesis/dissertation for submission.

Signed:.....

Name:.....

Date:.....

## **DEDICATION**

This work is dedicated to my family: my late father (Mr. David Phakathi); my mother (Mrs. Albertinah Phakathi); my brothers (Bheki, Mgcineni, the late Mthembeni, Sibonelo, Zilungisele and Zangesihle); my sisters (Makhosi, Lethokuhle and Nkosiyenzile); and my late daughter (Kwenzokuhle Nonhle Phakathi). Thank you for the support you have given me throughout my studies.

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## **ABSTRACT**

This qualitative study aimed at exploring the policy-making process of the Internship Policy (2004) within the Msunduzi Municipality. The context of this policy is in the domain of education, with emphasis on skills development. This study applied the functional policy stages model to the Msunduzi Municipality Internship Policy (2004), using the policy cycle as a model for analysis, with the purpose of describing and understanding it better. This study will contribute in the public policy field and assist service providers and policy-makers in government with a better understanding of the dynamic realities of the policy-making process.

A qualitative research method was used. In-depth interviews and key informant interviews were conducted with Human Resources Development Management Committee members, Human Resources Support Managers, Sound Governance and Human Resources Management Committee members and former training officer (Policy Champion) - to collect data, together with an analysis of secondary data of policy literature and publications on national policy frameworks of internships and skills development. The analysis used the models of policy processes to frame the discussion of the research findings. Content analysis was used to analyse data, with research findings categorized into themes. Those themes were: definitions of the internship programme within the Msunduzi Municipality, policy agenda setting, policy formulation, policy decision-making, policy implementation and policy evaluation.

It emerged from this study that the internship programme is not a new phenomenon in the Msunduzi Municipality; it has been in existence since 1998, operating informally without a codified policy. The Skills Development Act No. 97 of 1998 and its implementation frameworks – the National Skills Development Strategy for South Africa (1997), the Human Resources Development Strategy for South Africa (2002); the Public Service Sector Education and Training Authority (PSETA) (2000); the Public Service Act (1994); Public Service

Regulations (2001); Workplace Skills Plans (WSPs) and the relevant white papers informed and supported the establishment and implementation of internship programmes in the Msunduzi Municipality. The problems of the previous internship programmes and political motives from Councillors and staff acknowledging the need for having a formal codified policy to govern the functioning of the internship programme in the Msunduzi Municipality merged and created a new policy agenda. Developing the Msunduzi Municipality Internship Policy (2004) was an alternative and it was approved as a final policy after several discussions and consultations. It is implemented by strategic business units and utilizes the bottom-up approach. The weakness that the Msunduzi Municipality Internship Policy (2004) has in its policy document is that it lacked an evaluation strategy, which is problematic because there are no set objectives that have to be followed during the evaluation process.

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# **CHAPTER ONE**

## **1. INTRODUCTION**

The Msunduzi Municipality recognized that the Skills Development Act No. 97 of 1998 and the National Skills Development Strategy (2005) state that skills development among unemployed people in South Africa is at a critically low level. In compliance with their Integrated Development Plan (IDP) (2006), the Msunduzi Municipality committed itself to provide, manage, maintain and support human resources training and development programmes through needs-driven and relevant internship programmes (Msunduzi Municipality Internship Policy 2004:1).

The internship programme is not a new phenomenon in the Msunduzi Municipality; it has been in existence since 1998 (Chetty 2006:74). The objectives of such a programme were to provide experiential training for tertiary students. In 2003, the Msunduzi Municipality extended this to grade 11 and 12 students. In November 2003, an evaluation of the programme was carried out and it was discovered that the programme was not co-ordinated properly (Chetty 2006:74). It was also found that a number of students were not beneficiaries of the programme due to a lack of support from the departments in which they were placed. It was noted that most of the interns were incorrectly placed within the departments. It was also deduced that there was no consistency in terms of remuneration, as some students were paid, while others were not.

In early 2004, in response to these problems, and guided by the national policy frameworks, the Msunduzi Municipality took a decision to draft a new internship policy. This policy was drawn up to prevent the repetition of these problems, as well as to govern the functioning of the internship programme in the Msunduzi Municipality. On 7 October 2004, the Msunduzi Municipality's Executive Committee, known as EXCO, approved the internship policy. It was implemented

for the first time in 2006 (Chetty 2006:74). Through this policy, the Msunduzi Municipality aimed to “*empower students to develop and gain the necessary experience towards attaining their academic qualifications by way of exposure to a work environment and to give students the opportunity to obtain professional experience and thus develop a sense of professional identity*” (Msunduzi Municipality Internship Policy 2004:2).

This is a qualitative study that explores the policy-making process of the Internship Policy (2004) within the Msunduzi Municipality. It applies the functional policy stages model (Cloete and Wissink 2000:45) to analyse the Msunduzi Municipality Internship Policy (2004) to describe and better understand it. The advantage of using this model is that it breaks down the policy process into descriptive stages that correlate with the real dynamics and activities that result in policy outputs (De Coning 2006:508). However, the problem encountered with this model is that the policy process is viewed as being sequential in nature, where, in fact, policy is often initiated at different stages and many activities in the process model may be bypassed (De Coning 2006:508). This model enables analysis and it helps to explain why a particular policy is the way it is. In essence, it provides for a comprehensive set of phases as well as proposing specific requirements and key issues to be addressed during each of the phases (De Coning 2006:508). In this way, the dynamics involved in policy-making are explicated. It is anticipated that this study will help future policy-makers, scholars and practitioners in the public policy field to better understand the dynamic realities of the policy-making process.

This thesis is divided into six chapters. These are: Chapter One introduces the study; Chapter Two presents the policy context of the study; Chapter Three embraces the theoretical framework, which is public policy and policy process employed in this study; Chapter Four covers the research methodology, which outlines how the research was conducted; Chapter Five presents the research

findings and the analysis of findings; and Chapter Six consists of the conclusions drawn from the study.

## **CHAPTER TWO**

### **2. POLICY CONTEXT**

Chapter Two focuses on four sections: defining an internship programme, the internship framework in South Africa, local government in South Africa and the Msunduzi Municipality. The first section explores the concept of internship and gives an understanding of what an internship programme involves. The second section critically looks at the South African national policy frameworks which mandate the establishment and implementation of internship programmes in all government administrations. The third section explains the operational practice of local government in South Africa. The last section looks briefly at the Msunduzi Municipality, where this study was undertaken.

#### **2.1. Defining an internship programme**

An internship programme is defined as a “*planned, structured and managed work experience that is occupationally based and incorporates a skills programme designed to produce meaningful competencies which may earn a trainee/intern an education and training credit*” (Human Resources Development Strategy for the Public Service 2002:71). For the purpose of a working definition, the above definition of an ‘internship programme’ has been adopted for this thesis. This is because the ‘Human Resources Development Strategy for the Public Service 2002’ is one of the national policy frameworks that inform and support the establishment and implementation of internship programmes and the definition that they offer is supported by various authors/theorists and documents as a common definition. According to Wesley and Bickle (2005:2), “*internships provide the opportunity to apply classroom theory to practical, hands-on experience, while simultaneously developing skills that improve academic performance*”. Dodge and McKeough (2003:1) state that “*internships are seen as providing a*

*bridge between academic preparation and full participation for work in a professional association that provides benefits to the intern, academic institutions and employers or professional bodies*". These authors note that internships assist in providing students with the relevant work experience, so that they can get an opportunity to apply in practice what they have learnt in theory.

In terms of the existing qualification requirements at certain tertiary educational institutions (especially technikons) students in specific study disciplines have to complete a practical module in order to obtain a qualification. This is argued by the South African Department of Agriculture to be beneficial, as individuals who do have a qualification but are not required to conduct a practical module are often turned away from employment opportunities because they lack the required experience and professionalism for the position (Department of Agriculture 2004:1). In addition, the Department of Agriculture (2004:1) emphasized, in its *Internship and Experiential Training Policy (2004:1)*, that a lack of necessary work experience has contributed to a number of unemployed graduates in South Africa. As a result, internships have become an increasingly important component of many academic curricula.

Internships are important as they have the potential to pave the way for full-time employment upon graduation, as well as to provide an in-depth understanding of actual business practices (Knemeyer and Murphy 2002:1; Wesley and Bickle 2005:2). This is so because students often end up being absorbed by the departments in which they have served their internships. Students are employed because those who served their internship in a particular organisation have a good understanding of how that particular organisation operates because of their exposure to its various systems and practices.

Internships are frequently viewed as advantageous partnerships for both employers and students (Knemeyer and Murphy 2002:1; Wesley and Bickle 2005:2; Dodge and McKeough 2003:3). This win-win situation emerges as it

addresses the problem of lack of staffing capacity for the employer and students benefit from valuable work experience. Various authors stress that students are provided with mentoring experiences which further strengthen their skills, solidify a sense of work ethic and enhance their confidence in job performance (Department of Agriculture 2004:5; Wesley and Bickle 2005:2). This means that students in the internship programme are assigned mentors who provide the necessary supervision, support, guidance, counselling and feedback on the intern's progress in the programme. Wesley and Bickle (2005:2) state "*the mentoring offered during the internship provides students with a comprehensive understanding of the depth and breadth of career placement opportunities, both within the organisation and in industries in general*". However, in reality, the mentoring given to students is often inadequate. This means that, in order for the internship to be effective, it needs to be properly planned, structured and monitored. Mentors should be trained in mentoring and coaching, so that they can be in a position to transfer knowledge and skills to students in the internship programme.

## **2.2. The Internship Framework in South Africa**

The South African government has introduced a number of policies and strategic initiatives to address the resulting shortage of qualified staff. One of these initiatives is the establishment of an effective and efficient internship programme (Human Resource Development Strategy for the Public Service 2002:65). This strategy stipulates that an internship programme is "*aimed at attracting students and pupils to the Public Service by offering them an opportunity to acquire skills and work experience in the various national, provincial and local government departments prior to completing their studies*" (Human Resource Development for the Public Service 2002:65). The strategy adds that internship programmes are beneficial, as they equip unemployed individuals with the practical experience and skills necessary to secure employment (Human Resource Development Strategy for the Public Service 2002:65). In essence, internships are offered with

the aim of bridging the gap between academic study and competent performance in the workplace. This is done by offering structured internship opportunities to students and unemployed youths that will enable them to gain experience over a maximum of twelve months (Human Resources Development Strategy 2002:65).

According to the Human Resources Development Strategy (2002:66), internship programmes are designed to address the following major problems:

- *“Shortage of skilled, qualified and committed professional candidates for positions in the Public Service*
- *Low level of practical work experience, discipline and understanding of the needs and realities of the Public Service workplace among graduates*
- *Low awareness among students of the job and career opportunities in the Public Service*
- *Poor access to work experience for students and the unemployed youth”.*

In response to these issues, the internship programme was initiated as one of the long-term interventions aimed at ensuring accelerated service delivery in the Public Service. According to the Human Resources Development Strategy (2002:65), this intervention provides guidelines to be used by the national and provincial departments when developing their own internship policy programmes, structures, mechanisms, administrative bases and quality control measures. Its purpose is to *“assist in meeting the strategic staffing needs of the Public Service by providing practical and accelerated learning programmes which build essential occupational competencies required by the workplace and which complement theoretical, classroom-based learning for tertiary students who aspire to become public servants”* (Human Resources Development Strategy 2002:70).

The South African government has taken the significant step of developing national frameworks that mandate the development and implementation of the internship programme in all public spheres. The national policy frameworks that

inform and support the establishment and implementation of internship programmes include the Skills Development Act No. 97 of 1998; the National Skills Development Strategy for South Africa (1997); the Human Resources Development Strategy for South Africa (2002); the Public Service Sector Education and Training Authority (PSETA) (2000); the Public Service Act (1994); Public Service Regulations (2001); Workplace Skills Plans (WSPs) and the relevant White Papers.

### **2.2.1. The Skills Development Act No. 97 of 1998 (SDA)**

The main purpose of the Skills Development Act (1998) (SDA) is to develop the skills or human resources of the South African workforce and to improve workers' quality of life, prosperity of work and labour mobility. The Act also aims at improving the delivery of social services by providing employees with the opportunity to acquire new skills (Skills Development Act 1998:2 (1) (a)). In addition, it seeks to increase the level of investment in education and training in the labour market (Skills Development Act 1998:2 (1) (b)).

Concerning the role of employers, the Act aims at encouraging employers to use the workplace as an active learning environment; it mandates that government departments should provide opportunities for new entrants into the market place to gain work experience and employ persons who find it difficult to be employed (Skills Development Act 1998:2 (1) (c)). Maximizing skills for the public workforce will assist the Public Service to find qualified employees for specific positions.

Section 2 (2) (a)(b)(c) of the Skills Development Act (1998) states that the objectives of the skills development stipulated in the Act are to be achieved by:

- establishing an institutional and financial framework, which includes the National Skills Authority, the National Skills Fund, the Skills development levy-financing scheme as contemplated in the Skills Development Levies

Act, SETAs (Sector Education and Training Authorities), Labour Centres and the Skills Development Planning Unit,

- encouraging partnerships between public and private sectors of the economy to provide education and training in and for the workplace, and
- co-operating with the South African Qualifications Authority.

The National Skills Authority exists to advise the Minister, and liaise with SETAs, on a national skills development policy, national skills development strategy, guidelines on the implementation of the strategy, sector skills plans and many more other duties specified in the Act (Skills Development Act 1998:5 (1) (a) (b)). It highlights the lack of relevant skills on a national level and it calls for the need for the public workforce to be trained and educated. The SETA exists to develop a sector skills plan with the framework of the national skills development strategy; implement its sector skills plan by establishing learnerships, approving a workplace skills plan and allocating grants to employees (Skills Development Act 1998:10 (1) (b) (c)). A learnership is a programme that is aimed at employing and training learners who have completed their matriculation but are unable to progress to a tertiary institution. According to the Skills Development Act (1998) Section 16 (c), learnerships must enable a learner to complete a qualification in the field in which he or she was trained. Learnerships can be within or outside the organisation.

The Skills Development Act (1998) will assist in this study, in terms of analysing the extent to which its mandates are integrated in the Msunduzi Municipality's Internship Policy (2004).

### **2.2.2. The National Skills Development Strategy (2005) (NSDS)**

The National Skills Development Strategy was the first step taken towards the implementation of the Skills Development Act (1998). This strategy defines the national skills development priorities and policies for the workforce in the country.

It is aimed at *“improving the skills in the country so that people and the economy as a whole produce more and better goods, and to make South Africa a more equal place for everyone”* (Badroodien 2003:438). According to the Human Resources Development Strategy (2002:11), the National Skills Development Strategy *“makes provision for a new system of learning, which combines structured learning and work experience, culminating in nationally recognized qualifications that signify job readiness within the National Qualifications Framework”*.

The National Skills Development Strategy was established on the advice of the National Skills Authority. It is required by the Skills Development Act No. 97 of 1998 and its implementation provides guidance on the spending of the levy income required under the Skills Development Levies Act 1999 (Department of Labour 2004:1). According to the Department of Labour (2004:1), the National Skills Development Strategy aims to address the past structural problems of the labour market and to transform the South African labour market from one with a low skills base to one characterised by rising skills and a commitment to lifelong learning.

The Minister of Labour, Mr. Membathisi Mdladlana, launched the National Skills Development Strategy in February 2001 (Human Resources Development Strategy 2002:11). This strategy has a five-year lifespan. Thereafter it is reviewed to determine its success in implementation, using a variety of success indicators. When reviewing the initial strategy in the first cycle of implementation for the years 2001-2005, an adjustment to the objectives and success indicators for the following implementation cycle for the period of 2005-2010 was introduced. This exercise has resulted in the re-launching of a revised version, producing the current National Skills Development Strategy of 2005-2010, which is considered to be a more inclusive strategy, addressing national, sectoral, workplace and individual needs. Its primary aim is to *“radically transform education and training in South Africa, to support increased competitiveness of industry and improved*

*quality of life for all South Africans*" (Department of Labour 2004:1; National Skills Development Strategy Implementation Report 2005:1).

The current National Skills Development Strategy identified five objectives that provide guidance on how its goals can be accomplished by the year 2010. These are:

- that skills development must support national and sectoral growth, development and equity priorities;
- to promote and accelerate quality training for all in the workplace;
- to promote employability and sustainable livelihoods through skills development;
- to assist designated groups, including new entrants to participate in accredited work, integrated learning and work-based programmes to acquire critical skills to enter the labour market and self-employment;
- to provide infrastructural development, trainer up-skilling, curriculum and materials development and learner support initiatives (Department of Labour 2005).

The objective significant to the present research is the fourth objective. This objective aims *"to assist designated groups, including new entrants, to participate in accredited work, integrated learning and work-based programmes to acquire critical skills to enter the labour market and self-employment"* (Department of Labour 2005). This objective is similar to one of the purposes of the Skills Development Act (1998), which also aims to provide opportunities for new entrants to the labour market to gain work experience.

Since the National Skills Development Strategy is the implementation plan of the Skills Development Act (1998), it will be covered in the context of the Skills Development Act, when analyzing the extent to which its mandates are incorporated in the Msunduzi Municipality's Internship Policy (2004).

### **2.2.3. Public Service Sector Education and Training Authority (2000) (PSETA)**

In March 2000, the Department of Labour, led by its Minister, established 25 Sector Education and Training Authorities (SETAs), to oversee sectoral co-ordination (Department of Labour 2001:28). These SETAs were established, in terms of the Skills Development Act (1998), as the authorities responsible for linking demand with training. They are structured in line with what government departments do. For instance, the Transport Education and Training Authority (TETA) (in conjunction with the Department of Transport) and the Financial and Accounting Services (FASSET) (in conjunction with the Department of Finance).

The present study examines the Public Service Sector Education and Training Authority (PSETA). This SETA was established in conjunction with the Department of Public Service and Administration, guided by the Skills Development Act (1998). The Skills Development Act (1998) indicates that if a government department does not have a clear link with a SETA, it is automatically part of PSETA (Department of Labour 2001:29). The PSETA includes the following departments: The President's Office, Home Affairs, Labour and Public Service Administration.

