AN IMPLEMENTATION ANALYSIS OF THE GRADUATE INTERNSHIP PROGRAMME OF THE SOUTH AFRICAN DEPARTMENT OF PUBLIC SERVICE AND ADMINISTRATION

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Submitted in partial fulfilment of the requirements for the degree of Master of Social Science (Policy and Development Studies) in the Faculty of Humanities, Development and Social Sciences in the University of KwaZulu-Natal, Pietermaritzburg.

2010

DECLARATION

I declare that this dissertation is my own unaided work. All citations, references and borrowed ideas have been duly acknowledged. None of the present work has been submitted previously for any degree or examination in any other University.

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Abstract

The advent of democracy in South Africa has opened up a window of opportunity for issues or social ills to be brought forward to the attention of policy makers. South Africa is faced with a high number of unemployed graduates and one factor attributable to this is their lack of experiential training which is a requisite for entering the highly competitive labour market making it difficult for them to access employment. The government, in one attempt to address this policy issue, adopted internships as a remedial initiative in 2002. The youth make up a very high percentage of the South African population and therefore it is detrimental to the country if this high percentage of the population remains unlinked to the economy.

It is now imperative also to understand that the assembling of what seems a good corrective measure of an issue does not guarantee success. The reality in South Africa indicates that there is a major problem around the implementation of policies and programmes by government. The implementation phase of the internship programme plays a very crucial part in ensuring an effective delivery of programme benefits, thus the importance of continuously evaluating implementation processes in implementing departments like the Department of Public Service and Administration. The findings of the study reveal that there are flaws in the implementation of the Internship Programme in the DPSA, relating to access strategy, the target population and the relevance of on the job training provided to interns.

ACKNOWLEDGEMENTS

If God did not direct my paths I would have been able to do this, may glory be to him. My father, my mother for continuously encouraging me to continue further with my studies and their tireless support throughout my academic endeavours, they are a blessing. Mark Rieker I am a better person I was a year ago in terms of my research skills and writing skills and it's all thanks to you. Thanks be also to PPP which saw a potential in me and invested their resources to my excellence and growth. DPSA for allowing me to conduct my research in the department.

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Chapter 1
Introduction and Background

1.1 Introduction

Graduate unemployment is broadly defined by Pauw, Oosthuizen & Van Der Westhuizen (2008: 45) as the inability of people with an academic qualification from institutions of higher learning to secure a job in the labour market. Graduate unemployment is one of the key challenges for South Africa and has been identified as a public policy issue. One response to the problem is the introduction by government of internship programmes in the public service sector. Internship is the placement of trainees within a work context with the aim of using the daily experiences of operating within the work environment for the learning of relevant skills and understanding, including the ability to reflect critically on the workplace and one's actions within it (Hemson; 1996:37).

Kruss (2004: 677) says that it is the role of the state is to invest in education and training to enable workers to become fully employable. The South African government is implementing the internship program in public service departments in the hope that providing graduates with practical experience required by the competitive job market will reduce unemployment. The South African cabinet approved internships in 2002 as part of the *Human Resource Development for the Public Service Strategic Framework Vision 2015.*

This study seeks to review the implementation processes of the internship programme in the Department of Public Service and Administration to ascertain the effectiveness of the implementation processes that go into the delivery of internship benefits to the target population. This chapter will provide background to the research problem and the subsequent emergence of internships in the public service and present the research objectives.

1.2 Background of the research problem

Unemployment in South Africa is one of the key problems for the country which the government has to address in order to reduce poverty. A contributor to high levels of graduate unemployment specifically is a lack of experience and training of young people leaving institutions of higher learning. This experience often serves as a prerequisite for entry into the labour market. This section will examine the problem of graduate unemployment against the

backdrop of broader policy issues – poverty and unemployment. These will be discussed and one of the proposed solutions, internships in the public sector, will be introduced.

1.2.1 Poverty

According to Lehlola (2006), poverty is commonly quantified in relation to the income and expenditure of an individual, household or group of people. Further, more developed approaches to poverty measurement take into account the social wage, which can include state provision of subsidies and services, such as water or housing, at reduced or no cost. Furthermore in his article Lehlola states that, in 2000, Statistics South Africa presented a study which extended the definition of poverty to include the denial of opportunities and choices most basic to human development to lead a long, healthy, creative life and to enjoy a decent standard of living, freedom, dignity, self-esteem and respect. It could be argued that the denial of job opportunities, which is a basic prerequisite for modern human development, due to lack of experiential training by graduates forms a constituent aspect of poverty. The Business Report (12 February 2010) gives poverty statistics as follows:

> *According to the Southern Africa Labour and Development Research Unit, if the upper poverty line of R949 per person per month is used seven out of ten South Africans are living in poverty. The poor represented 72% of the population in the last year of apartheid 1993. It now stands at 70%. Using the lower poverty line of R515 a month, there were about 47 % poor people in South Africa in 1993 and this rose to 55% in 2008*

Education is an essential key which links people to the formal economy via the labour market. However, South Africa faces has a number of unemployed graduates due in part to the large scale need of experiential training by the labour market; often the only attribute young graduates have to offer to the labour market is a tertiary qualification. Pauw; Oosthuizen & Van Der Westhuizen (2008: 46) reveal that, although young South Africans have become better educated over the last decade as enrolment rates at tertiary educational institutions increased dramatically, many of these young labour market entrants struggle to find employment, thus adding to the already high poverty levels. Consequently, the graduate unemployment problem has become an important policy concern.

1.2.2 Unemployment

Unemployment is amongst the key economic issues for the country and remains one of government's priorities since the dawn of democracy in 1994. This is made explicit in the ANC Manifesto (2009) which states:

> *"Despite significant progress in changing our economy to benefit our people; unemployment, poverty and inequality remains serious challenges. Decent work is the foundation of the fight against poverty and its promotion should be the corner stone of all our efforts. The creation of decent work and sustainable livelihoods will be central to the ANC government's agenda*".

The quote above seems to promote job creation broadly but does not synthesise the matter to include those different segments of society affected by this problem.

The Harold Wolpe Memorial Trust Open Dialogue (2006) puts the unemployment rate at close to 40% in South Africa. In the 15 to 24 age group about 30% are unemployed. In the 25 to 34 age group, this figure rises to 41%. There are particularly worrying trends in youth unemployment by education. A person in the 15 to 24 age group with incomplete secondary school education has a 75% chance of being unemployed, dropping to 66% if they have a Matriculation certificate. Those who have a tertiary qualification but not a degree have a 50% chance of unemployment, while those with a degree have a 17% chance of not having a job (The Harold Wolpe Memorial Trust Open Dialogue 2006).

Du Toit (2003: 6) states that according to Statistics South Africa (2003) in September 2002 there were an estimated twenty-eight million people aged between 15 and 65. Among these people only 15, 9 million were economically active and almost a third (30,5% : 4,8 million) were unemployed according to the official definition which states that unemployed person is the one who is without work and is seeking or wanting employment Almost three quarters (70,8% : 3,4 million) of the 4,8 million people who were unemployed were youth between the ages of 15 and 34. Almost a third (31, 2%: 1, 5 million) of unemployed persons in South Africa fall into the internationally defined category of youth - persons between the ages of 15 and 24 (Du Toit; 2003: 7). This is a clear illustration that youth unemployment in South Africa is a key policy issue and a comprehensive strategy is required to deal with it.

One of the key contributors to the high levels of graduate unemployment is that of a lack of experience and training of the young people leaving institutions of higher learning (HSRC; 2003). A further exacerbating factor is globalisation; the Human Science Research Council (HSRC:2003: 662) states that one of the central implications of globalization is the increased importance of education and training, particularly given the demands for higher levels of multi-functional skill competencies distributed across the entire workforce. Improved education and training is a critical pre-requisite for successful participation in the rapidly globalising knowledge economy. It becomes disadvantageous for qualified youth to enter the labour market with little or no experiential training required by the labour market. One response to this is the provision of internships in the public sector.

1.2.3 Internships

Higher education institutions do not appear to be preparing students adequately for the world of work as often their primary function is to impart theoretical knowledge to its students. This is supported by Kruss (2004: 677) who points out that Universities' education and training roles traditionally have had two mandates: a core focus on general education, and a secondary focus on professional education. Therefore, there is a need to supplement the paucity of experience gained at tertiary institutions by young graduates by offering them opportunities to gain practical work experience and build capacity.

Capacity building is one of the most important aspects of education and growth and for both individual and organisations which helps them to identify and meet developmental challenges and targets. Therefore it cannot be overlooked as through internships graduates an educational experience is enhanced.

On his paper titled "*What is internship?*" Erdogan he explains internships as a work-related learning experience for individuals who wish to develop hands on experience in a certain occupational field. Pertinent to this definition internship can also be referred to as pr-professional training and experience that every person leaving an institution of learning may find useful to go through for practice before they enter the world of work as professionals in their respective fields. Over and above all the Internship Programme is believed to be an effective strategy to alleviate the problem of graduate unemployment in South Africa

This problem of graduate unemployment is being addressed through various legislative frameworks discussed in chapter two. Central to this dissertation, is the Graduate Internship Programme which was approved as part of the Human Resource Development Strategic Framework by the South African Cabinet in 2002. According to the *Public Service Internship Guide* of 2006, the Internship Programme is a public service graduate work experience programme targeting unemployed graduates in South Africa. These internships give recent graduates workplace experience or an opportunity to practice the work skills that they have studied and will practice in future employment. This programme runs for twelve months for each graduate enrolled, and it based in the relevant public institutions or departments. Interns work with experienced members of the existing staff. *The Internship Guide* goes on to state that, through carefully selected practical work assignments, internships allow the intern to come to a better understanding of the public service, its values and work ethic, and the opportunities it offers.

The Human Resources Development Strategic framework reveals that the target for the Internship Programme is that all public service departments must have interns constituting at least 2% of employees. The study pursued here focuses on the Internship Programme of DPSA which has been implemented since 2002. The study will be an implementation or process analysis of the programme. A more detailed discussion of the purpose of the study will follow. The next section will briefly examine selected literature on internships. There have not been many studies that focus on the implementation processes of internship programmes and this study seeks to add modestly to the existing body of knowledge on internship implementation. The aim of this study is to conduct an implementation analysis of the Internship Programme in the Department of Public Service and Administration to see whether the programme is implemented as it should, that is according to the sources of authority discussed in chapter three, and to determine the efficacy of the implementation process.

1.3 Literature Review

There are few studies on internships both internationally and nationally and particularly fewer relating to process evaluation of this programme than those relating to outcomes. Most of the studies done in South Africa and elsewhere take as their focus the importance of internships for graduates of varying fields and the impact of internships on the respective discipline. There seems to be consensus on internships being important for skills development and the

reduction of unemployment which will in turn lead to a reduction of poverty amongst graduates, but little has been said about the impact the implementation of this programme has on its success. Even so a good policy or programme can never be a success if its implementation is flawed, thus, the focus of this study is process-oriented rather than impact-oriented. To reinforce this, Grindle (1980:3) shows how a wide variety of factors from the availability of sufficient resources to the structure of intergovernmental relations, from the commitment of lower level officials to reporting mechanisms within the bureaucracy, from the political leverage opponents of the policy to accidents of timing, luck, and seemingly unrelated events can and do frequently intervene between the statement of policy goals and their actual achievement in the society. This study seeks to add to the existing body of literature on internships particularly that which is process evaluation oriented. Less attention has been paid in the literature to the implementation or process evaluation of the internships in South Africa, but more on impact evaluation studies, as indicative by studies reviewed below.

1.3.1 Studies reviewed

There was a study on internships done by Loretto (2007) in the north-eastern United States which is outcome-based. The goal of this study was to collect qualitative and quantitative information about the expectations and experiences of internships of over 12,000 interns from over 100 tertiary institutions. The study found that, of the 12 084 respondents, only 41.8% completed their internship. 64.1% of respondents believed that taking part in an internship experience was a critical component to planning their career. Students rated gaining real work experience (74.5%), building a resume (65.7%), learning new skills (65.3%), and making new connections (networking) (59.9%), as the top four reasons for pursuing an internship**.**

Furthermore, Mars and Hardley (1999) conducted an audit of clinical teaching in paediatric surgery to interns and surgical registrars in South Africa. The aim of the study was to assess the knowledge increment in paediatric surgery of interns (pre-registration) after a 1-month period of training and of registrars after a 6-month rotation. A comparison of the knowledge base of interns from different universities was included. A standard questionnaire was completed by all interns and registrars on the first day of their appointment and again at the end of rotation. Knowledge increment was assessed for each student and each question. Results revealed that both registrars and interns improved their test scores after their training period.

Sourced from the magazine of physical therapy (2000), Katrina Taggart, PT, MS, Caroline Gunter, PT, MS, and Karen Schauf, PT, MS, physical therapy students who graduated from the University of Kansas Medical Centre in June participated in a 6-week course of intensive study and internship with the University of Witwatersrand in Johannesburg, South Africa. Taggart says their experiences affirmed for her that physical therapists around the world are on the same page. “It really gave me a sense of validity about what I've chosen to do" she said. Gunter agrees. "It was an opportunity for us to learn from another system, rather than the other way around. It's an experience I think we'll all take with us throughout our careers." This study focused on the person’s experiences and perceptions of their internship period.

The first study discussed is more outcome- based It differs from the study pursued here on the basis that it says very little about the implementation processes of the internship. The internship study pursued here will seek to analyse the implementation processes. The second study focused on measuring knowledge increment of participants; thereby they evaluated the impact of the programme after implementation. The third study evaluated experiences of interns, therefore qualifying the study to be an outcome-based one. This evidently shows a lack of process evaluative studies on the Internship Programme.

Chauhan (1978: 101) in his paper which focuses on the management of academic-administrative internship programmes gives perceptions of what internships are from the three stakeholders’ view points, that is, the management, the administrators, and students entering into an internship experience. He says, from the administrators' viewpoint, an internship means a carefully supervised work experience and development of an administrative resource which could be used to meet the personnel needs of their agencies; From a management viewpoint, experiential learning is an ongoing process and involves a complex set of relationships, resource mobilization, programme planning, structured supervision, and evaluation ; while Students believe that as interns working with administrative agencies they will acquire first-hand knowledge concerning the management of administrative processes through direct observation and participation. He also gives a blueprint on what should be focused on if the expectations of the above mentioned stakeholders are to be met. In his paper he identifies four phases and process elements involved in the effective management of academic-administrative internship programmes, that is, planning, supervision, evaluation, and feedback. All of these factors that he mentions

speak to the issue of implementation, he gives a clear cut direction of what needs to be committed to during the execution and management of the Internship Programme if it is to be of high quality.

Although it is apparent that there is widespread consensus among academic professionals and practicing administrators that the internship experience should be an essential part of education for public service, Henry (1979) investigated in his paper whether internships are worthwhile or not, discerned answers from the perceptions of non-interns and interns to two questions and each of the participants from the two groups held an MPA degree. One was: Did the internship appear to have a practical consequence? In other words, did interns get further along (e.g., promotions, level of responsibility, etc.) once they entered the mainstream bureaucracy than non-interns? Second: Were the attitudes of former interns toward the public service different from those of non-interns. Two conclusions were drawn from his study. One is that the practical advantages of having an internship are, at best, mixed and that while it takes a substantially shorter length of time for a former intern to find his or her first job in the public service upon completion of the MPA degree, the supervisory levels of the former interns are, overall, considerably lower than those of the non-interns. Former interns were found to be more ambitious than the non-interns, they appear to be less committed to the public service as such, and appear to be more discouraged about the public service than non-interns. Former interns were found to be more likely to have less confidence in the agency's own interests, and less confidence in their fellow employees' honesty, drive, and ability. He stated that Both groups display heavy commitments to the public service not surprisingly so, since both groups do have MPA degrees and, thus, have made a clear commitment to working for government, it is clear that those who have experienced a public administration internship have less commitment to working for government than non-interns. It also seems that former interns have less administrative responsibilities than non-interns. However the findings of his study leave one question unanswered: did the fact of having held an internship somehow "cause" these conclusions? (Henry: 1979)

Finkle and Barclay (1979) conducted a study for the New Jersey Department of Civil Service which sought to determine the feasibility of a centralized Internship Programme for New Jersey State government. This study seems to be an ex-ante evaluation. Interviews with 35 state government officials were conducted, questionnaires were sent to New Jersey's 41 colleges (with 173 individuals responding), and a variety of other sources were canvassed

(resulting in information from 41 people representing other states, professional organizations and colleges). In all, internship programmes in 15 states were reviewed.

Eighty percent of the New Jersey State departments were positively inclined towards a state internship programme. In their responses the state administrators detailed the benefits that state government would receive from such a programme. Those benefits most commonly cited were that interns would bring new insights and perspectives to state government, they would be an inexpensive source of qualified and motivated personnel, and they could provide the resources to complete special research projects which might normally be assigned to an outside consulting agency. It was also noted that internships would allow state agencies to draw on the resource capabilities of the colleges. Finally, it was felt internships would be a useful tool in observing potential new employees. Of the New Jersey college educators surveyed, 90.5% felt that the state needed such an internship programme. Among the reasons cited by the educators were that students gain needed practical experience, they have the opportunity to earn money and/or academic credits for their endeavours, and they can explore and develop new careers. Furthermore, the colleges gain practical political research laboratories, feedback on the effectiveness of their curriculum, and a potential source of employment opportunities for graduates. Analysis of New Jersey Intern Programmes and the programmes of other states resulted in the creation of three general models of state Internship programmes: the centralized-controller model, the facilitative-advocate model, and the controller-advocate model. Project's conclusions drawn from the information obtained, the New Jersey Internship Feasibility Project found that an Internship programme is indeed feasible and should be instituted in New Jersey. The project recommended to the state that a program in line with the Controller-Advocate Model be adopted. The recommendation calls for the establishment of a New Jersey Intern Office (NJIO) which would act as an information centre and would administer the proposed State Management Intern Programme. This programme would enlist the aid of the colleges in screening candidates for internships with the departments having the final hiring approval.

Pertinent to the study discussed above, McCaffery (1979) conducted a study to measure the effectiveness of the Phoenix internship by following the careers of its graduates, which he did through the Phoenix Alumni Association. He sought to answer the same question as Finkle and Barclay (1979) of whether internships are worthwhile or not. Mccaffery has found sufficient capacity in the management of the Internship Programme and cites reasons for this

success, the first being top management staff and elected officials have had a noticeably strong commitment to the programme from its inception. Second, the programme is structured as part of the ongoing operation of the Management and Budget Department which is responsible for all intern activities. Interns are regarded as regular staff members and their duties and assignments reflect that status. Finally, every attempt is made to make the internship as meaningful as possible to the individual intern in light of his or her career goals. This means that while the programme is structured to assure that interns receive basic skills as part of their training, it remains flexible enough for individual career emphasis. The emphasis of his paper centres around keeping up with a philosophy to treat interns as regular staff members, and ensuring that there are few restrictions on the types of assignments which interns receive. Just as Chuahan (1979) has found McCaffery reiterated that also very attributable to the success of the Internship Programme is regular evaluation of the programme. He says, each year, the Management Intern Programme undergoes an informal evaluation by management and budget staff and by members of the current intern class. The evaluation process serves to point out the strengths and weaknesses of the programme and the need for any changes in its operation. This study is more relevant to the one presented here as it is more process oriented and advises on what can be done during the implementation phase if the programme is to be effective.

At this stage it is without question that there is consensus on internships being a viable link between graduates and experiential learning they need to access the labour market globally. The studies discussed highlight the significance of Internship Programmes as a transition period for the youth, from graduate to an effective public bureaucrat, servant or policy maker. It has been revealed that there are various stakeholders being receptive to the benefits of the programme; those being interns, governments and academic institutions.

The main objective of the Internship Programme in the DPSA according to its policy is to establish a framework whereby people could gain practical experience for future permanent appointment in the labour market. The literature reviewed frequently makes emphasis on what should be done for effectiveness in respect of management and administration of internship programmes, and in dealing with issues of management that relate to the implementation of the programme. It is inevitably true that a good programme or policy is

hindered if its implementation is not well structured. Hence this study will be limited only to the implementation processes of Internship Programme in DPSA.

1.4 The purpose of the study

The purpose of this study is to investigate the efficacy of the implementation processes of the Internship Programme by looking at a case study of the Department of Public Service and Administration and, based on findings, to provide insight into the processes with a view to inform the improvement of the processes that go into realising the programme's broader goals.

The theoretical and analytical framework of this study is centred on implementation research and analysis and the research methods were chosen to fit the theoretical framework. The kinds of questions (i.e. what's happening?; is it what is expected or desired?; and why is it happening as it is?), asked in implementation research often dictate eclectic and pragmatic methodological approaches. The data collection strategies, analysis, and presentational styles are largely determined by a combination of its specific research questions and an educated guess by the researcher about where and how to look for the answers (Werner; 2004:6). In the implementation evaluation of the Internship Programme, both qualitative and quantitative methodologies and methods were employed.

1.5 Problem statement

Young (2009), in an article titled *Implementation of Public Policy: Issues of theory and practice,* states that one of the most difficult tasks of a government concerns implementation of public policy. A good policy or programme poorly implemented can be ineffective as can a well-implemented but poorly conceived programme or policy. The government of South Africa demonstrated its faith in the Internship Programme when it adopted it as one solution to the problem of graduate employment. However, if not implemented to plan, there is little chance of the programme succeeding. Hence the focus of this study is to analyse the implementation of the Internship Programme in the DPSA. This brings up questions which may have to be answered regarding the efficacy of already existing interventions established to allow graduates to gain meaningful experiential training.

So far in the country there is not enough information disseminated to show whether, through the implementation of Internship Programmes, the problem of lack of experiential training is

alleviated and that indeed, through the programme implementation, young citizens had been assisted to gain meaningful experiential training which might in turn help them to secure employment in the labour market. This study is limited to evaluating processes that go into implementation of the Internship Programme. The main question here is therefore to evaluate the extent to which the implementation processes of the Internship Programme are effected according to plan. Every programme's success is dependent on effective implementation although even perfect implementation will not necessarily make a poorly conceived programme or policy appropriate or effective.

Policies need resources in the form of expertise, time, knowledge, as well as material resources. The internship policy requires people to dedicate their working time to it, financial resources should be committed to the programme, knowledge and expertise of those who will be assigned principal mentoring responsibilities is of great importance so as to ensure proper implementation of the departmental Internship policy.