In terms of the Skills Development Act (1998), PSETA is responsible for quality assuring qualifications that are common to all government departments (Department of Labour 2001:29). It is mandated to ensure that these qualifications are included in the Workplace Skills Plans of all government departments. PSETA includes several objectives. However, the objective significant to this study is the fifth objective, which aims to “*assist new entrants to the public service labour market*” (Human Resources Development Strategy 2002:14). This objective is similar to one of the purposes of the Skills Development Act (1998), which aims to provide opportunities for new entrants to

the labour market to acquire work experience. It matches the objective presented by the National Skills Development Strategy mentioned above. This means that both PSETA and NSDS are established and implemented within the framework of the Skills Development Act (1998). Thus, when analysing the extent to which the mandates of the Skills Development Act (1998) are incorporated in the Msunduzi Municipality's Internship Policy (2004), the PSETA will also be covered.

### **2.3. Local Government in South Africa**

There are three spheres of government in South Africa. These are national, provincial and local government. The present study is embedded in the third sphere, as it involved an exploration of the Msunduzi Municipality. As with other spheres of government, local government is mandated by the Skills Development Act No. 97 of 1998 to provide internship programmes. A discussion of this sphere aims to explain its operational practice, with a view to better understanding the Msunduzi Municipality Internship Policy (2004) process.

The Department of Public Service and Administration (2003:18) states that local government is the *“third distinctive but interdependent and interrelated component of the system of government”*. It is the sphere of government closest to the people, because it operates at local or community level. The local government or municipality is made up of departments that form, implement and evaluate government policies (The Department of Public Service and Administration 2003:18). These policies interpret national and provincial legislation, with the aim of maintaining the unity of the state.

In each municipality, residents elect a municipal council to represent their interests. These municipal councils are headed by a legislative and executive authority. The municipal councils are instructed by national and local legislation

to be responsible for ensuring the delivery of affordable, basic services to the population concerned. They are responsible for promoting economic and social development in the area (The White Paper on Local Government 1998:1; The Department of Public Service and Administration 2003:18).

According to the White Paper on Local Government (1998:3), the South African Constitution (1996) stipulates that the role of local government in South Africa is to be a developmental government. A developmental local government is defined as a government which works with the community and those who have a role to play in promoting sustainable economic and social change. The White Paper on Local Government (1998:3) indicates that local government is obliged to “*provide community leadership, promote social and economic well-being, coordinate and integrate all efforts to develop the area, and promote and build local democracy*”. In addition, the involvement of communities and community organisations must be promoted by the local government (The Department of Public Service and Administration 2003:19). This means that the residents of the municipality must be involved in all municipal planning and decision-making processes, as these decisions may have an impact on their lives.

The developmental local government’s role is, according to the Department of Public Service and Administration (2003:19), to provide basic services such as water provision, local markets, provision and maintenance of infrastructure and local economic development. Local economic development (LED) is significant to this study. LED is an “*approach towards economic development which encourages local people to work together to achieve sustainable economic growth, bringing economic benefits and improving quality of life for all residents in a local municipal area*” (Msunduzi Municipality Integrated Development Plan 2006:52). The Msunduzi Municipality has emphasized, in its Local Economic Development Strategy, that there is “*a need to focus more on skills and human resources development*” in order to stimulate economic growth (Msunduzi Municipality Integrated Development Plan 2006:52). The relevance of the LED in

this study is that an internship programme is perceived to be a significant investment in human capital. This is because one of the priorities of the national skills development strategy is to align skills development with economic growth, job creation and poverty alleviation strategies. This is motivated by the objective that aims to assist designated groups, including new entrants, to participate in accredited work, integrated learning and work-based programmes, to acquire critical skills to enter the labour market and self-employment.

The White Paper on Local Government (1998:5) suggests that, in order for municipalities to be more developmental, there are two essential tools that must be used. These are Integrated Development Planning (IDP) and Performance Management Systems (PMS). The IDP is defined as a “*planning process specially designed to enable municipalities to plan effectively for development in their area*” (The White Paper on Local Government 1998:5). All municipalities are required to produce their own IDPs. These IDPs entail setting goals and priorities, identifying community needs through assessments with the community, allocating available resources, designing programmes and projects, establishing plans for implementation, financial planning and budgeting and other activities relevant to that municipality. One of the purposes of the IDP is to collect information on potential programmes and projects which have been identified. This shows the relevance of the IDP in relation to the internship programme in the present study. The information on projects and programmes undertaken is presented in the situational analysis of the IDP of that particular municipality. This situational analysis includes the achievements experienced by the municipality. For instance, the situational analysis of the Msunduzi Municipality’s IDP found that one of the objectives was to initiate the internship programme and the achievement was that interns were appointed in various Business Units (Msunduzi Municipality Integrated Development Plan 2006:30). Therefore the significance of the IDP in this study concerns this.

PMSs can be defined as tools used by municipalities to measure performance and to ensure that goals are achieved. Key performance indicators are used to determine whether the programmes are on the right track and whether resources are being efficiently used (The White Paper on Local Government 1998:5).

## **2.4. The Msunduzi Municipality**

The Msunduzi Municipality is regarded as a Category B Municipality, falling under the uMgungundlovu District Municipality, which is a Category C District Municipality. The uMgungundlovu District Municipality is made up of seven Category B municipalities (Msunduzi Municipality Integrated Development Plan 2006:17). These are the Impendle Municipality, Mkhambathini Municipality, Mpofana Municipality, Richmond Municipality, uMngeni Municipality, uMshwathi Municipality and the Msunduzi Municipality.

The Msunduzi Municipality is a local Municipality located in the city of Pietermaritzburg. It is made up of the areas of Camperdown, Ashburton, Pietermaritzburg and Northdale. After the 1999/2000 demarcation process, the Msunduzi Municipality brought the various suburbs of the city of Pietermaritzburg and its surrounding townships together, with rural areas such as Vulindlela (Msunduzi Municipality Integrated Development Plan 2006:17). According to the Msunduzi Municipality Integrated Development Plan (2006:10), the location of the Msunduzi Municipality has a strong influence on regional channels of investment, movement and structuring of the provincial spatial framework for growth and development, attracting people from the outlying areas because of its Central Business District (CBD). This is so because of the following:

- the successful investment conference held in 2000 and 2003, which resulted in developments such as the Waterfront Development and multimillion rand development in one of the Municipality's prime areas of development,

- the Duzi River, with its annual international events, as well as various viewpoints which offer panoramic views of the city,
- the Liberty Midlands Mall and inner city rejuvenation and
- the movement of the legislature from Ulundi to Pietermaritzburg as the Capital of the province, which has cemented business confidence in the city (Msunduzi Municipality Integrated Development Plan 2006:53).

As stipulated by the Department of Public Service and Administration (2003:18), local government has specific departments which formulate, implement and evaluate governmental policies. The Msunduzi Municipality is constituted of six departments, called Strategic Business Units (SBUs). These are Sound Governance and Human Resources, Finance, Corporate Strategic Planning, Community Services and Social Equity, Infrastructure Services and Facilities and Economic Development and Growth. These departments are headed by the Municipal Manager. Figure 1 is an organogram illustrating the structure of the Msunduzi Municipality.

## The Msunduzi Municipality Basic Layout (Organogram)

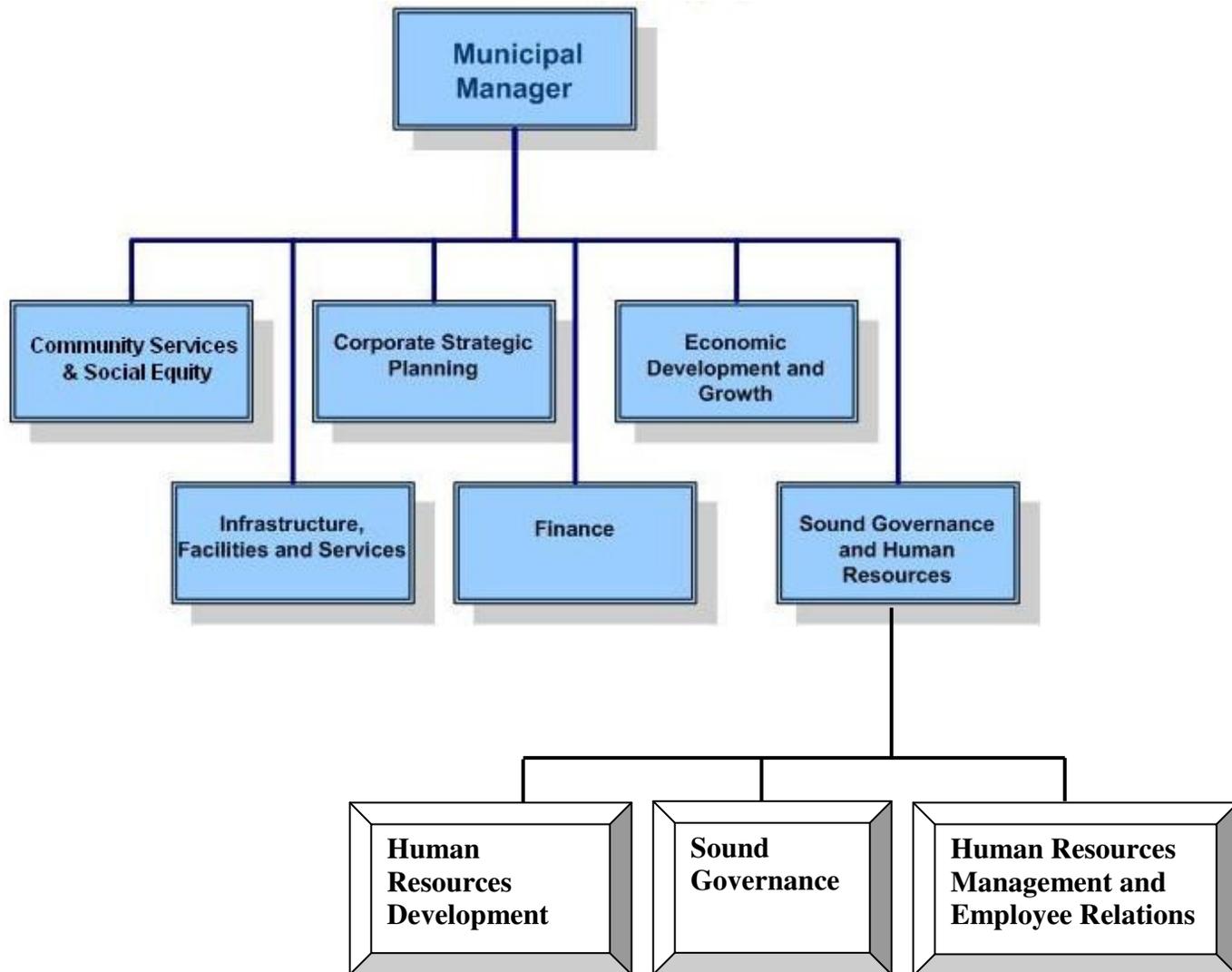


Figure 1: The Organogram of the Msunduzi Municipality (<http://msunduziweb/Municipality/default.aspx>), (2006).

The purpose of this organogram is to locate the internship programme in the Municipality's operational division. The internship programme is implemented in all six SBUs. The Msunduzi Municipality Internship Policy (2004) clearly indicated that the Sound Governance and Human Resources Strategic Business Unit would manage the programme. This SBU has three business units that fall under

it. These are Human Resources Development, Sound Governance and Human Resources Management and Employee Relations (Msunduzi Municipality Integrated Development Plan 2006:48). Amongst these three business units, The Human Resources Development business unit is the custodian of the internship programme, because it is responsible for the development, management and implementation of the internship programme of the Internship Policy (2004) in the Msunduzi Municipality.

#### **2.4.1. The Msunduzi Socio-Economic Profile**

The socio-economic profile of the Msunduzi Municipality has been classified into population, economic analysis and employment. According to the Census of 2001, the population of the Msunduzi Municipality was 553 224, with a percentage growth of 6% from the Census of 1996 (523 470) (Msunduzi Municipality Integrated Development Plan 2006:18). It is indicated in the Msunduzi IDP that the population of Msunduzi has grown at a steady rate of 1.2% per annum. Population by gender showed that females constituted 53% of the population, whilst males made up 47% of the population.

According to the economic analysis, the economy has been broadly divided into primary, secondary and tertiary sectors. The primary sector is mainly composed of agriculture, which accounts for 88% of the sector and includes approximately 2% growth per annum (Msunduzi Municipality Integrated Development Plan 2006:55). Its main focus is on commercial farming in animal and animal products. The secondary sector is dominated by manufacturing, which accounts for 73% of the sector. Its sub-sectors include 5% annual growth (Msunduzi Municipality Integrated Development Plan 2006:56). According to the Msunduzi Municipality Integrated Development Plan (2006:55), manufacturing is concentrated in the following sub-sectors: *“food and beverages 15.3%; metals, metal products, machinery and equipment 12.4%; paper, publishing and printing 10.7%; petroleum, chemicals, rubber and plastics 10%; motor vehicle parts, accessories,*

*bodies and trailers 8.2%; and wood and furniture 7.2%*". The tertiary sector is composed of the following sub-sectors: "*wholesale and retail 22.2%; transport and communication 13.3%; finance and business services 25.4%; community and social services 10.9%; and government services 27.2%*" (Msunduzi Municipality Integrated Development Plan 2006:56). Transport and communication and wholesale show a growth of 5% per annum.

With regards to employment, the city has a working age population estimated to be 375 000 and the unemployment rate is approximately at 33% (Msunduzi Municipality Integrated Development Plan 2006:56). According to the Msunduzi Municipality Integrated Development Plan (2006:57), employment in the city is concentrated in the following sectors: "*manufacturing 19%; government services 21.8%; community and social services 19%; wholesale and retail 16.3% and finance 15.2%*".

The Msunduzi Municipality states, in its Integrated Development Plan, that high percentages of semi-skilled and unskilled workers are found in the key sub-sectors of its economy. It adds that it is a trend that requires serious intervention in terms of skills development (Msunduzi Municipality Integrated Development Plan 2006:57). This is an indication that the Municipality is lacking capacity in some of its key sub-sectors. The Municipality also states that "*it is imperative that we, together with the relevant stakeholders, critically assess the skills that will be required over the next decade and ensure that our schools and tertiary institutions provide the necessary programmes*" (Msunduzi Municipality Integrated Development Plan 2006:57). This reiterates the fact that the Municipality is lacking in terms of capacity in sectors that are critical to the economy of the city. This has prompted the need for internship programmes in the Municipality as one of the training and education programmes which can assist in solving the prevailing problem of skills shortages.

Chapter Two gave an explanation of an internship programme. This was followed by the national policy frameworks that mandate all spheres of government to establish internship programmes. Then followed an explanation of how the local government in South Africa operates. Lastly, it offered a brief discussion of the Msunduzi Municipality as a case-study. Having looked at the policy context of the study, the next chapter looks at the theoretical framework.

## **CHAPTER THREE**

### **3. THEORETICAL FRAMEWORK**

Chapter Three presents a theoretical framework of the policy process. It begins with various definitions of policy. The policy process and its related “stages” are investigated. The discussion pays particular attention to the five stages in the policy process: policy agenda setting, policy formulation, policy decision-making, policy implementation and policy evaluation. The next section explores definitions of public policy, because the study is being undertaken in the context of public policy.

#### **3.1. Defining Public Policy**

Hogwood and Gunn (1984) explain that ‘policy’ has several meanings, depending on the context in which the word is being used. According to Hill (1997: 6), policy is “*a course of action adopted and pursued by a government, party, ruler, statesman: any course of action adopted as advantageous or expedient*”. Hill adds that policy can essentially be seen as “*a stance which, once articulated, contributes to the context within which a succession of future decisions will be made*” (Hill 1997: 6).

Jenkins (cited in Hill 1997:7) perceives policy as “*a set of interrelated decisions....concerning the selection of goals and the means of achieving them within a specified situation.....*”. David Easton (cited in Hill 1997:7) states that a policy consists of a web of decisions and actions that allocate values. Colebatch (2002:50) defines policy as a course of action by government designed to achieve certain results. Turner and Hulme (1997:58) view policy as a process, defining it as “*a long term matter, starting with the issues and moving through objective setting, decision-making to implementation and evaluation*”.

According to Cloete and Wissink (2000:12), a policy can be regarded as a public policy only when it has been generated within the framework of governmental procedures, influence and organization. Cloete and Wissink state that public policy is purposive and expected to be effective at all times (Cloete and Wissink 2000:13). Dye (1992:2) defines public policy as “*anything government chooses to do or not to do*”. Dye explains that public policies may regulate behaviour, organize bureaucracies, distribute benefits, or extract taxes and can do all these things at once (Dye 1992:2). According to Dye, the government is an agent of public policy-making. The strength of Dye’s definition is that he stresses that whatever government chooses to do (action) or not to do (non-action), regarding any issue, is a decision.

Kennedy (2000:1) describes public policy as a combination of basic decisions, commitments and actions made by those who hold authority or affect government decisions. Howlett and Ramesh (1995:5) define public policy as the result of decisions made by government, noting that decisions by governments to do nothing are as important policy as decisions to act. This definition explains that public policy not only manifests in the deliberate choice of action by government, but can also involve inactions which influence the policy-making process and hence resist the endorsement or adoption of the policy (Smith 1976:13). This definition adds that government inactions are what government chooses not to do and are regarded as non-decisions (Dye 1992:2). Dye feels that government inactions can have just as great an impact on society as government actions. When a government chooses not to attend to the pressing issues raised by a community or citizens, it has as much impact on people’s lives as the decision to attend to those issues.

Jenkins (cited in Howlett and Ramesh 1995:5) states that public policy is “*a set of interrelated decisions taken by a political sector or group of actors concerning the selection of a specified situation where those decisions should, in principle, be*

*within the power of those actors to achieve*". In this definition, Jenkins reflects most of the key elements described by other authors.

In terms of the above definitions, a public policy is a decision-making process by the government to give direction or present guidelines to be followed to achieve certain goals. Without public policy the implementation process can be chaotic and the goals cannot be achieved. Although the aforementioned authors used different wording to define public policy, it is evident that public policy deals with government policies.

The definition offered by Anderson seems to be the most appropriate one for the present study. Anderson (1984:4) explains that public policy is a purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern. This definition reveals that policies are created by key actors to address certain problems. It also shows the relationship between a problem, actors and the actions in the public policy process. The definition suggests that public policy is a multi-stakeholder activity that includes various actors with different interests to achieve certain goals and objectives in a given policy.

In attempting to analyse the policy process of the Internship Policy (2004) the study explores the different models and theories for analysing policy content and process. Cloete and Wissink (2000:30) present analytical models that can be used in policy management and in public policy analysis. These analytical models are classified as follows:

- Models for analysing the contents of policy options (i.e. what to do?)
- Models for analysing policy-making processes (i.e. who is involved, why, when and how?)
- Models for analysing functional policy stages or phases (i.e. what steps are followed to achieve policy outcomes?)
- Other models (mathematical and optimal)

Cloete and Wissink (2000:45), citing Hogwood and Gunn (1984:4), suggest that various authors have found it useful to analyse the policy process in terms of a number of stages through which a policy issue may pass. The present study opted to use the model for analysing functional policy stages or phases. Importantly, this model shows the steps followed to achieve policy outcomes. These steps are:

- Agenda setting (deciding to decide)
- Deciding how to decide
- Issues definition
- Forecasting
- Setting objectives and priorities
- Options analysis
- Policy implementation
- Monitoring and control; evaluation and review
- Policy maintenance, succession or termination

This is referred to as policy process models. According to Cloete and Wissink (2000:45), a process model is generally regarded as representative of the international experience of policy-making that shows that the phases of agenda setting, policy formulation, policy adoption, policy implementation and policy assessment are fairly common, as stated by Dunn (1994:15-18). The following section explores the policy process used in the present study.

### **3.2. Policy Process**

Kingdon (1984:87) utilizes the orthodox view of public policy analysis as being portrayed in the form of a policy 'cycle'. The present study uses this policy cycle model to explore the policy process of the Internship Policy (2004) in the

Msunduzi Municipality. In the policy cycle, the policy process is represented as a sequence of stages in the development and pursuit of its goals, beginning with thought, moving through action and ending with the solution (Colebatch 2002:50). According to Kingdon (1995:3), these actions are explained as “a set of processes, including at least the setting of the agenda, the specification of alternatives from which a choice is made, and authoritative choice from among those specified....and the implementation of the choice”.

The policy cycle model presents the policy process as a simplified model that identifies five distinct stages (Dye 1992:328; Howlett and Ramesh 1995:11). This is done in an attempt to understand and analyze the complex processes involved in the policy-making process. The model is presented as Figure 2.

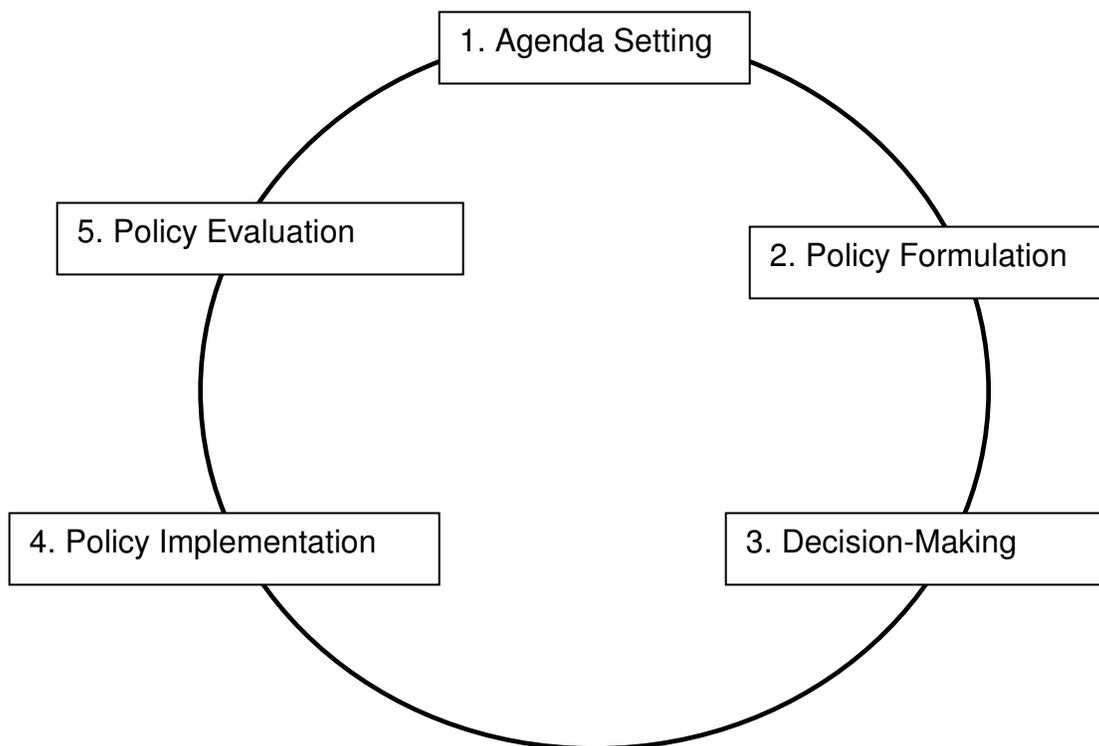


Figure 2: The Policy-Making Cycle (Howlett and Ramesh 1995:11)

Each stage of the policy process is, in reality, more complex than Figure 2 implies, as this cycle assumes that each stage follows on from the stage preceding it. Although it has its limitations, it remains a useful model because it allows for analysing the policy-making process in more manageable components. In essence, it begins in the agenda setting stage, with the recognition and definition of a significant public problem and an organized call for government action. In response to the problem at hand, the legislative and bureaucratic machinery of government may formulate, adopt and implement a strategy for addressing the problem. Analysis of policy effectiveness (a policy evaluation) usually reveals the shortcomings in formulation or implementation and hence identifies new problems to add to the policy agenda. The policy process explored in this chapter will be used to analyse the Internship Policy (2004) in order to determine whether or not it accurately reflects the reality of policy processes. The next section explores the first stage of the policy process, which is policy agenda setting.

### **3.2.1. Policy Agenda Setting**

The policy cycle starts with the identification and anticipation of an issue that requires resolution before the agenda setting stage is reached. The problem is often identified through the policy community, where issues requiring attention are continuously discussed. According to Kingdon (1995:3), agenda setting is the stage at which pressure groups campaign or organized political forces become effective. Kingdon (1995:3) suggests that consensus amongst pressure groups gives political leaders a sense of who is for or against a proposal. Consensus among the interest groups thus creates an enabling environment for government and policy-makers. The policy agenda is defined as the list of issues or problems to which governmental officials, and people outside of government but closely associated with those officials, pay serious attention (Howlett and Ramesh 1995:105; Kingdon 1995:202). At any given time, there are many problems or issues that require the government's attention. However, not all of them can be

attended to at once, at one place, by the same people or by one government department. Therefore agenda setting is the stage of policy-making at which a government narrows the set of conceivable issues to the set that ultimately becomes the focus of government's attention (Kingdon 1995:3).

Three kinds of agendas are discussed by Kingdon (1995:3). These are governmental agenda, decision agenda and specialized agenda. The governmental agenda is "*the list of subjects or problems to which governmental officials, and people outside of government closely associated with those officials, are paying some serious attention at any given time*" (Kingdon 1995:3). Kingdon points out that this list varies from one part of the government to another. The lists of subjects within the governmental agenda that are up for active decisions are called the decision agendas (Kingdon 1995:4). Kingdon, (1995:3) differentiates the specialized agenda from the previous two, as a list of subjects that dominate the attention of people. This often happens in areas such as biomedical research or direct delivery of medical services. Kingdon stresses that the subjects that do not appear on a general agenda may be very much alive on a specialized agenda (Kingdon 1995:196).

Kingdon (1995:16 & 87) states that agenda setting has three sets of variable streams, namely problems, policies and politics. He referred to problem streams as those requiring government action and government efforts to resolve them. In this case, problems come to the attention of policy-makers either because of sudden events such as crises, or through feedback from the operation of existing problems. In the case of agenda setting, feedback refers to the information that agencies gather about their own performance and use to monitor the progress of their performance(s) (Kingdon 1995:90). Once this has been recognized by people as a problem, the government will consider such an issue for their policy-making agenda. This means that government can formulate a policy as a solution, or make an intervention, to address the pressing problem. However, the

recognition of a problem by people does not routinely call for the attention of government (Kingdon 1995:94).

In the policy streams, various policy possibilities are explored and narrowed down. The policy is discussed and prepared by various sectors, including the general public. According to Kingdon (1995:117), policy-makers consist of experts and analysts that examine problems and propose solutions to them. In any of the policy areas, specialists are located through and outside of government (Kingdon 1995:117). Important players in this stream are the policy entrepreneurs who invest resources in advocating policies which will show them some return, either in the form of the adoption of policies of which they approve, personal satisfaction or even aggrandizement (Kingdon 1995:123). These policy entrepreneurs also “soften up” the general public, specialized interest groups and the policy community to be receptive to their particular policy and so get it on the agenda. In this way they try to increase the chances of their particular policy meeting the criteria of “*technical feasibility, value acceptability within the policy community and a reasonable chance for receptivity among elected decision-makers*” (Kingdon 1995:131). If a policy meets these criteria it has a greater chance of making it onto the ‘shortlist’ of ideas that are seriously considered.

Kingdon (1995:162) perceives the political stream independently of the problem and policy streams, because it ‘flows along’ according to its own dynamics and its own rules. The political stream is influenced by a number of factors, including the national mood, which refers to a number of people in the country thinking along similar lines; organized political forces; changes of administration; and the government itself, in the form of both elected officials and bureaucrats (Kingdon 1995:162). Kingdon claims that changes in government do have an impact on the policy agenda, because there is a possibility that some issues on the previous policy agenda will not be carried forward by a new administration or new government. An important element of the work done in the political stream is that of consensus building. This is achieved by means of bargaining and persuasion

to mobilize support for, or opposition to, a particular agenda item. When a government acknowledges that a problem does exist and that they need to do something about it, policy-makers need to decide on some course of action. This is achieved by exploring various options available for addressing the problem. This is referred to as the policy formulation stage. The next section explores the second stage of the policy process, which is policy formulation.

### **3.2.2. Policy Formulation**

Policy formulation refers to the course of action in which different policy alternatives or proposals are formulated and presented as potential solutions to the policy problem identified. According to Bonser (1996:49), it is very important for policy-makers and analysts to identify, design and screen different policy alternatives. This helps them to think creatively about all the possible approaches to solving the problem at hand. The consequences of each alternative needs to be predicted and hence the alternative solutions must be reduced to manageable but practical options (Bonser 1996:49).

Bonser (1996:51) recommended that policy analysts must not only find the proper course of action in order for the policy to be effective, but the outcomes of the policy must be accepted and incorporated into a decision. Bonser (1996:51) recommends that policy analysts must make sure that they have made the right decision, on which the alternative chosen can be implemented.

Alternatives, proposals and solutions are generated in communities of 'specialists'. These specialists are made up of academics, policy experts, consultants, career bureaucrats, legislation experts and policy analysts who work for government or interest groups (Howlett and Ramesh 1995:200).

Howlett and Ramesh (1995:200) advocated that policy specialists brainstorm possible solutions to policy issues or problems by looking at the policy issue or

problem itself and examining communities' interests and making a list of possible alternatives to the problem at hand.

It is very important to look at the influence of policy entrepreneurs in choosing the alternatives and their role in the decision-making process. Kingdon (1995:122) and Howlett and Ramesh (1995:204) define policy entrepreneurs as people who are willing to invest their resources in return for future policies they will support. These resources can be time, energy, reputation and sometimes money. Policy entrepreneurs are not necessarily found in any one location in the policy community, but they could be in or out of government, in elected or appointed positions, in interest groups or research organizations (Kingdon 1995:122). Their reward comes in the form of policies that they approve, satisfaction from participation, or even personal improvement in the form of career promotion or job security (Kingdon 1995:123). It should be noted that policy entrepreneurs are not mainly concerned with participation, but their role is to reach and fulfil a particular policy decision. They are very powerful in the policy-making process because there are no participants that dominate like they do (Howlett and Ramesh 1995:204). At this stage, policy-makers in the legislature and the bureaucracy take up the problem. After this they create legislative, regulatory or programmatic strategies to address the problem. This stage is closely linked to the decision-making stage, at which policy-makers get to choose from the alternatives that they have available. The next section explores the third stage of the policy process, which is policy decision-making.

### **3.2.3. Policy Decision-Making**

A decision is defined as “*a choice between alternatives*” (Hill 1984:99). It also involves selecting alternatives which are conducive to the achievement of goals or objectives within an organisation (Hill 1984:99). The decision-making process occurs when government considers policy alternatives and proposals and decides on or adopts a particular course of action or decides on non-action.

There are two common models of public policy decision-making identified in the policy literature. These are the incremental model and the rational model (Howlett and Ramesh 1995:139).

The incremental model deals with the actual behaviour of decision-makers in practical situations. It depicts public policy decision-making as a political process characterized by bargaining and compromise among self-interested decision-makers. This model perceives decision-making as a practical exercise concerned with solving problems at hand, rather than achieving lofty goals. Decisions taken using this model represent political feasibility rather than what is desired. Cornell (1980:137) states that the incremental model is more descriptive of the way public officials actually make decisions. Incremental decisions involve limited changes or additions to existing policies. These decisions reduce the risks and costs of uncertainty (Cornell 1980:138). It is said that incrementalism utilizes limited analysis to yield limited, practical and acceptable decisions. Cornell points out that a sequence of incremental decisions may produce a fundamental change in public policy (Cornell 1980:138).

The rational model refers to the procedures for decision-making that will lead to the choice of the most efficient means of achieving policy goals (Cornell 1980:136). This model produces maximum or optimum results on condition that all possible alternatives and the costs are assessed before making a decision. Cornell felt that the rational decision is the one that effectively achieves a given end. These decisions may make large or limited changes in public policies (Cornell 1980:136). This stage is closely linked to the implementation stage, at which a decision needs to be implemented before its consequences become clear. The next section explores the fourth stage of the policy process, which is policy implementation.

### 3.2.4. Policy Implementation

Policy implementation involves putting a policy into practice, using the expertise of actors. It is a critical stage in a policy-making process, because its success depends not only on the way the policy has been designed or developed, but also on the way the policy is practised and managed. Pressman and Wildavsky (1973:xiii), citing Webster and Roger, define implementation as an undertaking to carry out, accomplish, produce and complete. They feel that there needs to be something to move towards, which means that the policy-making process does not take place without clear objectives concerning what results are expected. There is a suggestion that the implementation process can be better defined in terms of a relationship to policy and that *“a verb like ‘implement’ must have an object like ‘policy’, and go on: policies normally contain both goals and the means of achieving them”* (Hill and Hupe 2002:44).

According to Hill and Hupe (2002:46), implementation is a process that starts from an initial policy domain. It encompasses those actions by public and private individuals or organisations that are directed at the achievement of objectives made before the policy decisions. Conversely, Hessing and Howlett (1997:171) view *“implementation as a complex process that involves not only bureaucratic execution of political decisions but also the utilization of a gamut of governing tools or policy instruments in the effort to urge, bribe, coerce or otherwise convince policy targets to adhere to the wishes of governments”*. There are several factors affecting implementation: technical difficulties, lack of resources, change in government and inter- and intra-organisational conflicts. The strategic implementation tasks that will help in improving policy implementation include legitimization, constituency building and resource accumulation, organisational design, mobilizing resources and actions and monitoring progress (Brinkerhoff and Crosby 2002:23).

There are two basic approaches to policy implementation. These are the “top down” and “bottom up” approaches. The top down approach, as described by Pressman and Wildavsky (1973:15), involves a good chain of command and a capacity to co-ordinate and control from the top to the ground level. This approach starts with a government deciding to make policy decisions from above (Howlett and Ramesh 1995:157). According to Howlett and Ramesh (1995:157), the top down approach starts from the decisions of government, which decides on the policies to be implemented and delegates it to street-level bureaucrats or other government officials. Public participation is not encouraged in this approach. This approach strongly emphasizes the control over the individuals, organisations or administrators who are involved in the implementation of programmes (Parsons 1995:465). It is assumed that this approach has clear goals in reality, but these goals can be contradictory (Howlett and Ramesh 1995:157). This approach was criticized for not taking into cognisance the role of other actors in the implementation process; hence the bottom up approach was introduced.

According to Parsons (1995:465), the bottom up approach considers implementation as involving negotiation and consensus building. This is because the bottom-up approach provides the opportunity for community or public participation and the views of those responsible for implementation (e.g. government officials or street-level bureaucrats) are accepted. This is called citizen participation. According to Lipsky (1980:3), the interaction of bureaucrats with their clients at street-level needs to be taken into consideration. Therefore policy implementation should start at the bottom, with the individuals who carry out the policies. These individuals are called the street-level bureaucrats. The following sub-section describes street-level bureaucrats.

### 3.2.4.1. Street-Level Bureaucrats

In the policy implementation process, government puts their policy decision into effect by delegating responsibility for implementation to street-level bureaucrats. Street-level bureaucrats are defined as “*the public service workers who interact directly with people in the course of their jobs and who have considerable discretion in the implementation of their work*” (Lipsky 1980:3). Usually street-level bureaucrats are people such as teachers, police officers, social workers, judges, public lawyers, court officers, health workers and many other public employees that grant access to government programme and provide services within them (Lipsky 1980:3). Generally, these are the people who work, interact and render their services to the public on a daily basis. They have wide discretion over the dispensation of benefits or the allocation of public sanctions. Citizens rely on them to access government services.

Lipsky (1980:xii) explains that “*the decisions of street-level bureaucrats, the routines they establish, and the devices they invent to cope with uncertainties and work pressures, effectively become the public policies they carry out*”. This means that street-level bureaucrats make decisions that would make life easier for them and that would be more relevant to the people to whom they are rendering the government services. They also devise their own strategies to deal with the problems they encounter, uncertainties and work pressures, and hence those strategies eventually become public policies. Taking this into account it is now clear that street-level bureaucrats play a vital role in policy formation, implementation and regulation.