Specific research questions guiding the research are:

- Are implementation activities carried out in accordance to the implementation plan of the department?
- Is the information about the department's internship programme accessible to the target population?
- Is the target population of the programme being reached?
- Is external training other than that of mentorship provided to interns?
- How relevant is the training provided to interns' in terms of their education qualifications?
- Are there established strategies to help intern's access full time employment in the department?
- What is drop-out rate from the programme?

The questions above seek to unpack some important questions regarding the internship which will allow the researcher to answer the broader question: Are the implementation processes of the DPSA's internship programme enabling to the success of the programme?

Findings of this research may be useful in a number of ways i.e.:

- The department could, from the findings of this study, make adjustments to the administration or implementation processes for better results
- Findings could help the department to plan better for the internship programme in their HR plans
- Help the DPSA in making directives to the departments or reviewing current ones on the implementation of the internships, in turn help policy makers in this regard
- It will add to the existing body of knowledge on the under-researched internship programme as a policy response to graduate unemployment

1.6 Methodological Approach

Hill and Hupe (2002: 139) point out that the situations in which the policies under examination or the contexts in which implementation occurs are such that it is not often possible to do more than offer an account of events and of actors' perspectives on those events in as systematic and neutral a manner as possible. Therefore the implementation analysis of the Internship Programme is somewhat predicated on the perceptions of actors involved in the processes that go into the execution of Internship Programme.

Data was collected from interns and mentors through the use of standardized survey questions and guided by the framework of implementation analysis. Programme managers were also interviewed to gather their descriptions and perceptions of the programme, as well as to identify actual programme operations in accordance to the policy implementation plan and other legislations as outlined in chapter three.

The researcher worked as an intern in department, and has therefore been exposed to weaknesses and strengths of the implementation of the Internship Programme in the DPSA. This inspired the project.

1.7 Conclusion and Structure of the Dissertation

In this chapter background of the graduate unemployment in South Africa was presented, the rationale for conducting the research was given; the research problems and the objectives of the study were detailed and the methodology was introduced.

Chapter two will outline the theoretical and analytical framework to be employed. Chapter three will present a case study of the DPSA's Internship Programme and will outline the legislative framework against which the processes that go into the implementation of the Internship Programme will be judged. Chapter four presents the findings and conclusions of the study.

Chapter 2
Conceptual and Analytical Framework

2.1 Introduction

A conceptual and analytical framework guides the interpretation and analysis of research. This chapter will introduce the conceptual and analytical framework through which the data will be examined with particular emphasis on implementation or process evaluation. The chapter will focus primarily on implementation research.

2.2 Public Policy

The broad arena of Policy Science, in which this study is embedded, seeks to provide a multidisciplinary, problem solving and normative lens through which to examine public policy (Howlett & Ramesh; 2003: 2). Anderson (1997:9) defines policy as a relatively stable, purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern. Public policy emerges in response to policy demands. In South Africa the problem of graduate unemployment due to lack of experiential training was identified as an issue of concern, thus it became a policy issue, hence the directive by the South African cabinet to establish an internship programme in government departments.

According to Hanekom (1997:7) a policy statement is "the making known, the formal articulation, the declaration of intent or the publication of a goal to be pursued. Public policy is therefore a formally articulated, goal that the legislator intends pursuing with society or with a societal group."

2.2.2 The public policy process

Although the study pursued here is focused particularly on implementation, it needs to be briefly contextualized within the broader policy process. The policy process is viewed by Anderson (1997: 19) as a sequential pattern of action involving a number of functional categories of activity that can be analytically distinguished.

Diagrammatically the policy cycle involves the sequential processes that go into policy making and is illustrated in Figure 2.1 below.

Figure 2.1 Public Policy Cycle. (Adapted from Hayes: 2001)

It is important to understand the policy-making process in order to understand the stages at which policy can be researched or evaluated.

2.2.2.1 Public Agenda

Firstly, it is important to understand the precondition for policy response. A wide range of social problems become part of the government's agenda and receive the attention of policy makers. This may occur when the incidence of a particular social issue becomes very high, requiring a policy to be formulated around that area. The public agenda, according to Gerston (2004:50), is a political barometer of the most sensitive problems that have reached the attention of policy makers for management and disoperation. Agenda-setting is therefore a precondition for a policy formulation by listing issues for decision-makers' attention in terms of priority.

2.2.2.2 Policy Formulation

Policy formulation, according to Anderson (1997:113) involves developing pertinent and acceptable proposed courses of action for dealing with public problems where they may be confronted with several competing proposals for dealing with a problem; or they may struggle to devise their own alternative. Policy will be designed from the favoured course of action and the different stakeholders will have to buy into that policy.

2.2.2.3 Policy Adoption

Policy adoption, and policy decisions involve action by some official person or body to adopt, modify, or reject a preferred policy alternative (Anderson; 1997:134). Proponents of action favoured at the policy formulation stage seek to win approval. This phase is also known as policy legitimization. Legitimacy is one of the governing principles of good democratic governance.

2.2.2.4 Implementation

The implementation stage of the policy cycle forms the basis of this research. A wide variety of factors from the availability of sufficient resources to the structure of intergovernmental relations, from the commitment of lower level officials to reporting mechanisms within the bureaucracy, from the political leverage opponents of the policy to accidents of timing, luck, and seemingly unrelated events can and do frequently intervene between the statement of policy goals and their actual achievement in the society (Grindle; 1980:3). Thus, the importance of investigating the implementation process undertaken for the realization of the broader goal.

The task of implementation is to establish a link that allows the goals of public policies to be realized as outcomes of governmental activity. It involves, therefore, the creation of a policy delivery system, in which specific means are designed and pursued in the expectation of arriving at particular ends (Grindle; 1980:6). The development of action (in this case the Internship Programme) translates into action programmes (Training programmes, Induction Programmes, Mentoring) that aim to achieve ends. The goals of the internship programme will be recognized by the development of action programmes such as those mentioned in the guideline for implementing policy directive on the Internship Programme as delineated in chapter three, such as the Graduate Development Programme, Occupational Directed Skills Programme, Induction Programme for the Public Service and Mentorship and coaching strategy. These are merely means employed to achieve the ends of the programme.

Grindle (1980:6) states that there is a distinction between policies and programmes and implies that programme implementation is a function of policy implementation and that the two are contingently related. Effective policy implementation is dependent on establishing effective programmes and carrying out the programmes as effectively and efficiently as possible. The legislative frameworks governing the internship program have disaggregated action programmes which its execution is a means of implementing a broader policy. These are discussed in the following chapter.

The study of the process of policy implementation almost always involves investigation and analysis of concrete action programmes that have been designed as a means of achieving broader policy goals (Grindle; 1980: 6).

The DPSA's internship guide states that effective Internship Programme implementation strategies should provide unemployed graduates and graduate interns access to the workplace skills training and relevant work experience as part of an initiative to improve graduates' employment opportunities both within and outside of the Public Service. The implementation analysis adopted by this study seeks to establish the processes and the efficacy of the same that underpin the implementation of the internship programme.

The programmes designed to be the means of implementing a government policy or projects, are mandated by certain relevant legislative measures to be discussed in chapter three. In implementation research one seeks to explore the extent to which implementation is done according to how it needs to be done and the effectiveness of processes employed in moving towards achieving intended objectives, but this study is limited to process evaluation and not the attainment of set goals.

2.2.2.5 Policy evaluation

Rossi & Freeman (1989: 18) define evaluation research as the systematic application of social research procedures for assessing the conceptualization, design, implementation, and utility of social intervention programs.

When policy processes are viewed as a sequential pattern of activities, its final stage is policy evaluation. Policy evaluation encompasses the estimation, assessment, or appraisal of a policy, including its content, implementation and goal attainment (Anderson; 1997: 272). As a functional activity, policy evaluation can occur throughout the policy process, and not only after a period of implementation. Evidently the South African government has shown its commitment to appraising the need for policy evaluation by developing its own government-wide monitoring and evaluation framework. Monitoring and evaluation processes can assist the public sector in evaluating its performance and identifying the factors that contribute to service delivery outcomes (Policy Framework for the Government-wide Monitoring and Evaluation System). For the purpose of this research, the focus is on policy evaluation applied at the implementation phase of Internship Programme in the DPSA; this is a particular type of evaluation research referred to as process evaluation. Thus, process evaluation, which is also referred to as implementation evaluation, will serve as the analytical framework of this study.

2.3 What is Evaluation?

Evaluation is defined by Cloete & Wissink (2000:211) as the use of policy analytic research methods or techniques to measure the performance of programmes so that continuous changes in activities can be made with a view to improving effectiveness.

Gerston (2004:119) sees policy evaluation as assessing the effectiveness of a public policy in terms of its perceived intentions and results. Palumbo (1987:5) further expands on policy evaluation as the systematic assessment of the operation and/or the outcomes of a programme or policy, compared to a set of explicit standards, as a means of contributing to the improvement of a programme or policy. He explains,

> *...once having collected evidence on process or outcomes, the evaluation assesses the merit of the program by comparing the evidence to some set of expectations. Whether the evaluation is focusing on the program's process or outcomes, an element of judgment is present. Sometimes the criterion that is applied to make judgments comes from the official statement of goals set for the program or policy when it was enacted (Palumbo; 1987:5)*

The evaluation research pursued here involves a judgment of processes against a legislative framework.

It is also important to note that evaluating public policy comes with its own challenges. Whether it is called policy analysis, measurement of policy impact, or something else, evaluating policy involves reporting findings, which make judgments on the merits of policy. Programme officials will be alert to the possible political consequences of evaluation. If the results do not come out correctly from their perspective, or worse, if the results are negative and come to the attention of decision-makers, their programme, influence, or careers may be thrown into jeopardy. Consequently programme officials may discourage or disparage evaluation studies, refuse access to data, or keep incomplete records (Anderson; 1997:291). This may be considered a methodological challenge for this project and necessitates careful negotiation with the relevant actors and a keen awareness of the political climate in which the Internship Programme is embedded.

2.3.1 Implementation Evaluation/Process evaluation

It is in the stage of implementation that the policy initiatives and goals established during policy formulation are transformed into programmes, procedures and regulations (Cloete and Wissink; 2000:211). This research seeks to scrutinize those programmes that go into the realization of greater programme goals and objectives by using evaluation research in an instrumental way for purposes of solving implementation problems.

The design of this study was such that it gives attention to the implementation phase of the DPSA's Internship Programme. The implementation process will be judged against what legislation says ought to be happening in implementing internships in the public service. This will be done through collecting data from the actors in the programme. The aim is to extract the difference between what happens in the course of those disaggregated programmes established to give effect to the Internship Programme including training initiatives, induction programmes and so on.

Babbie and Mouton (2001: 341) state that:

> *…once the design and development of a programme has been completed, it is implemented within a certain context or setting. New kinds of questions are subsequently raised: Is the programme being implemented as designed? Does the programme serve the target population? Are services delivered as originally intended? Is the necessary programme management administration and infrastructure in place to support programme implementation?*

All of the above mentioned questions are pertinent to this research project.

2.3.2 Why study a programme's processes?

Once a programme or policy is implemented, decision-makers and casual observers alike may wonder whether it is working as intended by those who initiated and developed it. Therefore conducting an evaluation on the programme's process provides feedback to what has occurred, whether it has occurred as intended, and whether the results are those hoped for at the initial stages of a programme.

According to Palumbo (1987: 9) one of the reasons to study programme processes is to help understand outcome data. The evaluator may find that some participants in the programme did particularly well and others did exceptionally poorly. One of the reasons is that people receive different kinds of service or a different intensity of service. One group may have received services from highly qualified and experienced staff members, while others have had poorly trained staff. This is important because if the evaluator is to analyze what conditions were responsible for different outcomes s/he needs data on what went on into the programme.