This leads to the notion that street-level bureaucrats are regarded as policy-makers, because they have considerable discretion in determining the nature, amount and the quality of benefits and sanctions provided by their agencies (Lipsky 1980:13). For instance, a police officer decides who to arrest and whose behaviour needs more attention from the law (Lipsky 1980:13). However, their

discretion is being monitored by their superiors, guided by rules and by close supervision. As they are the ones who are dealing with people on a daily basis, they determine the level of benefits, categories of eligibility, nature of rules, regulations and services. This automatically becomes the policy to be used. Lipsky (1980:14) adds that street-level bureaucrats are professionals and they are expected to exercise discretionary judgment in their fields. They make and shape public policies. Citizens directly experience government through street-level bureaucrats, whose actions are the policies provided by government in important aspects (Lipsky 1980: xvi).

Although street-level bureaucrats have discretion over policy formation and implementation, they face various hindering factors such as inadequate resources, few controls, indeterminate objectives and discouraging circumstances (Lipsky 1980:82). Bureaucratic decisions are carried out without adequate resources. As Lipsky (1980:29) postulated, street-level bureaucrats are constrained by time and information, which are vital resources to carry out a policy. Without them, attempts to implement a policy are rendered futile. Street-level bureaucrats also work in jobs with conflicting and ambiguous goals, which are dependent on the nature of their stakeholders (Lipsky, 1980:44). They face difficulties in carrying out their jobs as their goals are not clear. Bearing this in mind, it becomes apparent that ambiguous objectives make a street-level bureaucrat's job impossible to do in ideal terms. In addition, street-level bureaucrats work under discouraging circumstances. As a result, they tend to satisfy rather than optimize their jobs. As Lipsky (1980:30) stressed, organisational factors affect the work of street-level bureaucrats. The time spent on tasks such as filing, drawing up plans and any other administrative tasks affects the amount of time available to citizens. All the factors mentioned above show that street-level bureaucrats work in difficult conditions and that their jobs are not easy to carry out. The next section explores the fifth and final stage of the policy process, namely policy evaluation.

### 3.2.5. Policy Evaluation

After a public policy has been implemented, policy analysts inside and outside government determine whether or not the policy is addressing the problem and whether or not implementation is proceeding well. They may recommend revision in the agenda, in the formulation of the policy, or in its implementation. Dye (1981:366) defines policy evaluation as *“the assessment of the overall effectiveness of a national program in meeting its objectives, or assessment of the relative effectiveness of two or more programs in meeting common objectives”*. Rossi and Freeman (1989:65) caution that the design and implementation of evaluations depend on the specific purposes they serve. They explain that *“evaluations differ according to the type of questions being asked, the stage the programme is in, whether it is a new or established programme, and the type of decision the evaluation is intended to inform”* (Rossi and Freeman 1989:66). Evaluations are often conducted for a client who has a decision to make and wants to base such a decision on the information provided by that evaluation (Weiss 1998:15).

According to Weiss (1998:18), evaluation can also be a tool of accountability. This can be in the form of a conducted audit or evaluation results that assess whether or not a programme or policy executed the processes stipulated in its design procedures and objectives. Cloete and Wissink (2000:211) state that the purpose of evaluation is to measure the progress towards the achievement of policy objectives. They recommend that it helps to *“learn lessons from the project or programme for future policy review, design or implementation strategies”* (Cloete and Wissink 2000:211).

According to Cloete and Wissink (2000:212), policy evaluation can also be used to *“test the feasibility of an assumption, principle, model, theory, proposal or strategy”*. This means that evaluations can be conducted with the purpose of

assessing whether or not the proposed implementation strategy of a programme will be likely to achieve its objectives.

In terms of capacity requirements, evaluation is an expert activity that needs specific skills and experience. It can be undertaken superficially or in depth. Cloete and Wissink (2000:229) emphasize that more thorough and comprehensive evaluations consume a great deal of time and can be more expensive. They point out that evaluation can be conducted by internal implementation staff, independent evaluators or multidisciplinary evaluation teams. It can be conducted internally by the staff members who are familiar with the programme. The advantages of conducting evaluation internally are that it is cheaper, quicker and more cost-effective because it is undertaken by the experts who know the project or programme. Its disadvantages are that internal staff members could be biased, since their programme and performance is evaluated. Internal staff may also not be evaluation experts (Cloete and Wissink 2000:229). Independent evaluators may be less biased, but they will have less knowledge and experience of the specific project or programme. They may also not be aware of the finer details which might be relevant for the purposes of the assessment (Cloete and Wissink 2000:230). The best recommended option is when the external specialists work together with the internal staff members who are familiar with the operations of the programme (Cloete and Wissink 2000:230).

Evaluations can be conducted at different stages of the policy process. They can be conducted at the planning, implementation, or post-implementation phase (after completion) of the programme or policy.

The type of evaluation conducted at the planning phase is called the impact assessment. Cloete and Wissink (2000:215) refer to this type of evaluation as the feasibility study. This is because it is conducted at a very early stage in the policy planning process, with the aim of assessing the feasibility of the different policy options that one can choose from. According to Cloete and Wissink (2000:215),

this evaluation entails identifying the potential costs, benefits, constraints and the potential impacts that different policies may be having on an existing policy issue. This helps in deciding which course of action to take.

The evaluation which is conducted during the implementation process is called the formative evaluation. This type of evaluation is conducted while the programme is on-going and seeks to provide information to managers, programme directors and staff about how the programme is operating and how it could be improved (Parsons 1995:547). It monitors the implementation process in order to keep track of the time-frame, the spending programme, the process towards the objectives and the quality and quantity of out-puts (Cloete and Wissink 2000:215). Essentially, it focuses on the effectiveness, efficiency and levels of public participation in the implementation process (Cloete and Wissink 2000:216). Rossi and Freeman (1993:163, cited in Parsons, 1995:547) state that this mode of evaluation is defined by three aspects:

- 1) The extent to which a programme reaches an appropriate target population,
- 2) Whether or not the delivery of services is consistent with programme design specifications, and
- 3) What resources are being, or have been, expended in the conduct of the programme.

Parsons (1995:547) points out that this monitoring of the process of implementation provides policy-makers, stakeholders and managers with tools for evaluating the way in which a programme is being delivered. The information collected this way may be used to correct and/or control the policy delivery process more effectively.

Lastly, the evaluation conducted after the completion of the policy project or programme is called the summative evaluation. According to Cloete and Wissink

(2000:216), the summative evaluation is done to “*assess either the progress being made towards achieving policy objectives, if those objectives can be determined, or to assess the general results of the policy*”. It seeks to measure how the policy or programme has actually impacted upon the problems it was meant to solve. As this evaluation is conducted to evaluate the programme’s outcomes, effectiveness or impacts on the target population, its results determine whether or not to continue with the programme or expand it to other locations. Generally, monitoring and evaluation can take many forms, including special surveys of programme services, ethnographic studies, interview studies, or analyses of administrative records to determine how the programme actually operates (Herman *et.al.* 1997:12).

## **CHAPTER FOUR**

### **4. RESEARCH METHODOLOGY**

#### **4.1. Research Method**

Research methodology revolves around two major approaches, namely qualitative and quantitative approaches (Powell 1997:3). Quantitative studies measure phenomena using numbers in conjunction with statistical procedures to process data and summarise results (Terre Blanche and Durrheim 1999:42). Qualitative researchers collect data in the form of written or spoken language, or in the form of observations that are recorded in language, and analyse the data by identifying and categorising themes (Terre Blanche and Durrheim 1999:42). Comparison of the quantitative method and the qualitative method postulates that *“qualitative method allows the researcher to study selected issues in depth, openness and detail, as they identify and attempt to understand the categories of information that emerge from the data”* (Terre Blanche and Durrheim 1999:42).

The qualitative data approach was used in the present study, to examine the policy process undertaken to develop the Internship Policy (2004). According to Babbie and Mouton (2001:270), qualitative research attempts to study human action from the perspective of the social actors themselves. Babbie and Mouton state that the primary goal of studies using this approach is defined as describing and understanding, rather than explaining, human behaviour (Babbie and Mouton 2001:270). Terre Blanche and Durrheim (1999:287) explain that qualitative research takes place in a natural setting of social actors. The qualitative research method was therefore used to describe and understand the behaviour and attitudes of the policy-makers in the Msunduzi Municipality, as well as in the policy document.

## **4.2. Data Collection Methods**

### **4.2.1. In-depth Interviews**

The present qualitative study used in-depth interviews with open-ended questions as a data collection method. In-depth interviews involve a series of face-to-face interviews and detailed discussions with selected people who represent different sections of the wider community (Neuman 2000:112). The advantage of in-depth interviews is that respondents get the opportunity to express their opinions in a much freer and informal manner. They can also raise the issues believed to be important (Neuman 2000:112). It is, however, difficult to transcribe and interpret information from in-depth interviews.

The researcher used the same interview guide, consisting of open-ended questions, to interview the Human Resources Support Managers, the Human Resources Development Management Committee members and the Sound Governance and Human Resources Management Committee members. These three committees are regarded as policy-makers because they, among other duties, are responsible for policy formulation in the Sound Governance and Human Resources Strategic Business Unit (SBU). The way the process operates is that the draft policy is first discussed by the Human Resources Development Management Committee. When they are satisfied with the policy, it is submitted to the Human Resources Support Managers and, finally, to the Sound Governance and Human Resources Management Committee, which then recommends it to the Portfolio Committee. These committees discuss the draft policy and offer comments.

The present researcher used a different interview guide when interviewing the mentors, because they were not part of the policy formulation process in the Msunduzi Municipality. Their role is exclusively at the implementation stage. Permission to use a dictaphone was requested at every interview session.

#### **4.2.2. Key Informant Interviews**

This study also used the key informant interview to collect data. Key informant interviews refer to getting information from an individual who is considered to be particularly knowledgeable about the topic of interest. This person is called a 'key informant'. Jimenez (1985) explains that "a *key informant involves talking to persons such as extension workers, key farmers, local government officials, traders, and community leaders who know the area or certain aspects of the problem*". In this study, a key informant is a local government official who was championing the development process of the policy in question. He was regarded as a 'policy champion'. He was a Training Officer at the time when the policy was under development and was heading the formulation process of the Internship Policy (2004) in the Msunduzi Municipality. Key informant interviews are qualitative, in-depth interviews with people who know what is happening in that area of interest. The advantage of the key informant interview is that detailed and rich data can be gathered in a relatively easy and inexpensive way. It also allows the interviewer to establish rapport with the respondent and clarify questions (USAID Center for Development and Information Evaluation 1996). Its disadvantage is that it may be challenging to reach and schedule interviews with busy and/or hard-to-reach respondents (USAID Center for Development and Information Evaluation 1996).

In order to trace the policy-making process of the Internship Policy (2004) within the Msunduzi Municipality, questions with six themes were designed. These themes were based on the theory of the policy process that was presented earlier. These themes are:

- 1) Definitions of the internship programme within the Msunduzi Municipality
- 2) Policy agenda setting
- 3) Policy formulation
- 4) Policy decision-making

- 5) Policy implementation
- 6) Policy evaluation

#### **4.2.3. Secondary Data Analysis**

The present study analysed related literature and publications. In general, a secondary data analysis refers to data that were collected for other studies. McCaston (1998:1) explained that “*secondary data analysis can be literally defined as second-hand analysis*” and that secondary data analysis is the “*analysis of data or information that was either gathered by someone else (e.g. researchers, institutions, other NGOs, etc) or for some other purpose than the one currently being considered, or often the combination of the two*”. An advantage of secondary data analysis is that it can provide a cost-effective way of gaining a broader understanding of specific phenomena (McCaston 1998:1). Interestingly, secondary data analysis can provide a baseline from which to compare the primary data collection results (McCaston 1998:1). It is always wise to begin any research activity with a review of secondary data. In this study a review was done to contextualize the research project and depict how aspects fit into the study. It was also done to familiarize the researcher with the body of knowledge related to the policy process in theory and the theory of internship programmes.

Sources of information for the secondary data analysis were:

#### **Government/Policy Documents/Legislation**

- 1) Basic Conditions of Employment Act, No. 75 of 1997. South Africa.
- 2) Department of Agriculture (2004). *Experiential training and internship policy*. Education and Training. July.
- 3) Department of Labour (2001). *An introduction to the Skills Development Strategy*. Government Printers: Pretoria.

- 4) Department of Labour (2004). *National Skills Development Strategy: Implementation Report*. Pretoria.
- 5) Department of Labour (2005). *National Skills Development Strategy*. 01 April 2005-31 March 2010. Pretoria.
- 6) Department of Public Service and Administration (2003). *The Machinery of Government: Structures and Functions of Government*. May.
- 7) Human Resources Development Strategy for the Public Service (2002-2006). *Skills Development for Transformation and Service Delivery*.
- 8) Msunduzi Municipality Integrated Development Plan (2006). South Africa.
- 9) National Skills Development Strategy (2005). Department of Labour. Republic of South Africa. 1 April 2005-31 March 2010.
- 10) National Skills Development Strategy Implementation Report. (2005).
- 11) Public Service Sector Education and Training Authority (PSETA) (2000)
- 12) Skills Development Act, No. 97 of 1998. Government Gazette. South Africa.
- 13) The Constitution of the Republic of South Africa (1996).
- 14) The White Paper on Local Government (1998). South Africa.
- 15) Msunduzi Municipality Internship Agreement (2006). Sound Governance and Human Resources.
- 16) Msunduzi Municipality Internship Policy (2004). Sound Governance and Human Resources.

### **Journal Articles**

1. Badroodien, A. (2003). Enterprise Training. HSRC Press: Cape Town. p. 434.
2. Dodge, R.B. and McKeough, M. (2003). *Internship and the Nova Scotia Government experience*. Education and Training. 45 (1): 45-55.
3. Knemeyer, A.M. and Murphy, P.R. (2002). *Logistics internships: Employer and student perspectives*. International Journal of Physical Distribution & Logistics Management. 32 (2): 135-152.

4. McCaston, M.K. (1998). *Tips for Collecting, Reviewing, and Analyzing Secondary Data*. Partnership & Household Livelihood Security Unit (PHLS). February.
5. Ngulube, P. (2005). *Research procedures used by Master of Information Studies students at the University of Natal in period 1982 to 2002 with special reference to their sampling techniques and survey response rates: a methodological discourse*. International Information and Library Review.37 (2): 127-143.
6. Jimenez, P.R. (1985). *Participant Observation*. In Bautista ML, Go SP, editors. *Introduction to qualitative research methods*. Manila, Philippines: De La Salle University Research Center. P144-156.
7. Wesley, S.C. and Bickle, M.C. (2005). *Examination of a paradigm for preparing undergraduates for a career in the retailing industries: mentors, curriculum, and an internship*. College Student Journal. Dec. 39(4): 680-691.
8. USAID Center for Development and Information Evaluation. (1996). *Conducting Key Informant Interviews*. December.

### **4.3. Sample**

According to Neuman (2000:216), a target population refers to the specific pool of cases that a researcher wants to study. Babbie and Mouton (2001:74) explain that a study population is an aggregation of elements from which the sample is selected. Depending on the size of the population and purpose of the study, a researcher may study the whole population or a subset of the population, which is referred to as a sample (Ngulube 2005:129). Purposive or judgmental sampling was used in the present study. Purposive sampling is based on the researcher's

own knowledge of the population, its element and the nature of the research aim (Babbie and Mouton 2001:166).

The sample population of this study included:

- Five Human Resources Development Management Committee (HRD MANCO) members in the Msunduzi Municipality. This committee is responsible for the development and effective implementation of the Internship Policy (2004) and for managing the entire internship programme in the Municipality.
- Five Human Resources Support Managers. These managers are responsible for all the relevant human resources programmes and information in their process and business units. They are involved in every policy-making process in the Human Resources Development Business Unit.
- Three Sound Governance and Human Resources Management Committee (SG & HR MANCO) members. This committee consists of six members, although only three were interviewed<sup>1</sup>. This is the committee in which policies are discussed and recommended to the Portfolio Committee, which forwards a recommendation to the Msunduzi Municipality's Executive Committee (EXCO) for final approval.
- Ten mentors in the Msunduzi Municipality. Mentors are responsible for implementing the internship programme. They provide support, counselling and mentoring and monitor and evaluate the interns' progress.

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<sup>1</sup> The other three members were not available. This is because one of the members was overseas at the time the research was being conducted, one position was vacant and the third member was on leave.

- A former Training Officer as a key informant. This person was a Training Officer during the time when the Internship Policy (2004) was under formation and he was responsible for the development of this policy at that time. He was in the forefront during the development of this policy and he chaired the formulation process of the Internship Policy (2004). He is currently working as an IDP Manager for the Msunduzi Municipality.

With regard to data presentation, the respondents have been coded as follows:

D5 – Human Resources Development Management Committee	(5 respondents)
S5 – Human Resources Support Managers	(5 respondents)
G3 – Sound Governance and Human Resources Management Committee	(3 respondents)
M10 – Mentors (for the internship programme)	(10 respondents)
K1—former Training Officer (current IDP Manager)	(1 key informant)

#### **4.4. Data Analysis Procedures**

The data analysis focused on the responses of the respondents interviewed and data from the related literature review. The purpose of this study is to explore the policy-making process of the Internship Policy (2004) in the Msunduzi Municipality. More specifically, it seeks to apply the policy stages model of policy analysis to the Msunduzi Municipality's Internship Policy (2004). Babbie and Mouton (2001:270) explain that data is interpreted using various styles in a qualitative data analysis. In this case, content analysis was used to analyse data collected. Content analysis is defined as the collection and systematic organization of information in a standard format that allows analysts to draw conclusions about the characteristics and meaning of recorded material (Aleck and Settle 1995:271, cited in Ngulube 2003:229). The respondents' responses were organized and analysed in a thematic format and conclusions were drawn from them. The general procedures for content analysis are:

- Familiarization and immersion
- Inducing a main theme and sub-themes
- Coding
- Interpretation and checking

These steps guided the researcher in the data analysis by coding data from the interview responses and related literature. This was done by highlighting the most dominant themes and issues which emerged from the data. The findings were used to describe and interpret the policy-making process of the Internship Policy (2004) in the Msunduzi Municipality, in order to better understand it.