Secondly, process evaluation can be undertaken when an evaluator wants to associate outcomes with specific elements of programme process, that is, to find out which particular features of the programme were associated with greater or lesser success. The purpose of studying the implementation of the Internship Programme in DPSA is indeed to establish which features of the implementation are successful and which are not and to allow for programme modification and alterations.

The government of South Africa is often criticised for having sound policies which fail to produce intended goals. One problem seems to lie in the implementation of programmes. According to Hill et al (2002:1) implementation is trying to develop a theory of action. In this study, evaluating implementation will focus on the process leading to outcomes. Werner (2004:1) indicates that:

> *Every program carried out in the Public Service should be sustained by continuous monitoring for progress, success or failure. Monitoring and evaluation are aspects of quality control during implementation. Policy makers and program managers are responsible for effectively and efficiently using community resources to promote social goals*

Werner further states that evaluation research provides information to support the decisions they make. This study will focus on the broad question "what is happening?" in design, implementation, administration, operations, and services of this programme. However it is also important to note for the purpose of this study that implementation studies do not only ask "what is happening?" but also "is it what is expected or desired?" and "why is it happening as it is?" Through explanatory analysis, implementation research seeks to

understand why a programme operates and performs as it does, as well as develop recommendations for change, or lessons for effective programme improvements.

Rossi and Freeman (1989:193) state that the monitoring of the delivery of services is important for decisions about whether to continue or to expand programmes and is linked to the idea of efficiency and value for money as principles of good governance.

The main focus of this study, broadly stated, is to examine whether the Internship Program in the DPSA is being implemented as it should be. Therefore, it is through this analytical framework that data will be collected and analyzed.

2.4 Conclusion

This chapter discussed the analytical framework against which data will be collected and analysed. The next chapter will look at the DPSA's Internship Programme and examine in more detail the methodology used.

Chapter 3

Legislative framework and Findings of the study

3.1 Introduction

There are three institutional subsystems of the larger South African social system which play an important role in the development of human resources in South Africa. They are: the youth labour market; the world of work with its associated enterprise training system; and the national system of science and innovation (HSRC; 2003: 4). This depiction of the three subsystems arises out of a conception that human resources development entails several stages in the life cycle of human development. Four stages are identified as:

(1) The transition to school
(2) The transition from school and first time entry in to the labour market
(3) Traversing the labour market throughout working life; and
(4) Exiting the labour market (HSRC; 2003: 4).

Of the stages identified, the focus of this study is the transition from school and first time entry into the labour market through internships.

The South African labour market is characterised by severe problems including, most fundamentally, an inability to facilitate the progression of young people from school to other learning or employment activities (HSRC; 2003:12). Thus, there is a need for the implementation of an effective programme that will facilitate the progression of youth from tertiary institutions to employment.

In 2002, the government of South Africa demonstrated its faith in the internship programme as a solution to the social problem of graduate unemployment due to their lack of work-related experience, when the cabinet approved the Human Resource Development strategy, of which the Internship Programme is part. The challenge of young graduate unemployment is also being addressed in the public service through a range of other programmes and legislation such as the Skills Development Amendment Act No. 37 of 2008; Public Service Regulations 2001, as amended; The Internship framework for the Public Service, and the White paper on Human Resource Development in the Public Service 1998. It is against these legislative frameworks that the implementation of the internship programme in the DPSA

will be judged. This chapter will also give a brief case study presentation of the DPSA's Internship Programme.

3.2 Policy Framework

The sources of authority for the internship are discussed in detail below.

3.2.1 Skills Development Amendment Act No. 37 of 2008

The Skills Development Amendment Act No. 37 of 2008 was formerly the Skills Development Levy Act (SDLA) No.09 of 1999 and came into operation in April 2009. This subsection will briefly introduce the sections of the Act relevant to the research.

The promulgation of the Skills Development Act No. 37 of 2008 induced changes in the education and training arena. Amongst many other purposes pertinent to this study, the purpose of the Act is to increase levels of investment in education and training in the labour market and to improve return on that investment; to encourage employers to use the workplace as an active learning environment; and to provide opportunities to new entrants to acquire work experience.

The training and education given to new entrants in the labour market take up a considerable proportion of the public budget and it should therefore, in turn, be able to yield positive outcomes from which both the learner and the employer must benefit. The employer should be able to draw from trainees a competent pool of candidates to take up public service employment and use the training provided to maximise the productivity levels in service delivery.

Section 2(1)(c) of the act states that the act should encourage employers to provide opportunities for new entrants to the labour market to gain work experience and to employ persons who find it difficult to find employment. Therefore, it can be deduced that the Internship Programme in public service departments should have inherent in it a strategy to assist young graduates who lack the experiential training required by the labour market to secure jobs. These are all indicators of effective implementation of the programme.

Section 17 (1) of the act refers to learnerships and internships as an agreement entered into for a specified period between a learner, an employer or group of employers. According to

the act, the terms of learnership agreement must oblige the employer to provide the learner with the specified practical experience and release the learner to attend specified training programmes as per the agreement entered into by the learner and the employer. It is one of the objectives of this study to investigate the quality of training given to interns in the department. The emphasis should also be on the importance of a commitment to providing education and training benefits to the intern other than the one received from senior personnel coaching.

3.2.2 Public Service Regulations 2001, as amended

The Public Service Regulations (PSR) apply to all persons employed, and to institutions governed, in terms of the Public Service Act.

Under regulation III D.1, an executing authority shall assess existing human resources by race, gender, disability and as well as by occupational category, organisational component and grade with reference to their (i) competencies (ii) training needs and (iii) employment capacities. Interns form part of the existing human resources of the establishment and therefore the Human Resource Plan should cater for the training needs and employment capacities of the interns. Again the Human Resource Plan according to the PSR should outline in detail how the training needs of the interns are going to be catered for and met, as the primary purpose of the Internship Programme is to provide meaningful, practical work experience which can be attained through provision of training programmes relevant to the interns needs.

Furthermore, the regulations under D.1 (c) state that the executing authority should plan with available budgeted funds, including funds for the remaining period of the relevant medium-term expenditure framework, for the recruitment, retention, deployment and development of human resources. From this regulation it can be deduced that there should be funds budgeted for the training needs of the interns who should not be denied training premised on unavailability of funds. There should also be in place strategies for retaining interns in the department if they have proven themselves to be competent. As mentioned above, the training needs of interns have to be catered for legislatively using public finances, therefore providing the public sector with a return on investment. A positive return on that investment is a high output of interns willing to work and remain in the public sector.

The training plan of the department should give recognition also to the training needs of people brought into the department to gain experiential training after completing their educational qualification.

3.2.3 The White Paper on Human Resource Management, 1997

The *White Paper on Human Resource Management* states that the public service will continue to be a career service, and most positions will continue to be filled by career employees. However, it is essential to make the public service more accessible to external applicants, in order to include all sections of society and to inject fresh ideas and skills to assist the public service to achieve its transformation goals. The aim in filling posts is therefore to achieve a balance between the need to increase accessibility for external applicants and to maintain a worthwhile career structure for serving employees. (Section 4.5. of the White Paper). The public service work opportunities should therefore be easily accessible to people from tertiary institutions without relevant work experience if it were to be inclusive to all sections of society. New graduates should be taken on in order to gain relevant experience, and be allowed to inject their ideas into the workplace. It is now mandatory for government departments to recruit a certain percentage of interns and train them. This issue of targets expected from departments will be discussed later in detail.

According to section 12 of the white paper, national departments and provincial administrations will be required to develop Human Resource Strategies which are integrated with their strategic and operational plans, in order to ensure that their future staffing needs are met. These strategies will include specific employment equity objectives and targets for achieving a representative workforce. The Human Resource plan of public service departments should be very clear on the recruitment of interns and cater for all their developmental needs. Amongst other things, the Human Resource plan ensures that an organization optimizes on its human resources. Interns can learn and develop if their career and development needs are strategically planned for and they are utilized appropriately and adequately in the department. To emphasize the importance of incorporating the Internship Programme in the departmental HR plan: the Internship Programme implementation summary review process undertaken in 2008, highlighted certain challenges in the Internship Programme implementation process and found that the it was not adequately aligned to the

strategic human resource needs of the departments and sectors. This is according to the Guidelines on Implementing Internship Programme Policy in the Public.

3.2.4 Human Resource Development Strategic Framework

The Human Resource Development Strategic Framework Vision 2015 conceptual framework has been developed by the DPSA. The then Minister for the Public Service and Administration, Fraser Moleketi stated in the document that:

> *The capacity to deliver lies in the ability of public servants to undertake their assigned responsibilities as public officials, with the necessary level of skill, knowledge, experience and commitment to serve and perform to the best of their ability.*

A Human Resource Development (HRD) Strategy is seen as central to developing this capacity, it is purported to address the supply of human capital. It is also founded on four pillars: that is, (1) Capacity Development, (2) Institutional Support Initiatives, (3) Governance and (4) Economic Growth Initiatives Pillars. The Internship Programme is a key performance objective of the Capacity Development Pillar of the HRD Strategic Framework Vision 2015 for the Public Service and is the focus of this study.

There are eight areas of strategic intervention housed under the capacity development pillar stated in the Human Resource Development Strategic Framework (2008: 13). These are as follows:

1. Strengthening systems for workplace learning
2. Integrated Adult Based Education and Training framework
3. Leadership development management strategies
4. A more strategic role for professional bodies – Norms, Standards & Capacity Development
5. Promoting learnerships, internships & traineeships
6. A National/Provincial Public Service Academy
7. E-learning for the Public Service
8. Fostering Higher Education Institutions (HEI) and Further Education and Training Certificates (FETC) partnerships

For the purpose of this study, focus is placed on what the strategic framework is advocating for regarding the internships. According to the framework, the intention is to use the workplace as a laboratory for productive and experiential learning where learners can begin to apply theory to practice. According to research pointed out above, this area is not managed effectively.

The promotion of learnerships, internships and traineeships should allow learners, upon graduation, to make an immediate contribution in their places of employment if they have had the opportunity to apply their knowledge in a realistic work environment. Upon graduating from institutions of higher learning with mostly theoretical knowledge gained, the framework advocates for government departments to be more open, committed and create a space for learning of practical work experience. This conceptual framework was the basis for the development of *Guidelines for the Implementation Policy on Internship Programme*

3.2.5 Guidelines for the Implementation of Policy on Internship Programme: 2006

The purpose of the guidelines for implementation of policy on Internships Programme is to assist Human Resource Development managers and practitioners to align, implement, monitor and report on implementation of the policy directive on Internships in the Public Service. The guidelines are also aimed at supporting departments in developing and implementing their specific polices and strategies on Internships. However, it also is important to note the different types of internships. When dealing with implementation, it is vital to tailor it to the type of internship in question. These internship types are discussed in the next subsection.

3.2.6. Types of internships

According to the guide there are three forms of Internship Programmes offered in the public service. They are as follows:

- Traditional graduate Internships, which are offered to a person who has completed a qualification and requires workplace experience in order to enhance future employment opportunities;
- Student internships, which are offered to persons who are enrolled at a tertiary education institution and require practical experience as part of their study

programme. Some of the qualifications' prerequisites are that in-service training must be acquired before qualifying for an enrolled degree.

- Internships linked to professional development they are a requirement for professional registration with Professional Bodies or Councils. These are more evident for those who are enrolled for technical qualifications like doctors, nursing, psychology, and engineering.

The type of internship in question for this study is the Traditional Graduate Internship as implemented in the Department of Public Service and Administration.

3.2.7 Key issues relating to implementation of internships in the Public Service

The guidelines provide a brief summary of the DPSA ministerial directive on internships. The key issues to be taken into account when implementing the Internship Programme incorporated in the Ministerial directive as included in the guidelines are as follows:

3.2.7.1 Mandatory internship targets

The DPSA has set mandatory implementation targets for all departments in line with *Human Resource Development Strategy for South Africa*. The targets stipulated in the 2009 *Determination on Implementing Internships in the Public Service* are mandatory for all departments and should be used as the basis for budgeting for the Internship Programme. The mandatory targets form the basis of measuring performance of government departments in as far as the Internship Programme is concerned. The targets are not set in terms of maximum but in terms of minimum requirement, i.e. departments' targets should meet the minimum set percentage. However, if capacity and resources allow, they may exceed this percentage.

3.2.7.2 Budgeting for interns

The baseline costs of implementing the Internship Programme include but are not limited to: leave benefits; monthly stipend or allowances; and skills development programmes. This last includes the compulsory induction programme for the public service, which in turn forms the basis for measuring performance during the implementation phase. Amongst other things, interns should not be denied any of the above mentioned benefits or entitlements because of budget constraints. The intake of interns in the department should be well-calculated and

planned in terms of meeting all the training and financial requirements for the period of the interns' contract.

3.7.2.3 Graduate Development Programme

The primary purpose of the Internship Programme in the public service is to equip unemployed graduates with the necessary skills, knowledge and work experience which should improve their chances of employment within and outside of the Public Service. This emphasizes the importance of skills development initiatives. There are various organizational arrangements and support that should be put in place to ensure successful implementation. According to the guidelines, coaches and mentors should be identified to carry out this task. However, the emphasis is also place on trained significance of training identified mentors.

Under the Graduate Development Programme, generic competencies being developed should remain similar across the Public Service. The Graduate Skills Development initiatives should focus on developing applied competencies and should focus on:

3.7.2.3.1 Workplace Mentorship Programme

In terms of the 2009 *Determination on Implementing Internship in the Public Service*, departments should identify, train and appoint mentors or coaches to support the training and development of the Intern as a minimum requirement.

3.7.2.3.2 Public Service Induction Programme Strategy

The purpose of the Induction programme is to equip the new entrant into the Public Service with the legislative, regulatory and policy frameworks that affect and inform delivery of public services to citizens. In terms of the 2008 Ministerial Direction on Mass Induction, all departments should induct new entrants into the Public service within three (3) months of appointment. Therefore interns are entitled to be inducted upon entry, as part of the learning process.

3.7.2.3.3 Life Skills and Job Readiness Programme

The Life Skills and Job Readiness Programme should form part of the Graduate Skills Development Programme. The objective of this aspect of the Graduate Skills Development Programme should be to provide graduates with an understanding of the world of work in

order to equip them with job seeking skills. This should also form one of the indicators for effective implementation.

3.7.2.3.4 Occupational Directed Skills Programmes

The Occupational Skills Development aspect of the Graduate Skills Development Programme should focus on inherent job skills requirements. This speaks to the issue of relevance in terms of the training provided. This competence should provide skills for effective job performance in the field in which interns have been placed.

3.7.2.3.5 Managing Interns Work Performance in the Workplace

Interns should be managed like all other employees in the department. In order for the intern to develop adequate work skills and acquire adequate work knowledge and experience they need to be integrated into the Employee Performance Management and Development System (PMDS) as part of their workplace development. This may help the employer to identify a pool of potential public service candidates for public service employment, based on the interns' performance.

3.7.2.4 Monitoring and Evaluating of the Implementation Process

Section 11 of the 2009 *Determination* stipulates that the Internship Data Reporting Tool (IDRT) shall be used to monitor and report on the implementation of the internship programme within departments and provinces.

The DPSA has developed this data tool in place as a mechanism for gathering internship data in accordance with programme performance indicators. The objective of this exercise is to establish national baseline data on the Internship Programme. This will be used to measure achievement as well as for conducting a costs benefit analysis (CBA) on the programme. This tool helps in ensuring that monitoring on a regular basis and tracking of process happens in the departments and that there is sufficient baseline information gathered on implementation to allow for evaluation of the programme.

3.7.2.5 Retention of Interns on expiry of Internship Contract

In terms of the policy on the internship programme, the retention of Interns after completion of the internship contract should follow approved staff recruitment policy and procedures of a Department. That is, the process should be handled as a normal appointment where the open advertisement applies. However, it is recommended that an exit plan is also in place as part of the internship implementation strategy. The exit management process should form part of the programme management strategy. Amongst other things, the internship exit plan should be anchored around the:

- Departmental Human Resource Plan
- Departmental Recruitment Strategy
- Identified Scarce and Critical Priorities
- Human Resource Development Plan Strategy

3.7.2.6 Remuneration framework

According to the guide, a monthly allowance or stipend which should be determined according to the 2009 *Schedule on payment of Interns allowances* and all interns should be paid a monthly allowance not less than the amount determined in accordance with the approved schedule. Furthermore, the determination on interns and learners 2006 by the MPSA, the minimum monthly salary of an intern or learner shall be determined by determining their NQF exit level. Legislatively there should not be a minimum stipend, if interns recruited are not of the same NQF level background.

The legislative framework will also form the basis of research as implementation processes are mandated by legislations and implementation processes internally will be judged against what the law says must transpire during the implementation of the Internship Programme.

3.3 Case-study

The nature of government has changed significantly since the dawn of democracy in South Africa. With the increased effort to achieve the concept of good governance, there is an increased thoroughness in policy frameworks, with improved accountability and with organisational structures being enhanced. The Human Resources Development (HRD)

Strategic Framework Vision 2015 states that the changing nature of government is in response to development demands and imperatives and creates a dynamic environment for the acquisition, use and retention of labour. Hence the need for a Human Resource Development Strategy for the Public Service which serves as both a statement of strategic priorities and an outline of a plan of action for responding to the national skills challenges now being faced at all service delivery points. In 2002, the South African cabinet approved the Human Resource Development Strategy, which has four pillars, pillar one being that internships are incorporated as instrumental to capacity development initiatives.

In terms of a cabinet decision made in 2002, government departments are required to enrol, as a minimum, a number of learners and interns equivalent to at least 5% of their establishments for the period 2004/5 to 2008/09 as part of the government's strategy to combat the rising levels of unemployment amongst youth.

The Department of Public Service and Administration, according to the statistics collected from the management of the programme, has implemented the internship programme from 2002 until time of writing. The statistics presented by the management to the researcher are as follows:

Year	Max. No. of interns to be appointed	Number appointed as interns	Interns absorbed permanently	Males/Females absorbed
2002	10	5	None	None
2003	20	14	3	1 Male 2 Females
2004	20	20	6	4 Females 2 Males
2005	20	15	5	3 Females 2 Males
2006	20	10	5	3 Females 2 Males
2007	20	17	12	7 Females 5 Males
2008	25	8	5	3 Females 2 Males
2009	25	25	None	None
Total:	**160**	**114**	**36**	**Males=14 Females=22**

Table 3.1 Statistics on intake and absorption of interns in the Internship Programme in DPSA 2002-2009

The figures in the table 3.1 illustrate the issue of the target that the department set for itself to achieve in each financial year. The figures reveal that the targeted numbers of interns to be appointed in the department were only met successfully in 2004 and 2009. This may be an indication that there is a problem of proper planning for the Internship Programme. The recorded statistics show that the programme in DPSA has been implemented for eight years which is sufficient time for a meaningful evaluation to be conducted and for changes in the implementation process to be recorded and measured. This study's focus is on the 2009 intake and the sample was drawn from the 25 interns in the programme at the time of research. However, it is important to reiterate that this study focuses on recording implementation processes that go into the execution of Internship Programme in the department and analysing them for effectiveness.

3.3.1 Objectives of the public service internships

There are various objectives of the internship as delineated by the DPSA's step-by-step internship guide of 2006. These include:

- To resolve the general shortage of qualified and skilled people in the workforce by encouraging graduates to equip themselves with necessary practical experience.
- To assist in meeting the strategic staffing needs of the public service by providing practical and accelerated work experience programmes that expose interns to specific occupations.
- To provide unemployed graduates with valuable work experience and skills to enhance their employability.
- To address the problem of youth unemployment, especially tertiary (university and technikon) graduates by providing them with work experience opportunities in the public service.
- To provide opportunities to gain some practical experience for students who are required to have this to earn credits towards a qualification.
- To contribute to accelerated service delivery by government through the improved introduction of skilled personnel in the public service.
- To improve equitable access to public sector employment for rural and marginalized groups such as women and the disabled.

- To contribute to lifelong learning.
- To increase awareness among students of job and career opportunities in the public service. (DPSA's step by step internship guide of 2006)

It is against the above-mentioned objectives that the researcher aims to analyze the implementation processes that go into the realization of the Internship Programme in the department. The above-mentioned objectives can only be achieved if good policies are complemented by sound and effective implementation of plans and processes.

3.4 Research Methods

The success and validity of any social research is based on the appropriateness of the methods or instrumentation employed to arrive at the sought answers/solutions at the end of the exercise. In choosing the methodology for a study, the researcher ought to design it according to the type of study s/he seeks to undertake. Flawed research methodology and research techniques have the potential to result in inaccurate results that can compromise the reliability and validity of the study findings.

3.4.1 Instruments for data collection

The primary instruments for gathering data in this study are questionnaires and interview schedules as attached in appendix 1, 2, & 3. It has been argued that if properly constructed and administered, the questionnaire is the best available instrument for obtaining information from widely spread sources (Babbie; 2001: 243).

Two questionnaires were constructed: one for the mentors, and one for the interns. The success of research is dependent on the appropriateness of the methodology applied. Thus, open-ended interviews were held with the internship managers in order to get detailed information on the objectives and success of the programme and allow them a space to narrate their stories and experiences with the implementation of the Internship Programme. An interview schedule to this effect was designed.

Secondary data was also collected and analysed. This included planning documents, legislation related to internship design, goals and operations, administrative and statistical reports, interns' status and progress to date.

3.4.2 Population and Sampling Procedures

The study population is defined as the aggregation of elements from which the sample is actually selected (Babbie 2002:174). This study is limited to the internship program of DPSA. The population sample comprised the people who were at the time of research undertaking their internship contracts. The total number of interns employed in the department is 25 and there are consequently 25 principal mentors, one assigned to each intern. The sample size was drawn from this population number in a manner that will allow for the results to be generalized.

In the context of non-probability (qualitative) sampling, purposive sampling was used. The researcher purposively selected participants who are able to provide appropriate data (Babbie 2002:166). In this study, the key participants are the interns who are enrolled for the programme. From the 25 enrolled in financial year 2009/2010, 12 responded and 6 mentors responded, and two managers from skills unit were interviewed, 2 officials from the line function unit, Human Resource Development, were also interviewed.

3.4.3 Data Collection

The data collection process, which involves the administration of questionnaires, was done by the researcher by visiting the department. A meeting was scheduled separately with the two groups of targets through the coordination of the internship manager internally, where the purpose of the study was communicated to the respondents.