The research findings are presented and analysed according to six themes:

- Definitions of the internship programme within the Msunduzi Municipality
- Policy agenda setting
- Policy formulation
- Policy decision-making
- Policy implementation
- Policy evaluation

#### **4.5. Ethical Concerns**

Informed consent has been seen as the determinant of the ethicality of research (Terre Blanche and Durrheim 2001:72). The nature of the research questions required the confidentiality of the participants to be maintained and protected. Participation in the research was voluntary. The researcher remained objective and adhered to the general code of ethics for social science. Advice on ethical clearance was sought from the University of KwaZulu-Natal.

Terre Blanche and Durrheim (1999:67) stipulate that briefing involves explaining the nature and purposes of the study to research participants (respondents) at the beginning and debriefing at the conclusion of the interview process. In compliance with this, the present researcher briefed the respondents before the interview sessions took place and requested permission to use a dictaphone in recording the responses.

#### **4.6. Limitations of the Research**

Due to the recent reorganization of the Msunduzi Municipality, a number of problems were encountered. People who had participated in different committees during the formulation process of the Internship Policy (2004) were no longer participating in those committees because they held different positions. The new committee members were uninformed about the formulation process of the Internship Policy (2004).

Apart from that, councillors and officials who were members of the Executive Committee and Human Resources Portfolio Committee are no longer with the Council. Some of the respondents agreed to be interviewed but they postponed and others cancelled the interviews at short notice. This led to delays in carrying out this study.

## **CHAPTER FIVE**

### **5. FINDINGS AND ANALYSIS**

This section discusses the presentation, interpretation and analysis of the findings of the research. The analysis uses the theoretical policy process presented in the theoretical framework section to format the discussion of the research findings.

#### **5.1. Definitions of the Internship Programme within the Msunduzi Municipality**

All the respondents had a common understanding of what an internship programme was. They used different wording when defining it, but their definitions had one common theme. The simple meaning given for an internship programme was that it is '*work experience*'. To confirm this view, one respondent from the Human Resources Development Management Committee stated that:

*“An internship programme is an opportunity that is given to students who are working towards achieving their qualifications but mainly need practical work experience in order to get their qualifications” (D5 – Human Resources Development).*

A respondent from the mentors said that:

*“An internship programme is an opportunity that is given to students who are studying towards acquiring their academic qualifications but who need work experience in order to attain credits for their qualifications” (M10 - Mentors).*

One of the Human Resources Support Managers explained that:

*“An internship programme is an opportunity that is given to anybody who is studying towards a qualification to gain practical work experience. The principal purpose of an internship is for the students to get the practical experience required to obtain credits towards their qualifications”* (S5 – Human Resources Support).

A respondent from the Sound Governance and Human Resources Management Committee added that:

*“An internship programme is a work experience given to a student who is in a process of completing his/her degree/diploma qualification”* (G3 – Sound Governance and Human Resources).

This shows that the participants in the policy-making process in the Msunduzi Municipality understood what the internship programme was. The definition offered by the respondents seems to reflect the definition offered by both the South African Department of Agriculture (2004:2) and Human Resources Development Strategy for the Public Service (2002:71), presented in the policy context. They defined an internship programme as *“a planned, structured and managed work experience that is occupationally based and incorporates a skills programme designed to produce meaningful competencies which may earn a trainee an education and training credit”* (Department of Agriculture 2004:2; Human Resources Development Strategy for the Public Service 2002:71). The common understanding of internship that has been raised by the respondents is that an internship is a work experience given to the students so that they are able to earn credits and attain their qualifications. This leads to the conclusion that the policy-makers in the Msunduzi Municipality understood the concept of internships before engaging themselves in designing a policy to govern the internships. It is of great importance for the policy-makers to have an understanding of the issue at hand, because it helps in formulating appropriate interventions to address the

problem. Having an understanding of the issue raised is imperative, as it becomes easy to implement the adopted intervention or policy because the policy-makers are the ones who implement the policy. Thus, their (street-level bureaucrats) understanding of the content would make it easy for them to implement the policy. This is because their involvement in the policy-making process gives them insight into what the policy is all about. When the implementation stage comes it appears as if they are implementing their own policies.

One respondent from the Human Resources Development Management Committee added that:

*“An internship programme is a balance between the theory and practice”*  
(D5 – Human Resources Development).

This echoes the suggestions from theorists such as Wesley and Bickle (2005:2), who felt that an *“internship provides the opportunity to apply classroom theory to practical, hands-on experience, while simultaneously developing skills that improve academic performance”*. This means that the Msunduzi Municipality Internship Policy (2004) was developed by people who had an idea of how the internship programme should operate.

One of the Human Resources Development Management Committee members explained that:

*“The internship programme in the Msunduzi Municipality is for students who need work experience in order to qualify for their degrees, as mandated by the Internship Policy (2004)”* (D5 – Human Resources Development).

One respondent from the Sound Governance and Human Resources Management Committee cautioned that:

*“The Msunduzi Municipality offers internships only to those students that need work experience in order to qualify, as mandated by the Internship Policy (2004)” (G3 – Sound Governance and Human Resources).*

This indicates that the Msunduzi Municipality has knowledge of the principal purpose of internships, because internships are designed in a way that reflects the definition of an internship programme.

In contrast to the argument above, one respondent from the Human Resources Support Managers felt that:

*“An internship should not solely focus on those students who need work experience in order to attain their qualifications. It should also consider those who have qualified but who need work experience in order to be employable” (S5 – Human Resources Support).*

The same respondent added that:

*“The internship programme at the Msunduzi Municipality only focuses on those that need work experience in order to get their qualifications” (S5 – Human Resources Support).*

This attests to the view that the Msunduzi Municipality has knowledge of how the internships should be undertaken, as the Municipality designed a programme in a way that reflects the theoretical definition of an internship programme. Interestingly, all the respondents indicated that an internship programme concerns exposing one to the work environment.

When asked whether or not an internship had value, all the respondents answered that it had. To confirm this view, one respondent from the Human Resources Development Management Committee stressed that:

*“The internship programme is significant because it exposes students to the work environment and provides students with an opportunity to understand the dynamics of the work environment”* (D5 – Human Resources Development).

Another respondent from the same committee elaborated:

*“The internship programme is significant because it creates a balance between the theory learnt and practice as it allows the individuals to utilize the skills obtained”* (D5 – Human Resources Development).

However, one of the respondents from the Human Resources Support Managers expressed misgivings:

*“An internship has value only if it is properly planned and certain objectives are set for the intern”* (S5 - Human Resources Support).

The same respondent added that:

*“It becomes a waste of time if the internship is not properly planned and there are no objectives set because the student becomes an additional hand for the department”* (S5 – Human Resources Support).

This respondent’s view concurs with the definition of an internship programme offered by both the South African Department of Agriculture (2004:2) and Human Resources Development Strategy for the Public Service (2002:71), which views

an internship programme as a planned, structured and managed work experience.

According to Dodge and McKeough (2003:1), internships are viewed as providing a bridge between academic preparation and practical involvement in a professional association. They feel that internships provide benefits to the intern, academic institutions and employers. This was the common feeling in the Msunduzi Municipality. One respondent from the Human Resources Development Management Committee stated:

*“The idea of internship was proposed because the students who are undergoing the internship programme end up being employed because they have skills that are lacking in the municipality. So the internship benefits both the students and the municipality”* (D5 – Human Resources Development).

Dodge and McKeough (2003:1) explain that, in terms of the existing qualification requirements at certain tertiary educational institutions such as technikons, students in their respective disciplines have to complete a practical module in order to attain a qualification. The members of the Human Resources Development Management Committee (HRD MANCO) concurred with theorists such as Dodge and McKeough (2003:1). In confirming this view, one respondent from the Human Resources Development Management Committee warned that:

*“The internship programme is significant because students, especially from technikons, cannot obtain their qualifications without the necessary work experience”* (D5 – Human Resources Development).

The work experience serves as a credit that is required by technikon students in order to qualify.

One respondent from the Human Resources Support Managers summarized:

*“An internship programme is offered as part of human resources training and development programmes” (S5 – Human Resources Support).*

Other respondents from the Human Resources Development Management Committee and Sound Governance and Human Resources Management Committee concurred with the statement above. They added that an internship programme serves two purposes. It assists tertiary education students who cannot qualify without work experience, by exposing them to the work environment in order to attain credit for their qualifications. It also assists those who have qualified without work experience as a requirement, to acquire work experience, so that they can be employed thereafter. This means that the internship programme is important because it combats the lack of practical work experience of tertiary education students and adds value to the development of the student’s professionalism.

## **5.2. Policy Agenda Setting**

All the respondents noted that an internship programme is not a new phenomenon in the Msunduzi Municipality. They explained that an internship programme has always existed, but in a less formalized way, because it was not standard to all the departments in the Municipality. There was no policy governing the functioning of an internship programme, since it was not regarded as a formal programme in the Municipality. Students tended to independently approach the relevant departments for work experience in the Municipality and expected no stipends.

Kingdon (1984:173) views policy formation as the result of a flow of three sets of processes or streams. These are problems, policies and politics. He explains that each of these processes acts as an impetus or a constraint on public policy, by

putting a proposal on or off the agenda (Kingdon 1984:174). Kingdon adds that it is the circumstances under which these three streams combine, to make a policy happen. This means that when these three streams merge, issues are most likely to appear on the government policy agenda.

When looking at the problem stream, Parsons (1995:193) states that for a condition to be a problem, people must become convinced that something should be done to change it. He adds that the problem stream is composed of those problems on which government policy-makers fix their attention, as opposed to those which they choose to ignore (Parsons 1995:193). According to Kingdon (1984:119) and Parsons (1995:193), there are three mechanisms which serve to bring problems to the attention of policy-makers. These are indicators, events and feedback.

In these three mechanisms of the problem stream, feedback from the operation of existing programmes was identified to be the one that brought the problem to the attention of policy-makers at the Msunduzi Municipality. Kingdon (1984:100) states that governmental officials receive feedback about the operation of existing programmes in the normal course of events. Governmental officials monitor expenditure, have experience with administering programmes, evaluate and oversee implementation and receive complaints (Kingdon 1984:100). This feedback often brings problems to the attention of government officials from the following: programmes that are not working as planned, implementation that does not square with their interpretation of the legislative mandate, new problems that have arisen as a result of a programme's enactment, or unanticipated consequences that must be remedied (Kingdon 1984:101). Notably, feedback comes to officials in the form of systematic monitoring and evaluation studies, more informally through complaints and case work that leads to awareness of problems and from bureaucrats who become aware of problems through day-to-day administration of a programme (Kingdon 1984:101).

In the case of the Msunduzi Municipality's Internship Policy (2004) one respondent stated that:

*"It was difficult to manage and monitor the internship programme and the Human Resources Development Business Unit (Department) failed to implement it on its first attempt because there was no policy governing the functioning of the programme"* (D5 – Human Resources Development).

A respondent from the Human Resources Support Managers said that:

*"The formalization of the internship programme with a policy was believed that it would streamline and standardize the functioning of the programme"* (S5 – Human Resources Support).

A respondent from the Sound Governance and Human Resources Management confirmed this view:

*"The Municipality developed a policy because they wanted to offer a standardized internship programme like other organizations"* (G3 – Sound Governance and Human Resources).

A key informant explained in detail:

*"The internship was an informal programme in the Msunduzi Municipality. Its purpose was to assist people to complete their degrees/diplomas. It started in 1998, even prior to that we had a 'learner engineer-electrical'. It was offered departmentally. In 1998, the Municipality took an organisational approach, by formalizing the internship programme. As part of the restructuring of the Municipality, the Municipality centralized Human Resources and then introduced the internship programme. The internship*

*programme failed at its first attempt of implementation. It failed because it was not a consolidated programme, we ran it informally and then realized that it was not working. Issues that made it to not work were: students were not remunerated and that was viewed as an abuse; it was not needs-driven and budget-driven; there was an influx number of people coming at any time looking for an internship; we were not coping with numbers as it became disruptive since there was no control because there was no policy; and then a policy to govern the internship programme was proposed” (K1 – Key Informant).*

Kingdon (1984:101) pointed out that feedback sometimes comes to the attention of government officials more informally through complaints and casework that led to the awareness of problems. This was the case in the Msunduzi Municipality regarding the formation of the Internship Policy (2004). A key informant had misgivings:

*“We realized that we are doing this – having the internship programme, but it’s not structured and formal. We didn’t do a feasibility study; it was issues that were coming now and then such as: students coming in daily anyhow; number of requests; stipends or remuneration; people coming to offices; Councillors intervening; placing of interns was not structured and students were incorrectly placed; frustrations regarding placement of students as they ended up being people to assist and not get the required experience; and beneficiaries of the programme were not really benefiting. This was then reported to the HR Sub-Committee, Training Committee by then, and the solution was to develop a policy that will deal with all these issues. We made recommendations to develop a policy and it was endorsed by that committee.” (K1 – Key Informant).*

In this problem stream, the question came to the attention of policy-makers because the Human Resources Development Business Unit initially failed to

manage and monitor the internship programme without a codified policy. Therefore the problem was exposed because of the feedback from the operation of the internship programme. It was evident that a policy to govern the functioning of the internship programme was required in order to standardize and streamline the internship programme effectively and appropriately.

It was not only the problem stream that put the policy issue on the policy agenda; the policy stream also played its role. According to Kingdon (1995:200), the policy stream is where ideas are generated. This stream is characterized by Kingdon (1995:116) as a 'primeval soup', in which ideas float around waiting for opportunities to recombine as solutions to problems. It is best described as a range of alternatives, proposals and possible solutions that are generated in communities of specialists. Kingdon says that the policy stream indicates which advice is regarded as 'good advice' at a given time. He highlights some examples of things that might create considerable motivation for policy change. Among these are academic arguments and studies. It is also through a process of constant discussion, speeches, hearings and bill introductions that ideas may be built gradually. Each of these communication processes plays some role in agenda setting and alternative specification (Kingdon 1995:117).

In the case of the Msunduzi Municipality's Internship Policy (2004), national legislation played a crucial role in ensuring that the policy issue reaches the Msunduzi Municipality's policy agenda, as it (national legislation) mandates all the government spheres and public sectors to offer internships. This is confirmed by the Msunduzi Municipality's Internship Agreement that is signed by both the Municipality and Intern. The Agreement stipulates that:

*"The Municipality acknowledges that education and training are the key to the future and development of South Africa:*

- 1. The Municipality recognizes the need for continuous human resources development that will lead to a highly skilled and competent workforce*

*by devising and employing multi-dimensional strategic approaches that can be translated into various programmes including the internship programme.*

2. *The goals of attracting learners and graduates to the Municipality as part of the municipal responsiveness to community needs are to:*
    - 2.1. *Acquire relevant skills, work experience and expose learners and graduates to public service available opportunities.*
    - 2.2. *Provide a long-term intervention aimed at accelerating service delivery, including but not limited to providing a continuum of qualified candidates and improving employability for historically disadvantaged individuals.*
    - 2.3. *Comply with the Skills Development Plan of the Municipality in terms of the Skills Development Act, 1998.*
    - 2.4. *The internship programme developed and administered by the Municipality is administered to achieve the goals of national legislation.”*
- (Msunduzi Municipality’s Internship Agreement, 2006: 2).

In addition to this, a key informant stated that:

*“Legislation put Municipality as a developmental local government to develop human resources development and capacity. Its role is to capacitate citizens, thus impacting directly to economic development and growth. Human Resources Development is enabling interns to complete their degrees through internships. This is part of the Skills Development legislation.” (K1 – Key Informant).*

One respondent warned that:

*“Due to the legislation, i.e. the Basic Conditions of Employment Act No.75 of 1997 and the Skills Development Act No. 97 of 1998, the different*

*departments of the Municipality had to speak of internships with one voice”*  
(D5 – Human Resources Development).

Another respondent stated that:

*“Developing an internship programme was a requirement for compliance from government. That was compliance in terms of the Skills Development Act to basically promote the development of skills. Every organization is required to play their role in developing the skills for the country. It was a national mandate to develop the internship programme with an aim of providing the skills development, referring to the Skills Development Act.”*  
(D5 – Human Resources Development).

A respondent from Sound Governance and Human Resources added:

*“In terms of the Act, we have to really comply with all the pieces of legislation, i.e. Skills Development Act, Municipal..... That’s because when you check the Skills Development Act, it is not only talking about the existing municipal employees but it is also looking at the training outside the organization. This also assists in our recruitment strategy. From the interns, you can grow your future employees. I believe there was a national mandate that prompted us to develop the internship, and that’s the Skills Development Act.”* (G3 – Sound Governance and Human Resources).

One of the Human Resources Support Managers explained that:

*“The idea of internships came up with Human Resources Development Process Manager and the SETA. From national government, there was a mandate from SETA, Skills Development Plans and National Skills Development Strategy.”* (S5 – Human Resources Support).

In this policy stream, the findings echo the national policy frameworks, which are the Skills Development Act No. 97 of 1998; the National Skills Development Strategy for South Africa (1997); the Human Resources Development Strategy for South Africa (2002); and the Public Service Sector Education and Training Authority (PSETA) (2000). These policy frameworks inform and support the establishment and implementation of internship programmes. The Skills Development Act No. 97 of 1998 mandates that government departments should provide opportunities for new entrants into the market place to gain work experience and employ persons who find it difficult to be employed. This Act is thus implemented in the form of the National Skills Development Strategy, the Human Resources Development Strategy and the Public Service Sector Education and Training Authority.

As with the problem and policy streams, the political stream contributed to getting the policy issue of developing the Msunduzi Municipality's Internship Policy (2004) on the policy agenda. Kingdon (1995:162) views the political stream independently of the problem and policy streams. He feels that this stream is composed of a number of elements, namely: national mood, organized political forces, government and consensus-building. In the case of the Msunduzi Municipality's Internship Policy (2004), organized political forces determined the political stream. According to Parsons (1995:193), organized political forces entail parties, legislative politics and pressure groups.