Open-ended interviews were held with managers and administered questionnaires for mentors and interns to fill in. At the end of the exercise, the completed questionnaires were collected from respondents for analysis.

3.4.4 Data Analysis

The data generated by the survey was coded for both qualitative and quantitative analysis. The qualitative data collected from first hand-accounts and from the perception of the managers was analysed using thematic analysis. Answers from close-ended questions were analysed using descriptive statistics using the SPSS software package.

3.5 Ethical Issues

3.5.1 Informed consent

Informed consent was obtained from the department participating in the research. The letter of consent was issued to the researcher by the Department of Public Service and Administration as attached in appendix 4. They were informed of the purpose of the research and guaranteed confidentiality and anonymity of subjects. The benefits to the department were also explained in detail to the department through those in charge of the program.

3.5.2 Voluntary participation

Babbie & Mouton (2001: 521) make it clear that no-one should be forced to participate. The researcher informed the participants that participation in the research was voluntary, and that they were free to withdraw their participation at any stage of the research process.

3.5.3 Anonymity and confidentiality

Babbie & Mouton (2001: 523) say a respondent may be considered anonymous when the researcher cannot identify a given response with a given respondent. They explain confidentiality as a situation where a researcher can identify a given person's responses but essentially promises not to do so publicly.

The respondents, both mentors and interns, were not requested to write their names on the questionnaires distributed to them.

3.5.4 Limitations of the study

The Internship Programme is being implemented in all public service departments, both national and provincial. The scope covered by this research in terms of the sample drawn from one department and one cohort of interns and mentors makes it difficult to generalize to the whole public service internship community.

Mentors were identified as one of the key informants for this study. However, most of the mentors occupy senior positions and were too busy to devote their attention to the study, so the researcher had to settle for the limited responses from those who availed themselves.

3.6 Findings

The findings and analysis of the research questions will be presented in this section, this constitutes separate responses by the internship line function management in the DPSA, managers of the programme internally and questionnaires from interns and mentors about their account of the implementation of the Internship Programme in the department.

3.6.1 Line function management

The responses from the line function management are presented below.

3.6.1.2 Target population

Research question number three ought to find answers on whether the target population of the programme is being reached. The question entails finding out what is the defined target population in terms of age and educational background then assess whether or not it is being reached.

The response from the line function managers was that the target population for the internship program in the public service in terms of age is people within the age group of 18-35. In terms of qualifications the response was that the minimum qualification needed is a national diploma up to a maximum of a PHD. The line function is concerned with developing frameworks governing the execution of the Internship Programme in the public service. This includes setting targets for graduate internships, and therefore excludes students requiring experiential training in order to obtain their qualifications as this falls under the student internship category.

There was also a general agreement that even though the guidelines developed at this unit of the department deal more specifically with graduate internships, some departments do provide student internships to learners of institutions with whom there is an agreement with the department that their students should be trained at that particular department. However, the focus of this study is on graduate internships.

3.6.1.3 Compliance with directives

The first research question sought to answer whether implementation of the internship programme is in compliance with the legislative implementation plan.

When asked about the department's compliance with directives around the internship implementation in the public service, the response was that there seem to be gaps identified in terms of the paying out of stipends to interns across departments. Some departments are still paying less than what is directed, which is R3000. The officials indicated that according to the 2009 ministerial directive, there are three schedules for paying out stipends, which should not be uniform but should be according to the following schedule:

- *First schedule: Diploma to degree*
- *Second schedule: Honours degree and above*
- *Third schedule: PHD*

People on different qualification categories should be paid differentially when enrolled for the Internship programme in the Public Service. This area has been identified as one most problematic in terms of compliance.

When asked about compliance of the home department, that is the DPSA, towards the directives, and if the policy-making unit works closely with the implementing unit to ensure compliance towards directives to ensure success, the managers were in agreement that the department is treated the same as other Public Service departments and that when reporting is required from all departments the DPSA also is expected to report, no extra attention is given to the home department.

3.6.1.4 Challenges identified

The line functionary was asked to outline challenges around the implementation of the programme as a way of discerning the troublesome areas in implementing the Internship Programme even in the DPSA.

Several problems with the implementation of the Internship Programme in the whole public sector were identified around allocation of annual leave days to interns, development of interns, maternity benefits, interns rotating from one department to another, and monitoring.

Annual leave days: the manager said the departments seem to have a problem allocating annual leave days to interns resulting in lack of uniformity around this area. Development of

interns seems to be lacking. There is not enough external training given to interns. The devised remedy for this is a compulsory training programme provided to interns by Public Administration Leadership and Management Academy.

Interns are entitled to four months of maternity leave of absence with full pay and on return their contracts should be extended to cover the four months' absence. Departments have shown noncompliance in implementing that directive, according to management.

Interns have been shown to move from one department to another when their contracts expire because they view an Internship Programme mainly as an income-generating activity. One of the managers said interns do not see the programme as a learning initiative but an income-generating activity. She indicated that the information and record management system known as PERSAL function of the treasury will be used to control this problem, as it will be able to identify people who have already undergone internship training.

The line function management revealed that monitoring of the program implementation is problematic since at the time of research there was no reporting tool in place to assess compliance of departments, although one was being developed to address the challenge.

3.6.2. Internship managers in the department

The responses from the internship managers are presented below.

3.6.2.1 Access strategy

Rossi & Freeman (1989:182) say that coverage refers to the extent to which participation by the target population achieves the levels specified in the design. The department ought to have a strategy in place to ensure that there is easy access to the programme to allow for unbiased coverage. This seeks to answer question two of the study.

When asked about the department's strategy to draw people to the program, the managers agreed that there isn't a strategy to this effect. People often simply walk in and leave their Curriculum Vitae which is captured in the database. As units require interns they refer to this database and choose an applicant most appropriate in terms of qualifications.

3.6.2.2 Target population

Rossi & Freeman (1989:182) says the issues of target participation consist of problems of coverage and bias. Furthermore, they say coverage refers to the extent to which participation by the target population achieves the levels specified in the design. Bias is the degree to which subgroups of the target population participate differentially. This shows that the target population of the programme is important and that credibility of the programme's results is amongst other factors dependent on defining the target population based on the similarity of the subjects such as demographics or geographic origins. This adds to the body of knowledge aimed at resolving question two of the study.

The responses from the management indicated that the targeted people are those in the age groups of 18-35. In terms of educational requirements, they indicated that the minimum requirement is a person with a diploma and higher.

3.6.2.3 Training of mentors

Question five of the study seeks to establish the relevance of training provided to interns. Training of mentors is one variable which can help in answering this question. Mentors will be most effective if they are equipped to train interns.

The managers indicated that there is a problem around the issue of mentor training. The training programmes for mentors are voluntary and so far there has been a very poor attendance by mentors.

3.6.2.4 Training for interns

Question four of the study enquires about the training provided to interns. There was an agreement between the two responsibility managers that the interns are being sent to external training provided by external service providers. They indicated that the type of training interns get depends on the work they are expected to do in their respective units.

3.6.2.5 Rotation in the department

When asked about whether interns are moved around to different units in the department or remain in one unit for the duration of their contracts, the response was that rotation of interns in the department is left to the discretion of the initial unit where the intern was placed.

3.6.2.6 Completion rate

The managers indicated that there has been a good completion rate which cannot easily be attributable to the success or failure of the programme as this could be due to lack of permanent employment opportunities. One manager stated:

> *There have been drop outs due to misconduct like not coming for work and failing to produce medical certificates but other than that interns mostly drop out to take up full time employment elsewhere.*

3.6.2.7 Stipend

When asked about the paying out of stipends to interns, the mangers indicated that interns are compensated in the department, and that they are compensated uniformly without any differentiation to their qualifications.

3.6.2.8 Planning for internship

The managers of the internship were in agreement that the Human Resource Planning caters accurately for the internship programme and needs. This was discussed in chapter two as one of the legislative requirements that a department must have. On request of the plan by the researcher it was revealed by an HR planning officer that the DPSA at the time of research did not have an HR plan.

3.6.2.9 Employment

Research question six seeks to establish whether there are established strategies to help interns access full time employment in the department. If implementation of a programme like this, which seeks to address the problem of graduate unemployment, is to be effective it should run activities which will help interns access employment.

The managers indicated that there are strategies in place to help interns access and secure employment. One manager said that there is an internship forum in the department where training is given on how interns should market themselves; comprehensive training in CV writing and conduct at interviews is given; and when vacancies exist in the department and beyond, the information is sent to all interns.

3.6.2.10 Progress assessment

The unit requires a quarterly assessment report from mentors. The mentors are also required to submit a progress report to the managers of the program in the department.

3.6.2.11 Challenges identified

When asked about challenges the program implementation is faced with internally, managers indicated that there are three areas of concern. The first one is the issue of untrained mentors. Secondly, the problem of units not fully utilising the interns was highlighted. Lastly, the difficulty of conducting exit interviews to learn whether the programme is meeting the needs of the target population or not was another challenge.

3.7 Findings from Interns

Are activities carried out in relation to the implementation plan of the internship policy and legislative framework? From the conceptual framework in chapter four this section seeks to make a judgement of processes against what the legislations set out to achieve.

The main objective was to examine whether the implementation of the internship policy as discussed in chapter three has been followed as it should be and whether other activities mandated by legislations and directives are carried out as they should be.

3.7.1 Access & target

Access strategy	Frequency of responses	Percent
Self approached	2	16.7
Public service vacancy circular	1	8.3
Internet	2	16.7
Friends	6	50.0
Public Policy Partnership	1	8.3
TOTAL	12	100.0

Table 3.2. Target attraction strategy to the Internship Programme

The analysis of table 3.2 shows that 50% of the respondents found out about the internship opportunity offered by the department through their friends. Of the respondents interviewed 16.7% indicated that they personally approached the department and submitted their curriculum vitae. 16.7% revealed that they found out about the internship programme through the use of internet. 1 found out through their sponsor (Public Policy Partnership), which is in

partnership with the department. 8.3% learned of the opportunity through the Public Service Vacancy Circular.

Both the responsibility managers, when asked about the department's access strategy, indicated that there is no strategy. Thus people just walk in to drop their departments and are captured on the internship applicants' database.

It is apparent that an access strategy to attract the targets is lacking. The rational for this view is that the strong source of information about the internship is from friends of participants. This is too informal a strategy and leads to bias in coverage. However the internship policy is open to abuse as it is silent on issues of recruitment and selection.

3.7.1.1 Age of programme beneficiaries (interns)

As presented above, both the line function managers and the internship responsibility managers indicated that the program is for graduates within the age group of 18-35. Findings show that most of the people on internship, that is, 91.7% are within the specified age group. However over-inclusion is identified in the target population whereby 1 respondent indicated that they were older than the age limit.

To illustrate the inefficiency of the access strategy and target attraction, loopholes were identified in the coverage. These results revealed that one of the respondents was older than the age limit statutory set for this programme. This could be attributable to the department's strategy where a person will come into the department when they were 35 years of age to drop a CV and will only be called two years later for an internship offer (as indicated by the intern) whereas the person does not longer fall within the specified target group.

3.7.1.2 Qualifications

Highest qualification attained

Qualification	Frequency	Percent
Diploma	6	50.0
Degree	5	41.7
Honours	1	8.3
Total	12	100.0

Table 3.3 Interns' qualifications

The target was also measured by the level of qualification interns attained. It shows here that the minimum level of qualification held by interns is a diploma, with 50% of respondents indicating that they possess a diploma, 41.7% having a degree and 1 holding an honours degree.

The line function managers indeed indicated that in terms of qualifications the program is targeting people with an educational qualification from a diploma to PHD and that it excludes those with certificates from Further Education and Training institutions. The same account was given by both the responsibility managers of the program. However, this issue of who is eligible to participate is not clarified in the internship policy of the department. The policy is silent on the target population, which opens up the programme for abuse and inconsistencies if the target population is not clearly mandated by policy. The programme can be susceptible to over-coverage, under-coverage or even bias in coverage.

3.7.2 Recruitment and Workplans

Mentor involvement in the recruitment and selection process of interns	**Yes**		**No**	
	frequency	Percent	Frequency	Percent
	5	83.3	1	16.7

Table 3.4 Involvement of mentors in recruitment and selection of interns

According to the implementation plan, the relevant manger submits the work plan to the Skills Development unit as a motivation for appointing interns. As work plans are developed by mentors, 5 (83.3%) of mentors indicated that they do take part in the recruitment and selection of interns for their unit, and 1 (16.7%) indicated that they do not take part in the recruitment and selection of interns.

If this involvement is mandated and regulated by a policy statement, and 1 in 6 mentors who indicated they have not been involved in the appointment of interns, this indicates that there are loophole in the implementation of the policy and that there is sometimes non-compliance to the department's own implementation plan.

Provision of work plan at the beginning of internship contract				
Interns		**Usefulness of workplans (interns)**	**Mentors**	
Yes	No	6 very useful 3 useful 2 neutral 1 missing information	Yes	No
11 (91.7%)	1 (8.3%)		6 (100%)	0

Table 3.5: responses by mentors and interns on provision of work plan to new entry interns

In table 3.5, 91.7% (11) of interns indicated that they were given a work plan at the beginning of the program and one respondent indicated that he/she was not given a work plan at the commencement of the programme, and when asked about the usefulness of the work plan, 50% (6) of the respondents indicated that the work plans were very useful in facilitating learning and execution of tasks. 25% (3) indicated that it was useful, 16.7% (2) gave a neutral answer to the question. Mentors were also asked the same question and 100% said yes, they provide interns with work plans. However if some interns could still answer "no" to this question it is apparent that not all senior employees entrusted with mentorship design and provide work plans to interns.

It is apparent that the provision of work plans to interns is well received by the beneficiaries themselves; however there is one who did not receive a work plan to help them understand the tasks they would be expected to do during the term of their contracts. This also shows inconsistencies in the implementation process.

According to the implementation plan of the department's policy, mentors are requested to submit the work plan to the Deputy Director: Skills Development for approval and discuss it with an intern thereafter. Since this is compulsory and mandatory there should not be an

intern in the department without a work plan as they would not have been appointed in the first place according the outline of the plan. The implementation plan of the department states that at the recruitment stage the mentor should submit the work plan to the Skills development unit, but seemingly from interns' responses, there are still those without a work plan. The contributing factor to the problem of some interns being without a work plan may be an indication of a problem with mentorship or lack of coordination by the Skills Development unit itself

3.7.3 Tasks & expectations

Type of tasks	**Interns**		**Mentors**	
Administrative	Frequency	Percent	Frequency	Percent
	9	75%	6	100%
Leadership of projects	1	8.3%		
Budget analysis	1	8.3%		
Monitoring	1	8.3%		

Table 3.6 Task mainly given to interns to perform

When asked about the tasks they expose interns to, 100% (all 6) of mentor respondents indicated that they mainly give interns administrative tasks.

From the findings in table 3.6, the department exposes interns mainly to administrative duties. 75% (9) of intern respondents indicated that they are mainly exposed to administrative duties, and 8.3% (1) indicated that they were allowed a space for leadership of projects, 8.3% (1) budget analysis and only 1 monitoring.

An account of the interns' expectation on joining the programme shows that everyone wanted to gain in-depth knowledge of doing tasks in their respective units of placement. Exposing interns to mainly administrative duties defeats the purpose of the Internship programme and limits learning. This can lead to low morale of interns and even high dropout rates. Only 1 respondent indicated exposure in leadership of projects, budget analysis and monitoring.

When asked about their expectations in general, interns indicated that they wanted to learn the skills of applying what they had learnt in institutions of higher learning in a real work context and to gain skills and experience in doing various tasks in the department. The interns' high level of exposure to administrative-type tasks is an indication that their expectations are not being met by the department.

When making general comments, 16.7% of interns reported that the permanent staff should commit towards their learning and not subject them to making tea and photocopies. One of mentor respondents said:

> *If Interns are trained for the job they actually need to perform and not for assisting with those things that are a burden to permanent employees (e.g. making photo copies) we will have a pool of service-orientated employees.*

The researcher found that there is a tendency in the department implementing the programme to see interns as an administrative support in the department. This impedes the potential to have a successful programme, which meets its intended objectives. This tendency to consider interns as an administrative wing of the department limits interns' learning and defeats the whole purpose of the Internship programme.

3.7.4 Qualifications and task

Interns responses	Frequency	Percent
Yes	8	66.7
No	4	33.3
Total	12	100.0

Table 3.7 Is there a link between intern qualification and tasks assigned?

The responses indicate that 66.7% (8) say there is a link between qualifications and tasks allocated and 33.3% (4) said there was not. If the external training is provided to interns based on the tasks they perform and there is a link between qualification and task, then the training provided to interns is relevant. However, if 33.3% of interns indicate that there is no link between qualification and tasks then the training provided to some interns may not be so

relevant to them. When researching this area it was also appropriate that the link between the job the mentor was doing and the interns' qualifications be assessed. The findings were as follows:

Link between the job of an assigned mentor and interns qualification					
excellent		Good		neutral	
Frequency	Percent	Frequency	Percent	Frequency	Percent
2	33.3	3	50	1	16.7

Table 3.8 link between job allocation and intern's qualifications

2 mentors indicated that the link between their job and interns' qualifications is excellent, 3 indicated that the link was very good and 1 was neutral in response. This indicates the relevance of placement of interns.

This shows to some extent the relevance of training that interns get from their mentors. A lot still needs to be done to strengthen this as a neutral response to the question show that there is sceptic that the training of interns should be placed under their supervision in terms of their type of work and the qualifications the interns hold.

	Chief Director	Director	Deputy Director	Assistant Director	Administrators
Missing	16.7%(2)	8.3% (1)	8.3% (1)	8.3% (1)	8.3% (1)
Very helpful	33.3% (4)	33.3% (4)	33.3% (4)	50.0% (6)	58.3% (7)
Helpful	8.3% (1)	33.3% (4)	16.7% (2)	16.7% (2)	8.3% (1)
Neutral	33.3% (4)	16.7% (2)	33.3% (4)	16.7% (2)	8.3% (1)
Not helpful	8.3% (1)	8.3% (1)	8.3% (1)	8.3% (1)	8.3% (1)
Not applicable	0	0	0	0	8.3% (1)
TOTAL	100%	100%	100%	100%	100%

Table 3.9 Commitment of senior officials towards learning

58.3% (7) of respondents indicated that the administrators are very helpful in their learning processes, 50% (6) said assistant directors are very helpful, 33.3% (2) said Deputy Directors are very helpful in their learning, with 33.3% (2) saying Chief Directors and Directors are very helpful.

8.3% (1) of interns said Chief Directors were helpful, 33.3% (2) said Directors are helpful, 16.7% (1) said Deputy Directors are helpful, and 16.7% (1) said assistant directors are helpful. 33.3% (2) gave a neutral response on Chief Directors, 16.7% (1) on Directors, 33.3% (2) on Deputy Directors, 16.7% (1) on Assistant Directors, and 8.3% (1) on Administrators. 8.3% (1) of respondents indicated all officials as not helpful. 8.3% (1) said not applicable on Administrators.

From the above table it shows that the officials most committed towards interns learning are those at a lower level of the organisational hierarchy, that is, the Assistant Director and Administrators. Training relating to the job is more valuable coming from those who are carrying out the tasks and decision-making of the unit.

3.7.5 Mentors' capacity

Responses	Frequency	Percent
Deputy Director	5	83.3
Assistant Director	1	16.7
TOTAL	6	100.0

Table 3.10 Official mentors by job title

Five officials interviewed entrusted with mentorship responsibility are Deputy Directors and only 1 is at the Assistant Director level.

This shows that those at higher levels in the department are mostly trusted for carrying out duties of interns' mentors whereas in table 3.9 they were rated as so not committed to learning. This has a direct bearing on the level of commitment to interns' learning as people at higher positions may have a lot of work to deal with and may end up neglecting the duties of effectively monitoring interns

The findings presented on table 3.9 and 3.10 indicate that the mentorship responsibilities are vested mostly in the Deputy Director, whom from table 3.9 only 33.3% interns rated them as very helpful compared to the Assistant Directors whom 50% of interns rated them as very helpful.

Commitment to the mentorship Programme			
Yes		**No**	
Frequency	Percent	Frequency	Percent
11	83.3	1	16.7

Table 3.11 Commitment to the mentorship programme

83.3% of intern respondents indicated that their mentors are committed towards their learning. 16.7% of respondents indicated that their mentors are not committed to their learning. This could be evidenced by the fact that upon joining the program some interns did not even get work plans, or by the allocation of mentorship responsibilities to mainly Deputy Directors whom interns rated very low on their commitment towards learning in table 3.9.

Amongst the reasons stated as to why the respondents thought their mentors were not committed, one intern indicated that *they do not know who their mentor is*, some responded in the plural pronoun when referring to their mentors. This could also lead to a problem of unfocused learning if there is no one particular senior employee assigned duties of being a principal mentor to an intern. When asked about whether they are sent for training in order to execute their mentorship responsibilities, the mentors responded as follows:

Mentor trained to execute tasks	Yes		No	
	frequency	Percent	Frequency	Percent
	3	50	3	50

Table 3.12 Trained mentors

3 (50%) of mentors indicated that they never received any training for carrying out the mentorship duties. 3 (50%) of the mentors indicated that they have received training. This the responsibility managers have cited as a challenge as training is voluntary and when mentors are requested to go for this training the turnout has been very poor. The 50% of mentors having received no training may be a contributing factor to the mentors' tendency to expose interns to mere administrative duties and to be less committed to their duties of training interns.

3.7.6 Stipend

100% of respondents indicated that they were remunerated for the work they do as interns. Asked about satisfaction with the amount of compensation, the findings were as follows:

Response	interns		Mentors	
Yes	Percent	Frequency	Percent	Frequency
	41.7%	5	50.0%	3
No	58.3%	7	50.0%	3
Total	100%	12	100%	6

Table 3.13 Satisfaction with compensation given to interns by interns and mentors

41.7% (5) of respondents indicated that they were satisfied with the amount they receive as a stipend. They generally stated the reason for their satisfaction as that they are in the department to learn and gain experience. However a larger percentage, that is, 58.3% (7) of respondents indicated that they were not satisfied with what they are getting paid. 50% (3) of mentors responded said interns are adequately compensated and another 50% (3) said they were not compensated adequately.

People in different qualification categories should be paid differentially when enrolled for the Internship programme in the public service. This is mandated by the 2006 DPSA ministerial directive on implementing internships in the Public Service. It states that an intern should be compensated according to level of their qualification, which is currently in effect.