Kingdon (1995:163) advises that governmental officials judge the degree of consensus among organized political forces. He adds that if there is a widespread agreement of those forces, officials either try to go along with them or at least know what they are up against. In this case, strength is perceived partly in terms of frequency or intensity of communication. Change is therefore aided by a constituency in favour of it.

In the case of the Msunduzi Municipality, organized political forces contributed to shaping and bringing the policy issue of the internship programme onto the policy agenda. Through the intensity of communication concerning the internship programme, how it operates and who benefits from it, from both politicians and officials themselves, the internship programme became a topical issue that needed attention. To confirm this view, a key informant explained that:

*“The Municipality communicates through policies and bylaws. Both Councillors and officials were saying that ‘to avoid confusion, we need to develop a policy that will govern the functioning of this internship programme’. This will also make the process transparent and accountable. In addition, it will also avoid the uneven way of doing things.”* (K1 – Key Informant”.

There was also a political will that contributed to developing the internship programme. One respondent from Human Resources Development saw an ulterior motive:

*“The experience from how it was done, one would say there was a certain agenda from certain people and there was biasness in the manner it was action because certain people used it as a way of getting into the Municipality even though it was part of government legislation”* (D5 – Human Resources Development).

The opinion of a respondent from the Human Resources Support Managers was that:

*“I think the idea of internships emanated from the National Skills Development Strategy. The Msunduzi Municipality also wanted to participate in the programme. The political dimension that one could look at is the cry of political organizations about the youth development. The*

*youth is actually saying give us the skills.” (S5 – Human Resources Support).*

Most respondents indicated that, from the political point of view, it was the acknowledgement by staff who are working and facing the issues on a daily basis that there was a need for having an internship policy in the Municipality to govern the already operating informal internship programme. One of the Human Resources Support Managers said:

*“When Human Resources Development sold the idea, I knew that it was a politically good idea. All stakeholders bought the idea – politicians, officials and trade unions. Maybe the shortage of staff as well, was a reason why interns were needed. But I personally think it was social responsibility on our side to provide work experience and it was good publicity on the side of the politicians” (S5 – Human Resources Support).*

Parsons (1995:194) points out that at critical times the problem, policy and political streams come together. He postulates that *“a problem is recognized, a solution is developed and available in the policy community, a political change makes the right time for policy change”* (Parsons 1995:194). Interestingly and importantly, Parsons (1995:194) suggests that if all three streams – problem, proposal (policy) and political receptivity – are coupled in a single package then the item has a high probability of reaching the top of the decision agenda and may result in a spill-over to a related area. This is exactly what happened in the case of the internship programme policy issue at the Msunduzi Municipality. As the Municipality had already developed an internship programme, which started in 1998 and operated informally, in the year 2004 the Municipality decided to formalize the internship programme with a codified policy. This is because the Municipality failed to implement the informal internship programme without a policy, as they were encountering many problems such as the payment of interns, incorrect placing of interns, large number of applications and the

disruption due to many people arriving at any time for an internship, students not really benefiting from the programme and frustrations while handling these issues. These problems then became the feedback from the operation of the existing informal internship programme. The champion of the Internship Policy (2004), who was a Training Officer by then, and who is a key informant in this study, prepared a report which was presented to the Training Committee (Sub-Committee Human Resources). The report detailed the above-mentioned issues from the existing internship programme. The recommendations made were to develop a policy that will govern the functioning of this programme, which was viewed as streamlining and standardizing the programme. It was endorsed by that committee.

The Skills Development Act No. 97 of 1998, together with its implementation frameworks such as the National Skills Development Strategy, the Human Resources Development Strategy, the Public Service Sector Education and Training Authority, and many other national legislations, were compelling and the Municipality had to comply with these legislations and thus respond to the call of the internship programme. Again, this contributed to getting the internship programme policy issue onto the policy agenda, as these legislations were the solution to the problem stream. The Municipality is required by law to have an internship programme.

Finally, it was a response to the political will and acknowledgement of the need by staff. This is because Councillors were intervening and wanting to know who benefits from the internship programme and how it actually operates. The Councillors were also using it to gain publicity and to pursue their own agendas. The staff (Human Resources Development, together with Human Resources Support Managers) acknowledged the need to formulate a policy that would govern the already existing internship programme, avoid confusion and do things properly. This strongly supported the legislation, which mandates all government spheres and/or sectors to offer internships.

The three streams thus merged, resulting in the internship programme policy issue gaining momentum and being considered and discussed on the policy agenda. From here, the policy issue of the internship programme spilled over and went straight to the decision agenda. This meant that the setting of the policy agenda for the new policy, which is the Msunduzi Municipality Internship Policy (2004), came to fruition.

### **5.3. Policy Formulation**

Dye (1995:305) describes policy formulation as the development of policy alternatives for dealing with problems on the agenda. He explains that policy formulation occurs in government bureaucracies, interest group offices, legislative committee rooms, meetings of special commission, and policy-planning organizations known as 'think tanks' (Dye 1995:305). Howlett and Ramesh (1995:200) and Bonser (1996:49) agree with Dye and suggest that policy specialists brainstorm possible solutions to policy issues or problems, by examining the policy issue or problem itself, looking at communities' interests and making a list of possible alternatives to the problem at hand.

While studying the issue, the Msunduzi Municipality already had an existing internship programme. This programme was problematic in its operation and was failing. The issue was then tabled before the Training Committee, now known as the Human Resources Sub-Committee, through the report that was prepared by the policy champion. The next step for the committee was to deal with the problem presented to them, by suggesting what should be done to solve the problem. This marked the beginning of the policy formulation process. A key informant in this study confirmed the notions articulated by Howlett and Ramesh, Bonser, and Dye, and said:

*“The Champion prepared a report and presented it to the Training Committee. A solution was to develop a policy that will deal with all those issues. Then recommendations to develop a policy were made and they were endorsed by that committee.”* (K1 – Key Informant).

It is evident in this case that when the policy issue of the internship programme was presented to the Training Committee, which is composed of Councillors and officials, the proposal made as an alternative or solution to the problem was the development of the policy which would address all the issues hindering the effective implementation of the internship programme in the Municipality.

When asked about other proposals made in response to this problem, a key informant explained that:

*“The committee didn’t have many proposals, other than developing a policy, as there was survey done to benchmark with other institutions”* (K1 – Key Informant).

The Training Committee has the specific role of development in the Municipality and uses special teams. In this case, the committee assigned the policy champion to formulate a draft policy document. According to Dye (1995:306), over time some staffers become very knowledgeable about specific policy areas. He stated that staff are expected to research issues, schedule legislative hearings and line up experts and interest groups to testify. This was also the case in the Msunduzi Municipality, as staff conducted research and came up with a draft policy document for relevant stakeholders and others to comment on. One of the Human Resources Support Managers verified this:

*“The process of developing an Internship Policy (2004) was started by the Human Resources Development Management Committee. This committee*

*conducted research and came up with a draft policy” (S5 – Human Resources Support).*

In their research process they interviewed the Human Resources Development Process Manager, the Skills Development Manager, the Human Resources Support Managers and other Human Resources Development staff who were involved in the informal internship programme (then called in-service training). The committees, namely the Human Resources Development Management Committee, the Human Resources Support Managers and the Sound Governance and Human Resources Management Committee, verified that the draft of the *Internship Policy (2004)* went through all the necessary phases during the consultation process. These phases were the Human Resources Development Committee, the Training Committee, the Sound Governance and Human Resources Committee, the Human Resources Portfolio Committee, the Municipal Executive Committee (known as EXCO), and the full Municipal Council. To confirm this view, one respondent from the Human Resources Development Management Committee pointed out that:

*“They had intense discussions with the policy during the consultation process with different stakeholders” (D5 – Human Resources Development).*

According to the respondents interviewed, confirmed by a key informant interviewed, the relevant stakeholders who were participating in the formation of the Msunduzi Municipality’s Internship Policy (2004) were Departments (Strategic Business Units), Labour Forums (Unions), Councillors in the Training Committee, Tertiary Institutions which had an interest and working relations with the Municipality and Human Resources Support Managers. These stakeholders were given the draft policy two weeks in advance, so that they could prepare and offer their inputs. This indicates that there is participation in the policy process at the Msunduzi Municipality. This is a necessary procedure, because the participation

of stakeholders in the policy process is one of the characteristics of good governance.

The respondents indicated that the draft policy was circulated, for inputs and comments, to the relevant stakeholders. One respondent from the Human Resources Support Managers explained that:

*“The draft policy was circulated to all the people who were the stakeholders in policy development with an aim of sourcing the information and gathering their comments and inputs. After that, workshops were held with the relevant stakeholders, especially the Human Resources staff” (S5 – Human Resources Support).*

This respondent confirmed that the relevant stakeholders had discussions and input was incorporated into the draft policy document. The discussions and workshops held regarding the draft policy document for the internship programme took place in 2004. In these discussions and workshops, the Training Committee had the following issues concerning the draft policy document: (1) should the interns be remunerated or not? And if yes, by how much? (2) What criteria should be used to select interns? (3) How will the performance of interns be assessed? How will the behaviour of the interns be dealt with? (4) Definition of who is an ‘intern’-highlighting that the chance of an internship should also be given to those who need work experience in order to be employable. (5) Is it in line with South African Qualification Authority (SAQA) to offer internships for both work experience and employability? (6) What will be the role of the department in which the intern is placed? Notably, all of these issues were presented by a key informant, who happened to be a policy champion during the formation of the policy under examination in this study, saying they were raised by different members of the Training Committee. The same key informant further explained that concerns were recorded in the minutes and were addressed, drafts were circulated for comment and they publicized the policy so that it would be known.

The respondents emphasized that the policy formulation process involved all the relevant stakeholders and committees.

The draft policy that the Training Committee was discussing when raising all these issues is referred to as an 'Internship Training Programme Proposed Policy Document' (Appendix F). This draft did not have a definition of terms and the issue of defining who is an intern was not covered. On the remuneration of interns, it says "*Council will not pay salaries or wages to interns*". This is why this remained as an issue. The assessment of the performance of the interns and the role of departments in which interns are placed were not covered by the proposed draft policy. The criteria and alignment with the SAQA were covered by the draft policy document to a certain extent, but they were not giving answers to the questions raised by the Training Committee. This is why these issues were intensely discussed in this forum/committee.

The draft policy document that followed, which incorporated all the comments and addressed the issues raised previously, is referred to as the 'Internship Training Programme Second Draft Policy Document' (Appendix F). This took place in the year 2004. Interestingly, this draft policy document defined the terms used in it and particularly defined an intern. It defined an intern as "*any person that resides in the demarcated area of the Msunduzi Municipality and registered as a student at a higher educational institution.*" It specifies that whoever is an intern, he or she may either be in the process of completing his/her studies or has just completed his/her studies and is in need of experiential/practical training. Detailed criteria and selection of the persons who qualify to be interns were stipulated in this draft. The discipline of the intern was specified and aligning with SAQA was covered. Nonetheless, the remuneration of interns remained an issue. Though it was addressed to a certain extent, the draft policy document was still emphasizing that interns were not municipal employees. It was suggesting that the Municipality would pay the interns a stipend of up to R1 000 per person per month for the duration of their internship programme. This was problematic in the

sense that it was not considering the level of education for individuals, but rather it was just saying that whoever is an intern would be paid R1 000 a month.

In the same year, 2004, the second draft policy document was amended and the issues raised were addressed. This draft policy document is referred to as “Internship Training Programme Policy Document’ (Appendix F). This is the draft which was presented to the Msunduzi Municipal Executive Committee for approval. While agreeing with the previous draft policy documents on the notion that interns are not municipal employees, this draft stipulated that interns shall be subject to the Disciplinary and Grievance Procedures of the Municipality during the course of their internship. Importantly, this draft addresses the issue of remunerating the interns. It stipulates that interns will be paid a stipend of a minimum of R1 000 and a maximum of R 3 500 per person per month, depending on their level of education.

In essence, this draft policy contained the following aspects: introduction, definitions of terms, aims, structure and procedure, status of interns, criteria and selection, duration, grievance procedures, expectation of permanent employment and discipline. Introduction briefly explains the need of internships and compliance with the country’s constitution, not omitting the drive for the Municipality to develop an internship programme. The draft policy defined the terms used throughout the document, which are Intern, Higher Education and Higher Education Institution. The draft policy also explained the aim of the policy, stating that it empowers students to develop and gain the necessary experience towards attaining their academic qualifications by way of exposure to a work environment. The structure and procedure assigned roles and responsibilities to different departments, managers and committees. These include: Human Resources Development, Process Manager-Human Resources Development, Sound Governance and Human Resources Strategic Executive Manager and Human Resources Development Management Committee. In terms of the status of interns, it stipulates that interns will be paid an amount of R1 000 minimum and

R3 500 maximum. It states that they are not employees of the Council, but shall be subjected to the Disciplinary and Grievance Procedures of the Municipality while serving their internship. The criteria for selection detail the eligibility of the intern in the programme and the necessary procedures to be followed. The duration of the internship programme is covered in the draft policy and it will last up to a maximum of twelve months. On the expectation of permanent employment, the draft policy states that there will not be any expectation of either permanent or temporary employment. It covers Grievances and Discipline in the appendix of the draft policy.

#### **5.4. Policy Decision-Making**

According to Anderson (1984:135), the decision-making stage entails making a choice from among alternatives. Hill (1984:99) concurred with Anderson's argument and said that government considers policy alternatives and proposals and decides or adopts a particular course of action or decides on non-action. In addition, a policy decision is referred to as the culmination of many decisions made during the policy process.

In the case of the Msunduzi Municipality's internship programme policy issue, the Msunduzi Municipal Executive Committee adopted the course of action by considering the policy draft document presented to them as a solution to the problem of the ineffective internship programme. The Municipality thus complied with the national policy frameworks led by the Skills Development Act No. 98 of 1997 that mandated all government sectors to offer internships. The Executive Committee then formalized the internship programme with a policy that governs its operation, thereby addressing all the issues hindering its effectiveness. This policy was termed the Msunduzi Municipality Internship Policy (2004). It was approved on the 7 October 2004 by the Msunduzi Municipal Executive Committee.

The Msunduzi Municipality arrived at a decision to adopt the draft policy document as a final policy, termed as Msunduzi Municipality Internship Policy (2004), by using the incremental model. Cornell (1980:137) perceives the incremental model as a political process, characterized by bargaining and compromise among the self-interested decision-makers. He states that this model views decision-making as a practical exercise concerned with solving problems at hand. Notably, decisions taken using this model represent political feasibility rather than what is desired. In local government and public policy, decision-making is the sole privilege of the Council – comprised of the elected representatives. The Council then makes the final decision on politically agreed criteria and motives. This was the procedure followed by the Msunduzi Municipality regarding the endorsement of the final internship policy draft document. Officials formulated the draft policy and involved different stakeholders during the consultation phase, but the final decision on approving the draft policy document was taken by the Executive Committee, supported by the full Council.

Concerning making a decision about the draft policy document presented for final approval, respondents stated that the Internship Policy (2004) encountered problems when it reached the Executive Committee. It was returned to this committee three times before it received full endorsement. As one respondent from the Human Resources Development Management Committee said:

*“There are three issues that were thoroughly debated in the Executive Committee, delaying the approval process” (D5 – Human Resources Development).*

The same respondent continued:

*“Those issues were: (1) Councillors asked why we target the students who need work experience for qualification purposes only and exclude those who need work experience in order to be competitive in the job market? (2)*

*Councillors asked why we have to pay the students. There was also a feeling that they are overpaying the students. (3) Councillors asked how will the programme be monitored and do they have the capacity to monitor the programme?” (D5 – Human Resources Development).*

One respondent from the Human Resources Support Managers added:

*“Remuneration for the interns was an issue that councillors had a problem with and it was changed accordingly in the final policy draft document” (S5 – Human Resources Support).*

A key informant interviewed noted:

*“The draft policy document presented faced the following problems: (1) Councillors asked for the definition of an intern. (2) Councillors also asked for the finalization of the allowance given to interns. (3) Councillors asked for the criteria as compared to others.” (K1 – Key Informant).*

These issues were discussed thoroughly and addressed in the final draft policy document, the Msunduzi Municipality Internship Policy (2004). The remuneration of interns was dealt with by the breakdown table of the stipends paid to students on the basis of their highest qualification attained. The definition of who is an intern and criteria for someone to be part of the programme was also detailed in the final draft policy document. Importantly, all these issues were attended to and are covered in the final draft policy document summarized below, while others were not clearly articulated in the document.

In summary, John Dewey in Cornell (2002:10) and Cloete and Wissink (2000:152) list procedural decisions to be made in adopting a policy. These are: (1) What is the problem? (2) What are the alternatives? (3) Which alternative is best? In the case of the internship programme policy issue at the Msunduzi

Municipality, the problem was the improperly co-ordinated internship programme that was failing to serve its purpose. The alternative to this policy issue was to develop a policy that would address all the problems that the existing internship programme was experiencing and would govern the functioning of the programme in the Municipality. This was mandated by the following national policy legislations: the Skills Development Act No 98. of 1997; the National Skills Development Strategy (1997); the Human Resources Development Strategy (2002); the Public Service Sector Education and Training Authority (PSETA) (2000); the Public Service Act (1994); Public Service Regulations (2001); Workplace Skills Plans (WSPs) and the South African Qualifications Authority. In selecting the best alternative, Anderson (1997:134) explains that what is actually involved in the decision stage is not to choose one best policy among others but to make a decision about the already selected one. This was the case, with regards to the Internship Policy (2004), in the Msunduzi Municipality, because the alternative suggested was the development of the policy and the decision was whether to adopt that policy or reject it. The decision ultimately taken by the Msunduzi Municipal Executive Committee was to endorse the Msunduzi Municipality Internship Policy (2004). The final draft policy document that was approved, and amended where required, is discussed in the following section.

#### **5.4.1. The Msunduzi Municipality's Internship Policy (2004)**

The context of this policy is in the area of education, with specific focus on skills development. Education and training is acknowledged by the Msunduzi Municipality in the Internship Policy (2004:1) as the key facets of capacity building and, thus, key to the future development of South Africa. The Msunduzi Municipality states in the Internship Policy (2004:1) that the "*advancement of education information drives the efficiency and effectiveness in the education system*". This policy stated that having skills development programmes that support the education system assists in improving the education provided to tertiary students (Msunduzi Municipality Internship Policy 2004:1). The policy

stipulated that *“it is a constitutional duty of the state to provide an education system that develops individual citizens and the nation as a whole”* (Msunduzi Municipality Internship Policy 2004:1). It is for this reason that the Msunduzi Municipality has committed itself to providing human resources training and development in the form of an internship programme, as mandated by the Msunduzi Municipality Internship Policy (2004).

This Msunduzi Municipality Internship Policy (2004) policy document is divided into eight sections. These are: introduction, definition of terms, aims, structure and procedure, status of interns, criteria and selection, duration and, finally, the expectation of permanent employment. The ‘introduction’ presented the need, importance and usefulness of having an internship programme in the Msunduzi Municipality. It highlighted issues, such as efficacy in the education system, by advancing the education information, the compliance of the Municipality with its Integrated Development Plan in *“providing human resources training and development programmes”* and compliance with the constitution of South Africa in *“providing an education system that develops citizens”* (Msunduzi Municipality Internship Policy 2004:1).

The policy defined the items intern, higher education and higher education institutions. According to the Msunduzi Municipality Internship Policy (2004:1), an ‘intern’ means *“any person that is registered as a student at a higher educational institution”*. The policy suggested that a person may either be in the process of completing studies or has just completed the studies, but is in need of practical training as part of the requirements of the institution. ‘Higher education’ is defined in the Msunduzi Municipality Internship Policy (2001:1) as *“all learning programmes from matric, as contemplated in the South African Qualifications Authority Act No. 58 of 1995, and includes tertiary education, as contemplated in chapter 2 section 29 (1) of the Constitution of South Africa (1996)”*. A ‘higher education institution’ is defined as *“any higher education institution that is established or declared as such and is registered as a public higher education*

*institution by the Director-General of the National Department of Education, in terms of the National Policy of Education” (Msunduzi Municipality Internship Policy 2004:1).*

The Msunduzi Municipality Internship Policy (2004:2) explained that the Municipality provides internships with the ‘aim’ of empowering themselves to develop and gain the necessary experience towards attaining their academic qualifications by way of exposure to a work environment. In terms of its ‘implementation strategy’, the structure and procedure listed the activities to be undertaken during the implementation process of the internship programme. It assigned duties and responsibilities to the people concerned. These are the Human Resources Development Business Unit, the Human Resources Development Process Manager, the Sound Governance and Human Resources Strategic Executive Manager and the Human Resources Development Management Committee (Msunduzi Municipality Internship Policy 2004:3). The policy emphasized that the Human Resources Development Business Unit will manage the internship programme. It specified that the communication regarding the internship programme and its activities should be directed at the Human Resources Development and Process Manager, Human Resources Development, who will then liaise with both the interns and relevant departments who need interns.

The Msunduzi Municipality Internship Policy (2004:3) clarified the status of interns in the Municipality. Interns are not Municipal employees, but while serving their internship they shall be subject to the Disciplinary and Grievance Procedures of the Municipality. The policy stipulated that interns are paid a stipend of a minimum of R1 000 and a maximum of R3 500 per person per month, depending on their level of education. There are no other benefits (Msunduzi Municipality Internship Policy 2004:4).

Selection criteria are used to define the eligibility of the applicant to participate in the programme. A student must be registered at an academic institution of higher learning, in need of practical work experience of a specified nature and duration, in need of work experience in order to qualify, able to submit a letter of registration from the institution, come from a previously disadvantaged background, preferably within the Msunduzi Municipality boundary or the Province of KwaZulu-Natal, and pursuant of a qualification (Msunduzi Municipality Internship Policy 2004:4). The duties and responsibilities for selection and other criteria are assigned by the Msunduzi Municipality Internship Policy (2004:4) to the Sound Governance and Human Resources Strategic Executive Manager, the Human Resources Development Process Manager and appointed representatives. The *Internship Policy (2004:5)* recommended that the internship programme last up to a maximum of twelve calendar months, unless otherwise stated and agreed upon. Finally, the policy indicated that students must not have any expectations of permanent or temporary employment (*Internship Policy 2004:5*). This means that those students who are selected to participate in the internship programme must not expect to be employed by the Municipality thereafter, as the Municipality is not compelled to employ them.

In terms of its 'evaluation strategy', there is nothing stipulated in the final draft policy document detailing how the internship programme will be evaluated. This is a serious short-coming of the Msunduzi Municipality Internship Policy (2004), as the Municipality raises awareness and communicates with everyone in the Council through policies and bylaws. In the case of the Msunduzi Municipality Internship Policy (2004), monitoring and evaluation of the programme is not described in the policy document.

## **5.5. Policy Implementation**

Lipsky (1980:3) defines policy implementation as the stage that entails putting a policy into practice, using skilled actors. Cloete and Wissink (2000:166), citing

Pressman and Wildasky, define policy implementation as the means to carry out, accomplish, produce and fulfil the objectives of the policy. In simple terms, policy implementation starts once a government has made a choice among alternatives on the national agenda when government decides to act on a specific decision. It is a process whereby programmes or policies are carried out. Anderson (1997) agrees with Lipsky (1980) that implementation denotes translating plans into practice. Anderson states that the translation of policy goals into intended effects requires time, expertise, energy and resources (Anderson, 1997).

In the case of the Msunduzi Municipality's Internship Policy (2004), the Municipality made a choice among the alternatives and that choice was to develop a policy to deal with the issues facing the then existing problematic internship programme, guided by the national policy frameworks led by the Skills Development Act No. 97 of 1998. Once the Municipality decided on the policy, the next step for the Municipality was to act on that policy decision, meaning implementing the adopted policy, the Msunduzi Municipality Internship Policy (2004).

In the present study, the focus is on how the Msunduzi Municipality Internship Policy (2004) is implemented in the Msunduzi Municipality. According to the findings of the research, the Msunduzi Municipality Internship Policy (2004) stipulates the implementation process to be followed. This was confirmed by one respondent from the Human Resources Development Management Committee, who said that:

*“All the procedures to be followed such as advertising, interviews and stipends to be paid to students are detailed in the policy as an implementation process” (D5 – Human Resources Development).*

In examining the policy, selection and criteria, structure and procedure and the status of the interns are stipulated in the policy document as an implementation process.

Hessing and Howlett *et al.* (1997:172) contend that the implementation stage of the policy process translates policy decisions into action; such actions require funding to be allocated, personnel assigned and rules of procedure developed. In the case of the Msunduzi Municipality, the implementation of the policy is funded by the Municipality, as it is in line with its strategic objectives, stipulated in the Msunduzi Municipality's Integrated Development Plan (IDP).

Dunn (1994:16) explains that policy implementation is a phase of the policy-making process, in which an adopted policy is carried out by the administrative units, which mobilize financial and human resources to comply with policy. In the present study, the Human Resources Development business unit is responsible for the implementation of the Internship Policy (2004) in the form of the internship programme. This is confirmed by the policy itself, in section 4.1., where it states:

*“The Human Resources Development Business Unit will manage the programme”* (Msunduzi Municipality Internship Policy 2004: 1).

A respondent from the Sound Governance and Human Resources Management Committee elaborated:

*“It is stated in the policy document that Human Resources Development will manage the internship programme. This is because this department is responsible for training and development of both employees and communities at large”* (G3 – Sound Governance and Human Resources).

Though the Msunduzi Municipality Internship Policy (2004) was developed and approved in October 2004, it was implemented for the first time in the year 2006

as a formal programme. With regards to the personnel responsibility for implementation, the internship programme is implemented by the strategic business units, led by the Human Resources Development business unit.

There are two commonly used models in policy implementation, namely top-down and bottom-up approaches (Weimer and Vining 2005:280). These two modes of implementation provide a useful framework for thinking critically and systematically about implementation in practice, according to Weimer and Vining (2005:280). The mode of implementation significant in this study is the bottom-up approach.

The bottom-up approach focuses on how the policy implementers carry out the policy, compared with simply focusing on the instructions they must follow. It is based on the lower level and concerns activities of street-level bureaucrats (Lipsky, 1980:14-20). The bottom-up approach is more flexible and focuses more on the output than the input – it is more concerned with the outcome. The flexibility is a result of the manner in which street-level bureaucrats conduct their responsibilities (Hill, 1997:140). This mode of implementation does not allow for a single solution, but offers alternatives to achieve a particular outcome. This means that the bottom-up approach requires more organisational interactions at the lower levels, street-level bureaucrats, in order to make policy flexible, clear and understandable.

In the case of the implementation of the Msunduzi Municipality's Internship Policy (2004), respective strategic business units are implementing the internship policy in the form of the internship programme. These strategic business units are working jointly with, and reporting to, the Human Resources Development business unit as the custodian of the internship programme. In this case, the strategic business units are the street-level bureaucrats.

For effective implementation, supporters of the bottom-up approach argue that the implementation process involves 'policy-making' from those who are involved in putting it into effect. Lipsky (1980:13) stresses that the interaction between bureaucrats and their clients must be taken into account during policy implementation. In the present study, strategic business units, as street-level bureaucrats, were involved during the policy-making of the Msunduzi Municipality Internship Policy (2004) – they were consulted during the drafting and formulation of the policy. Their contributions, inputs and concerns were taken into consideration, as discussed in section 5.3.

According to Lipsky (1980:14-20), street-level bureaucrats are bottom-uppers. They are involved in policy implementation and the outcome depends on the procedures in place to implement policy. With regards to the implementation of the Msunduzi Municipality Internship Policy (2004), street-level bureaucrats, as the departments that are implementing the policy, are the ones who are interpreting, applying and delegating the roles and responsibilities to give effect to the Msunduzi Municipality Internship Policy (2004) adopted by the Council. In the case of the Msunduzi Municipality Internship Policy (2004), strategic business units appointed subject specialists within their departments to be mentors in the internship programme. Roles and responsibilities were delegated to these individuals. These individuals were trained in mentoring and coaching, so they could be able to transfer skills, expose students properly and ensure that students acquire the relevant work experience in the internship programme, as expected.

When probed further about the approach used in implementing the policy, all respondents noted that strategic business units have mentors who are mainly responsible for ensuring that students acquire the required work experience. However, the same respondents felt that mentors are using their own discretion to ensure that students gain the necessary work experience as they are not given

any procedures to follow; rather they are just assigned with students to supervise and coach in the programme.

The respondents had misgivings that it is up to the assigned mentor to devise a strategy on how the student should be properly exposed to the work environment. Confirming this view, one respondent from the Human Resources Support Managers stated that:

*“There are no structured ways of implementing the internship programme, therefore mentors are using their own discretion because there is nothing formal or guidelines in place” (S5 – Human Resources Support).*

Reinforcing this view, a respondent from the same committee added:

*“The implementation of the internship programme is not well organised because there are no clear guidelines to guide the mentors” (S5 – Human Resources Support).*

A respondent from the Human Resources Development Management Committee said that:

*“Mentors are just given interns and are not guided by anything as to how they will ensure that the interns get the necessary work experience” (D5 – Human Resources Development).*

Mentors, themselves, explained that:

*“There are no guidelines and directions given on how to expose the students to the work environment. The nature of work that we are doing in the Municipality is different from department to department, so having guidelines on how to implement an internship programme won't be*

*applicable to all of us. As a result, mentors are using their own discretion in exposing the students to the work environment and sometimes assisted by the logbooks from the tertiary educational institutions that stipulate what the student should know or be exposed to” (M10 - Mentors).*

*“Mentors are not using any instructions from the Human Resources Development Business Unit because this department does not know their actual activities and practicalities of what they are doing in their respective business units” (M10 - Mentors).*

*“As mentors, we were thrown into the deep end and were expected to implement the programme without any instructions or assistance” (M10 - Mentors).*

*“Mentors are actually using their own methods to implement this policy” (M10 - Mentors).*

One respondent from the Sound Governance and Human Resources Management Committee concurred with these mentors, saying that:

*“Mentors are using their own discretion in this programme because they are not given any guidelines to follow or use in implementing the programme. People are just given interns without even prior notice and without programmes in place to follow” (G3 – Sound Governance and Human Resources).*

Although mentors are using their own methods to expose the students to the work environment in their respective business units, they are assisted by the logbook from the students’ tertiary institutions. This logbook contains all the aspects and areas that need to be covered by the student during the duration of the student’s internship. The logbook does not emphasize how the student

should be exposed to the work environment, but instead it recommends the areas that need to be covered during the course of an internship. It then becomes a mentor's responsibility to devise a strategy to be used in exposing the student to the work environment. Those students who come without a logbook depend on the mentor's discretion in terms of gaining exposure to the work environment.

In summing up, the 'policy-making' of the Msunduzi Municipality Internship Policy (2004) involved the role of other actors such as the Municipality's strategic business units as street-level bureaucrats. These street-level bureaucrats participated in the drafting of the policy and are currently implementing the policy – this confirms that the bottom-up approach is used in implementing the Msunduzi Municipality's Internship Policy (2004). Parsons (1995:465) postulates that the bottom-up approach views implementation as involving negotiation and consensus building, thus giving the opportunity for public participation, and the opinions of the relevant stakeholders are accepted. In the case of the implementation of the Msunduzi Municipality's Internship Policy (2004), views of the strategic business units who are serving as street-level bureaucrats are accepted and were considered during the policy formulation. According to Lipsky (1980:xii), *"the decision of street-level bureaucrats, the routines they establish, and the devices they invent to cope with uncertainties and work pressures, effectively become the public policies they carry out"*. This means that street-level bureaucrats devise their own strategies to deal with the problems they encounter, uncertainties and work pressures and hence these strategies eventually become public policies. In this case, strategic business units are using mentors to implement the internship programme in their respective business units. The outcome of policy implementation is dependent on the procedures used in implementing the policy by strategic business units. These strategic business units are liaising with the Human Resources Development unit, which is mainly responsible for the implementation of the policy under examination and for managing the internship programme in the entire Msunduzi Municipality.

## 5.6. Policy Evaluation

Evaluation is viewed as a systematic assessment of a policy, to determine the successes and progress of such policy. Evaluation can be conducted systematically or informally. Systematic evaluation enables the evaluation to be conducted employing social science research techniques. This allows for carefully found outcomes that adjudicate for a thorough and more precise way of improving the programme or policy (Weiss 1998:4). With regards to the evaluation strategy, it is not stipulated in the policy document how the internship programme will be monitored and evaluated – the policy does not say anything about the evaluation of the internship programme. This is a serious shortfall in the Msunduzi Municipality Internship Policy (2004) document.

The Human Resources Development unit and the Policy Champion were, however, knowledgeable about how the internship programme will be evaluated. One respondent from the Human Resources Development unit reported:

*“EXCO had an issue with monitoring and evaluation. They asked us: (1) how are we going to monitor these students? (2) Do we have the capacity to take them on? This is when we brought the issue, telling them that there will be mentors and there will be quarterly reports that are sent to Council so that they can understand how far we are and how are we doing with interns.” (D5 – Human Resources Development).*

Another respondent from the same unit, Human Resources Development, said:

*“Mentors are trained on how they should implement the programme. We meet with mentors once a month to find out how they are doing. Mr. Dylan Govender, Skills Development Manager, is supposed to meet with the interns and find out how they are doing – whether they are coping or not. Even with the students, we are supposed to check how they are doing in*

*the programme. We are supposed to find out whether they are getting what they are here for. There are guidelines or procedures in the policy, mentioned for mentors, guiding them what to do when they encounter situations in the programme. We are supposed to be evaluating the programme – maybe in the mid-June.”* (D5 – Human Resources Development).

Often, once the policy is passed and measures for implementation put in place, and implementation initiated, the assumption is that the outcome will be the intended one. Policy monitoring and evaluation is essential to give a picture of the outcome of the policy. Dye (1981:366) stresses that lack of monitoring and evaluation has been found to be the cause of many policy failures in the public policy field.

It is very important that respondents are thoroughly informed about the evaluation of policies or programmes. They must know exactly what should be done and how the internship policy under examination should be evaluated, but all these directives were not captured or stipulated in the policy document as a communication tool. It is clear that during the Msunduzi Municipality's policy-making process some discussions took place regarding evaluation and they were attended to accordingly. Nonetheless, these issues were not written into the Msunduzi Municipality Internship Policy (2004) document. This is a serious shortfall or weakness of the Msunduzi Municipality Internship Policy (2004). There is no set of outcomes, time frames or indicators stipulated in the policy document of the Msunduzi Municipality Internship Policy (2004).

It is also evident from the views of the respondents from Human Resources Development that Human Resources Development, as the unit in charge and managing the internship programme, is the one responsible for the evaluation of the Msunduzi Municipality Internship Policy (2004).

Following these views and the fact that no information was stipulated in the policy document as an evaluation strategy, a key informant pointed out that:

*“When talking about policy evaluation, the Internship Policy (2004) is supposed to be reviewed annually – this is the standard procedure in the Local Government and it is included in the IDP. Also, concerns will force the policy to be reviewed.”* (K1 – Key Informant).

When reviewing the IDP to confirm this key informant’s view, the IDP reflects the achievement of the city in the previous IDP cycle – in other words, it presents the evaluation of the previous goals set for the Municipality and states which ones were achieved and which ones were not and why they were not, according to the strategic business unit. For instance, one of the Sound Governance and Human Resources strategic business unit’s objectives stipulated in the IDP is the *“review and development of draft policies”*. This attests to the view expressed by the key informant, that policies are reviewed annually to see whether they are still suitable and serve the purpose or not.

Though there is nothing attached to the policy document as an evaluation strategy for the internship programme, the Msunduzi Municipality did intend to evaluate the programme. During the data collection phase of this study, the Municipality was at the planning stage of the evaluation of the internship programme. At that point, the two policy development interns, who were also beneficiaries of the internship programme in the Council placed at the Human Resources Development unit, were tasked with the responsibility of evaluating the effectiveness of the internship programme in the Msunduzi Municipality, using social science research methods. It was at the planning phase when data collection took place and hence it is not included as part of this study, as the Municipality was yet to evaluate the programme.

Since the Msunduzi Municipality Internship Policy (2004) was implemented for the first time in 2006, when the interns were to evaluate the effectiveness of the internship programme towards the end of the year, the most relevant type of evaluation was formative evaluation, which was carried out during the implementation process of the programme. According to Parsons (1995:547), this type of evaluation is conducted while the programme is on-going and seeks to provide information to managers, programme directors and staff about how the programme is operating and how it could be improved. Since the internship programme was still in its implementation process, the proposed evaluation at that stage was to be undertaken with the purpose of giving feedback to the Municipality, especially HRD, strategic business units and EXCO, about the operation of the programme in the Council. As Cloete and Wissink (2000:216) emphasized, evaluation conducted during the implementation process focuses on the effectiveness, efficiency and levels of public participation in the implementation process. This was the case in the Msunduzi Municipality, as the proposed evaluation was to focus on the effectiveness of the internship programme in the Council.

The proposed evaluation was expected to report on keeping track of the time-frame, the spending of the programme, the process towards the objectives and the quality and quantity of outputs. In essence, the proposed evaluation was to give answers on the following aspects, listed by Rossi and Freeman (1993:163, cited in Parsons, 1995:547):

- 1). the extent to which a programme reaches an appropriate target population,
- 2). whether or not its delivery of services is consistent with programme design specifications, and
- 3). what resources are being or have been expended in the conduct of the programme.

Overall, whatever information collected from the proposed evaluation could be used to correct and/or control the policy delivery process more effectively in the Msunduzi Municipality. However, the remaining question is how the Msunduzi Municipality was going to effectively evaluate the internship programme without any evaluation strategy attached to the policy itself? What were they going to follow as their guiding principles? The policy says nothing about the indicators, time-frames, set of outcomes and so on, as part of the evaluation strategy for the policy. This leads to the conclusion that they were going to plan their evaluation anyhow, without following their set objectives as stipulated in the policy document, since the policy document does not have an evaluation strategy attached to it. This marks the serious flaw in the Msunduzi Municipality Internship Policy (2004).

## **CHAPTER SIX**

### **6. CONCLUSION**

This study explored the policy-making process of the Internship Policy (2004) in the Msunduzi Municipality. Applying the functional stages of the policy process model of policy analysis to the Msunduzi Municipality Internship Policy (2004), the study used the policy cycle model because it enables analysis and explains why a particular policy is the way it is. It is anticipated that this study will contribute to the public policy field and help service providers and policy-makers in government to gain a better understanding of the dynamic realities of the policy-making process. The relevant stakeholders in policy-making, namely the Human Resources Development Management Committee, the Human Resources Support Managers, the Sound Governance and Human Resources Management Committee, the Policy Champion as a key informant and the strategic business units were interviewed to gather responses concerning the policy process undertaken by the Msunduzi Municipality when developing the Internship Policy (2004).

In the policy agenda setting, the three-stream approach developed by Kingdon (1995) was evident in the development of the Msunduzi Municipality Internship Policy (2004). With regards to the problem stream, the feedback from the operation of the previous internship programme reported failure of that programme, as it was difficult to manage the programme without a codified policy. The Municipality thus failed to implement this informal programme. It experienced difficulties such as the payment of interns, incorrect placing of interns, the influx of too many applications and the disruption due to many people arriving at any time for an internship, students not really benefiting from the programme and frustrations regarding handling these issues.

While on the subject of the policy stream, the Skills Development Act No. 97 of 1998, together with its implementation frameworks, the National Skills Development Strategy (1997), the Human Resources Development Strategy (2002), the Public Service Sector Education and Training Authority (2000) and other national legislations mandated the establishment and implementation of internship programmes in all government sectors. The Municipality had to comply with this legislation and respond to the call for developing an internship programme.

The political stream of the Msunduzi Municipality Internship Policy (2004) was influenced by the political will and acknowledgement of the staff for the need to formalize the then existing, problematic internship programme. It was also influenced by the intervention of Councillors demanding to know who benefits from the programme, by the operation of the programme and by its being used as a canvassing strategy, for gaining publicity and for pursuing private agendas. The staff, especially Human Resources Development, together with the Human Resources Support Managers, acknowledged the need to formulate a policy that would govern the already existing internship programme, avoid confusion and correct anomalies and irregularities.

As Kingdon (1984:173) argued, policy formation results from the flow of three streams – problems, policies and politics. When these three streams combine, issues are most likely to be placed on the policy agenda. In the case of the Msunduzi Municipality's internship programme policy issue, these three streams merged, the policy issue gained momentum and was considered and discussed as part of the Municipality's policy agenda.

The policy issue of developing an internship programme was brought before the Human Resources Sub-Committee (Training Committee) in the form of the report that detailed problems that the existing programme was experiencing. The response to that was to propose an alternative solution to the problem. The

proposal made was to develop an Internship Policy (2004) to address the issues that were arising and hindering the effective implementation of the programme. The policy was developed and taken to different stakeholders for consultation purposes, input and comments. Different issues arose during the discussion of the consultation process and were attended to accordingly. This resulted in a number of draft policy documents.

With regard to policy decision-making, Cloete and Wissink (2000:152) mentioned three procedural decisions to be made when adopting a policy. Firstly, what is the problem? In this case, the problem was the improperly co-ordinated internship programme that was failing to serve its purpose. Secondly, what are the alternatives? The only alternative was to develop the Msunduzi Municipality Internship Policy (2004). Thirdly, which alternative is best? The alternative chosen was the policy approval of the Msunduzi Municipality Internship Policy (2004).

Policy implementation, in the form of the internship programme, is undertaken by the strategic business units, using their trained mentors for mentoring and coaching. These mentors are trained on how to transfer skills and how to coach and supervise an intern. A bottom-up approach is used in implementing the Msunduzi Municipality Internship Policy (2004), as the strategic business units who are implementing the policy were also involved in the development of the policy and their views are considered, as they are part of the entire process. These strategic business units work with, and report to, Human Resources Development, since this is the section managing the programme and is responsible for policy implementation.

Finally, policy evaluation seems problematic, as the actual policy document says nothing about an evaluation strategy. There is nothing stipulated in the policy document about the time-frames, spending of the programme, objectives to be achieved and outputs. Without the inclusion in the policy of an evaluation

strategy, the Municipality will not be able to effectively evaluate the programme. This is the weakness of the Msunduzi Municipality Internship Policy (2004). Nevertheless, even though an evaluation strategy is not built into the policy, the responsible units realized that the policy should be evaluated at certain times.

In conclusion, the functional policy stages model is useful for analysing the policy-making process. This model has been applied in this study to analyse the Msunduzi Municipality Internship Policy (2004), in order to describe and better understand the policy. Its advantage is that it breaks down the policy process into descriptive stages that correlate with the real dynamics and activities that result in policy outputs (De Conning, 2006: 508). Despite the fact that the model views the policy process as being sequential in nature, in reality policy is often initiated at different stages and many activities may be bypassed; another weakness that the model has is that it does not explain power and interaction in the policy process.

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## **8. APPENDICES**

### **APPENDIX A: In-depth interview guide for the Human Resources Development Management Committee Members**

#### **1. Definitions of the Internship Programme within the Msunduzi Municipality**

- What do you understand by the idea of an internship programme?
- Should the internship programme target those who need work experience for qualifications or those who need work experience in order to be employable? Why?
- Do you think an internship programme has a value? Why or Why not?

#### **2. Policy Agenda Setting**

- How do you think the idea of an internship programme was brought into the attention of the Msunduzi Municipality?
- Who initiated the idea of developing an internship programme in the Msunduzi Municipality? Why?
- What prompted the development of the Internship Policy?
- Who was actually involved in the discussions about developing an Internship Policy?
- What do you think was pressing the Msunduzi Municipality to develop an internship programme? And, the policy?
- Why was the internship programme developed in the Msunduzi Municipality?
- Why was the Internship Policy developed?
- When did the internship programme start in the Msunduzi Municipality?
- When was the development of the Internship Policy initiated?

#### **3. Policy Formulation**

- How do you think the Msunduzi Municipality went about devising the internship programme?

- What were the processes undertaken to formulate the Internship Policy?
- How was it done?
- Were the different stakeholders involved in the formulation of the policy? Why?
- Who was actually involved in the formulation process of the Internship Policy?
- What was discussed in the formulation and consultation process?
- What were the proposals raised during the formulation and consultation process? Who said what? And why?
- Who had concerns? What were those concerns?
- When did the formulation and consultation process take place?
- Why was the formulation and consultation process of the policy undertaken?

#### **4. Policy Decision-Making**

- How was the policy approved?
- How was the decision of providing internships as opposed to other alternatives reached?
- Who were the stakeholders involved in the decision-making stage? Why?
- What was the draft policies discussed? What did they contain?
- What was the final policy?
- What did the final policy contain?

#### **5. Policy Implementation**

- Describe how the Msunduzi Municipality envisaged the internship programme being implemented?
- Can you please explain how is the Internship Policy implemented?
- Are there any structured ways in place to implement the internship programme? Why?

- Are people allowed to use their own ways/discretion/rights in implementing the internship programme? Why?
- When did the Internship Policy start operating?
- Who is implementing the Internship Policy in the Municipality?
- Who is managing the internship programme in the Municipality?
- Who are the relevant stakeholders involved in the implementation of the policy?

## **6. Policy Evaluation**

- Who is responsible for the monitoring and evaluation of the Internship Policy programme?
- Is there an evaluation strategy in place for the Internship Policy?
- Please describe the monitoring and evaluation process? How?
- Who will be involved in the monitoring and evaluation of the policy?

## **APPENDIX B: In-depth interview guide for the Human Resources Support Managers**

### **1. Definitions of the Internship Programme within the Msunduzi Municipality**

- What do you understand by the idea of an internship programme?
- Should the internship programme target those who need work experience for qualifications or those who need work experience in order to be employable? Why?
- Do you think an internship programme has a value? Why or Why not?

### **2. Policy Agenda Setting**

- How do you think the idea of an internship programme was brought into the attention of the Msunduzi Municipality?
- Who initiated the idea of developing an internship programme in the Msunduzi Municipality? Why?
- What prompted the development of the Internship Policy?
- Who was actually involved in the discussions about developing an Internship Policy?
- What do you think was pressing the Msunduzi Municipality to develop an internship programme? And, the policy?
- Why was the internship programme developed in the Msunduzi Municipality?
- Why was the Internship Policy developed?
- When did the internship programme start in the Msunduzi Municipality?
- When was the development of the Internship Policy initiated?

### **3. Policy Formulation**

- How do you think the Msunduzi Municipality went about devising the internship programme?
- What were the processes undertaken to formulate the Internship Policy?

- How was it done?
- Were the different stakeholders involved in the formulation of the policy? Why?
- Who was actually involved in the formulation process of the Internship Policy?
- What was discussed in the formulation and consultation process?
- What were the proposals raised during the formulation and consultation process? Who said what? And why?
- Who had concerns? What were those concerns?
- When did the formulation and consultation process take place?
- Why was the formulation and consultation process of the policy undertaken?

#### **4. Policy Decision-Making**

- How was the policy approved?
- How was the decision of providing internships as opposed to other alternatives reached?
- Who were the stakeholders involved in the decision-making stage? Why?
- What was the draft policies discussed? What did they contain?
- What was the final policy?
- What did the final policy contain?

#### **5. Policy Implementation**

- Describe how the Msunduzi Municipality envisaged the internship programme being implemented?
- Can you please explain how is the Internship Policy implemented?
- Are there any structured ways in place to implement the internship programme? Why?
- Are people allowed to use their own ways/discretion/rights in implementing the internship programme? Why?

- When did the Internship Policy start operating?
- Who is implementing the Internship Policy in the Municipality?
- Who is managing the internship programme in the Municipality?
- Who are the relevant stakeholders involved in the implementation of the policy?

## **6. Policy Evaluation**

- Who is responsible for the monitoring and evaluation of the Internship Policy programme?
- Is there an evaluation strategy in place for the Internship Policy?
- Please describe the monitoring and evaluation process? How?
- Who will be involved in the monitoring and evaluation of the policy?

## **APPENDIX C: In-depth interview guide for the Sound Governance and Human Resources Management Committee Members**

### **1. Definitions of the Internship Programme within the Msunduzi Municipality**

- What do you understand by the idea of an internship programme?
- Should the internship programme target those who need work experience for qualifications or those who need work experience in order to be employable? Why?
- Do you think an internship programme has a value? Why or Why not?

### **2. Policy Agenda Setting**

- How do you think the idea of an internship programme was brought into the attention of the Msunduzi Municipality?
- Who initiated the idea of developing an internship programme in the Msunduzi Municipality? Why?
- What prompted the development of the Internship Policy?
- Who was actually involved in the discussions about developing an Internship Policy?
- What do you think was pressing the Msunduzi Municipality to develop an internship programme? And, the policy?
- Why was the internship programme developed in the Msunduzi Municipality?
- Why was the Internship Policy developed?
- When did the internship programme start in the Msunduzi Municipality?
- When was the development of the Internship Policy initiated?

### **3. Policy Formulation**

- How do you think the Msunduzi Municipality went about devising the internship programme?
- What were the processes undertaken to formulate the Internship Policy?

- How was it done?
- Were the different stakeholders involved in the formulation of the policy? Why?
- Who was actually involved in the formulation process of the Internship Policy?
- What was discussed in the formulation and consultation process?
- What were the proposals raised during the formulation and consultation process? Who said what? And why?
- Who had concerns? What were those concerns?
- When did the formulation and consultation process take place?
- Why was the formulation and consultation process of the policy undertaken?

#### **4. Policy Decision-Making**

- How was the policy approved?
- How was the decision of providing internships as opposed to other alternatives reached?
- Who were the stakeholders involved in the decision-making stage? Why?
- What was the draft policies discussed? What did they contain?
- What was the final policy?
- What did the final policy contain?

#### **5. Policy Implementation**

- Describe how the Msunduzi Municipality envisaged the internship programme being implemented?
- Can you please explain how is the Internship Policy implemented?
- Are there any structured ways in place to implement the internship programme? Why?
- Are people allowed to use their own ways/discretion/rights in implementing the internship programme? Why?

- When did the Internship Policy start operating?
- Who is implementing the Internship Policy in the Municipality?
- Who is managing the internship programme in the Municipality?
- Who are the relevant stakeholders involved in the implementation of the policy?

## **6. Policy Evaluation**

- Who is responsible for the monitoring and evaluation of the Internship Policy programme?
- Is there an evaluation strategy in place for the Internship Policy?
- Please describe the monitoring and evaluation process? How?
- Who will be involved in the monitoring and evaluation of the policy?

## **APPENDIX D: In-depth interview guide for Mentors**

### **1. Definitions of the Internship Programme within the Msunduzi Municipality**

- What do you understand by the idea of an internship programme?
- Should the internship programme target those who need work experience for qualifications or those who need work experience in order to be employable? Why?
- Do you think an internship programme has a value? Why or Why not?

### **2. Policy Implementation**

- Describe how the internship programme is being implemented?
- Can you please explain how is the Internship Policy implemented?
- Are you given instructions on how to implement the internship programme? How?
- Are people allowed to use their own ways/discretion/rights in implementing the internship programme? Why?
- When did the Internship Policy start operating?
- Who is implementing the Internship Policy in the Municipality?
- Who is managing the internship programme in the Municipality?
- Who are the relevant stakeholders involved in the implementation of the policy?
- What are the obstacles to successful implementation of the internship programme?

### **3. Policy Evaluation**

- Who is responsible for the monitoring and evaluation of the Internship Policy programme?
- Is there an evaluation strategy in place for the Internship Policy?
- Please describe the monitoring and evaluation process? How?
- Who will be involved in the monitoring and evaluation of the policy?

## **APPENDIX E: Key Informant Interview Guide**

### **1. Definitions of the Internship Programme within the Msunduzi Municipality**

- What do you understand by the idea of an internship programme?
- Should the internship programme target those who need work experience for qualifications or those who need work experience in order to be employable? Why?
- Do you think an internship programme has a value? Why or Why not?

### **2. Policy Agenda Setting**

- How do you think the idea of an internship programme was brought into the attention of the Msunduzi Municipality?
- Who initiated the idea of developing an internship programme in the Msunduzi Municipality? Why?
- What prompted the development of the Internship Policy?
- Who was actually involved in the discussions about developing an Internship Policy?
- What do you think was pressing the Msunduzi Municipality to develop an internship programme? And, the policy?
- Why was the internship programme developed in the Msunduzi Municipality?
- Why was the Internship Policy developed?
- When did the internship programme start in the Msunduzi Municipality?
- When was the development of the Internship Policy initiated?

### **3. Policy Formulation**

- How do you think the Msunduzi Municipality went about devising the internship programme?
- What were the processes undertaken to formulate the Internship Policy?
- How was it done?

- Were the different stakeholders involved in the formulation of the policy? Why?
- Who was actually involved in the formulation process of the Internship Policy?
- What was discussed in the formulation and consultation process?
- What were the proposals raised during the formulation and consultation process? Who said what? And why?
- Who had concerns? What were those concerns?
- When did the formulation and consultation process take place?
- Why was the formulation and consultation process of the policy undertaken?

#### **4. Policy Decision-Making**

- How was the policy approved?
- How was the decision of providing internships as opposed to other alternatives reached?
- Who were the stakeholders involved in the decision-making stage? Why?
- What were the draft policies discussed? What did they contain?
- What was the final policy?
- What did the final policy contain?

#### **5. Policy Implementation**

- Describe how the Msunduzi Municipality envisaged the internship programme being implemented?
- Can you please explain how is the Internship Policy implemented?
- Are there any structured ways in place to implement the internship programme? Why?
- Are people allowed to use their own ways/discretion/rights in implementing the internship programme? Why?
- When did the Internship Policy start operating?

- Who is implementing the Internship Policy in the Municipality?
- Who is managing the internship programme in the Municipality?
- Who are the relevant stakeholders involved in the implementation of the policy?

## **6. Policy Evaluation**

- Who is responsible for the monitoring and evaluation of the Internship Policy programme?
- Is there an evaluation strategy in place for the Internship Policy?
- Please describe the monitoring and evaluation process? How?
- Who will be involved in the monitoring and evaluation of the policy?