The responsibility managers both revealed that a minimum stipend is paid across the department and that they do not recognise the issue of different levels of qualifications. There is high controversy among programme participants on the issue of allocation of stipends, thus indicating differing perspectives on this variable.

Satisfaction with stipends was then compared with highest qualification of interns to see if the dissatisfaction with compensation can be related to the levels of qualifications an intern held. The findings were as follows:

			highest qualification attained			Total
			diploma	degree	honours	
satisfaction with compensation	yes	Count	3	1	0	4
		% within highest qualification attained	50.0%	20.0%	.0%	33.3%
		% of Total	25.0%	8.3%	.0%	33.3%
	no	Count	3	4	1	8
		% within highest qualification attained	50.0%	80.0%	100.0%	66.7%
		% of Total	25.0%	33.3%	8.3%	66.7%
Total		Count	6	5	1	12
		% within highest qualification attained	100.0%	100.0%	100.0%	100.0%
		% of Total	50.0%	41.7%	8.3%	100.0%

Table 3.14 Satisfaction with compensation * highest qualification attained

The comparison of two variables, which is, highest qualification attained and satisfaction with compensation, show that dissatisfaction is more common among people with higher qualifications. 25.0% (3) of respondents with a diploma say they are satisfied with the stipend, while 8.3% (1) with a degree are satisfied. 25% (3) with diploma say no and 33.3% (4) with degree say no they are not satisfied with the current stipend and 8.3% (1) with honours said they are not satisfied with compensation.

The one other factor that can contribute to the dissatisfaction is the level of contribution interns and mentors perceive that interns impact on the organizational performance, because the level at which these participants believe interns are impacting on organizational performance may fuel their desire to want higher compensation as presented below.

3.7.7 Benefits to the employer

Respondents	Very good		Good		Adequate		Satisfactory	
Interns	58.3 %	7	33.3 %	4	8.3%	1	0	0
Mentors	0		0		0		100%	6

Table 3.15 Contribution of interns towards organizational performance

58.3% of interns indicated that their contribution towards organisational performance is very good, with 33.3% of interns indicated that their contribution is good and 8.3% adequate. In response to the same question 100% of mentors indicated that the interns' contribution towards organisational performance is satisfactory.

3.7.8 Training and assessments

When asked about the provision of external training in relation to the work they do the findings were as follows:

Provision of external training to interns	Interns				Mentors			
	YES		**NO**		**YES**		**NO**	
	Percent	Frequency	Percent	Frequency	Percent	Frequency	Percent	Frequency
	75%	9	25%	3	83.3%	5	16.7%	1

Table 3.16 Provision of external training to interns

75% (9) of respondents indicated that they had been sent for external training. While 25% (3) indicated that they have not received any training other than that of the employees. When asked why, a common reason given was not being aware of their entitlement to go for external training. The main purpose of the internship is to provide interns with experiential training relating to the job and 25% (3) is too large a percentage of people who have not been sent for training.

83.3% (5) of mentors responded that interns were sent for external training in relation to the tasks they do in the department, while 16.7% (1) indicated that interns were not sent for external training at all. Even though this shows that a large percentage of interns are being sent for training, it is also apparent that there are those who do not go for training at all and this leads to bias in benefit distribution to interns.

Intern Training		
Responses	Frequency	Percent
No response	1	16.7
3 months	2	33.3
Once in twelve months	3	50.0
Total	6	100.0

Table 3.17 Frequency of training

When asked about the frequency of training, 16.7% (1) of mentors did not respond to the question, while 33.3% (2) said once in three months and 50% (3) said once in twelve months. The frequency of external training as indicated by mentors is not satisfactory.

For people who are in the department for learning with contractual agreement of twelve months to be sent for training once in twelve months is not sufficient to serve the purpose of experiential learning.

Progress assessment					
Responses	Mentors		Interns		Responsibility managers
	Percent	Frequency	Percent	Frequency	
Monthly	33.3	2	16.7	2	0
Quarterly	33.3	2	58.3	7	100
Six monthly	33.3	2	25	3	0
Total	100.0	6	100	12	100.0

Table 3.18 Progress assessment frequency

58.3% (7) of interns indicated that their progress is assessed quarterly. 25% (3) indicated that they are assessed six monthly, and 16.7% (2) were assessed monthly. The responsibility managers indicated that progress should be assessed quarterly. If the internship duration is twelve months, then assessing progress in six months limits room for improvements and learning. Progress assessment needs to be frequent to detect shortfalls so that training can be advised for in the areas of interns' weaknesses.

100% (6) of mentors indicated that they give feedback of progress to their interns and the table shows how often they assess interns' progress. 33.3% (2) indicated that they track progress monthly, 33.3% (2) assessed progress quarterly and 33.3% (2) assessed progress six monthly. The responsibility managers unit requires a quarterly assessment report from mentors. The mentors are also required to submit a progress report by to the managers of the program in the department.

3.7.9 Morale of interns

Interns' morale in the department				
Responses	Interns		mentors	
	Percent	Frequency	Percent	Frequency
Missing information	8.3%	1	0	0
Very low	8.3%	1	0	0
Low	8.3%	1	0	0
Not sure/Neutral	16.7%	2	66.7%	4
High	25%	3	33.3%	2
Very high	33.3%	4		
TOTAL	100%	12	100%	6

Table 3.19 Morale of interns

The morale of interns was studied and only 33.3% (4) of intern respondents indicated that the morale was very high and 25% (3) indicating that it is high, 16.7% stated that they were not sure and 1 each indicated the categories very low and low. This could be due to the type of tasks to which interns are being exposed to and interns' expectations not being met by the programme.

Only 33.3% (2) mentors rated the interns' morale in the department as high. While 66.7% (4) rated the interns' morale in the department as neutral. Interns as new entrants of the labour market are supposed to be enthusiastic and positive about their learning endeavours in the department, but the low levels of their morale is a sign of something wrong in the implementation processes. This could be attributable to the high levels of dissatisfaction with pay levels and being exposed to administrative duties as presented above.

37.10 Duration

Preferred length of the internship programme							
Six months		Twelve months		Eighteen months		24 months	
Percent	Frequency	Percent	Frequency	Percent	Frequency	Percent	frequency
8.3%	1	25%	3	25%	3	41.7%	5

Table 3.20 Ideal duration of the programme

41.7% (5) of respondents indicated that the current term of internship is not enough to allow for gaining meaningful experiential training and that it should be extended to 24 months. 25% (3) indicated that it should be eighteen months with another 25% (3) indicating that it should be as it is that is, twelve months.

Mentors preferred length of the Internship Programme					
Twelve months		Eighteen months		3 years	
Percent	Frequency	Percent	Frequency	Percent	frequency
50%	3	16.7%	1	33.3%	2

Table 3.21 Duration of the Internship Programme

50% (3) of the mentors believe that the duration of the programme should remain 12 months, while 16.7% (1) think it should be extended to 18 months and 33.3% (2) think it should be 3 years. The duration of the Internship Programme is important when analysing the implementation processes, as it measures the perceptions of how long the experiential training should be offered for to render the implementation of this programme effective.

3.7.11 Completion

Yes		No	
Percent	Frequency	Percent	Frequency
83.3%	10	16.7%	2

Table 3.22 Intention to complete Internship Programme

83.3% (10) of interns indicated that they intend completing the programme with only 16.7% (2) not having intentions of completing the programme. However the high percentage of people intending to complete cannot be attributable to the success of the programme implementation as the line management indicated that the interns do not entirely view this initiative as a learning process but as an income-generating activity. Measuring of this variable may help to signal flaws in the implementation activities carried out.

When asked to state the number of interns who dropped out of the programme, 100% (all 6 respondents) of mentors indicated that in their years of mentoring there had been no drop outs. The responsibility managers also indicated that there were not many recorded drop outs but could not give an exact figure, as they said this only occurred when interns managed to secure a permanent job. There has been only one recorded case where an intern left due to misconduct.

3.7.12 Employment

Interns' Responses	**Willingness to work and remain in the Public Sector**			
	Yes		**Not sure**	
	Percent	Frequency	Percent	Frequency
	83.3%	10	16.7%	2

Table 3.23 Willingness to work in the public sector

83.3% indicated that they are willing to secure full time employment in the public service and 16.7% indicated that they are not sure. According to the internship guide of 2008 one of the aims of the internship programme is to make available a cadre of dedicated public service employees from interns. Therefore this is also an implementation issue, because the delivery of the training benefits to interns may build a positive morale and interest in working for in the public sector, or negatively discourage any interest of interns to work in the public sector.

Responses	Mentors		Interns	
	Percent	Frequency	Percent	Frequency
Missing	16.7%	1	25.0%	3
Yes	33.3%	2	58.3%	7
No	50%	3	16.7%	2
Total	100		100.0	

Table 3.24 Mechanisms in place to help interns with job security

There are no formal ways of mainstreaming interns in the Public Service labour market. 58.3% (7) of interns indicated that there were indeed mechanisms in place to help them secure full time employment. 16.7% (2) of interns indicated that there are no mechanisms in place to mainstream interns in the public service labour market; 50% of mentors indicated that there are means in place to help mainstream interns in the public service, while 33.3% (2) said there are. 16.7% (1) and 25.0% (3) of mentors and interns respectively did not respond to this question.

The main purpose of the Internship Programme is to make available a cadre of dedicated public service employees and to facilitate employment of graduates but if there no means to ensure that this happens the goal will not be attained.

3.8 Conclusion

This chapter deliberated on legislative frameworks, acts and policies governing the implementation of the Internship Programme in the Public Service and on particular issues relating to processes to be undertaken and covered in the study. It is against these policy directives that the process of implementation of the Internship Programme in the DPSA will be analyzed and judged. Findings of the study were also discussed in this chapter. The following chapter will draw conclusions and give recommendations.

Chapter 4
Conclusion and recommendations

A conceptual and analytical framework guided the research, determining what things will be measured. This chapter discusses findings on the research questions based on the theories of the evaluation research. Rossi & Freeman (1989: 18) defines evaluation research as the systematic application of social research procedures for assessing the conceptualization, design, implementation, and utility of social intervention programmes. The seven research questions were answered by the analysis of data in chapter three. This chapter discusses conclusions on the research findings and recommendations.

4.1 Conclusions on research questions

The research findings from the respondents suggest that the implementation process of the internship programme in the DPSA is inconsistent and flawed in certain areas of the investigated research questions. The process evaluation from programme participants show-cases a great lack of coordination between stakeholders (of which some are management), that is, the line function unit responsible for developing frameworks and policy on internships for Public Service departments, the departmental unit responsible for internship in the department, and the units within which interns are placed.

4.1.1 Compliance with implementation plans

In respect to question one, the activities as stated in the implementation plan are not carried out as should be, and according to the departmental policy implementation plan which needs revision; some mentors indicated that they do not take part in the selection of interns they are mentoring which is contrary to the implementation plan of the department, which needs revision. Some interns do not get presented with a work plan at the commencement of the programme, again contrary to the implementation plan of the department.

Some of the determination and directives on internships as discussed in chapter three are not being complied with effectively. The unavailability of the department's HR plan, which ensures that the departmental staffing needs are met, shows ineffective, non-strategic planning when it comes to interns intake.

The analysis shows that the main problems emanate from the lack of coordination and follow up by the dedicated unit, the skills development unit, as it should be central player in implementation of the programme and ensure coherence and synergy in activities carried out.

4.1.2 Target population and Access strategy

The second and third questions seek to analyse the issue of coverage and target attraction. The target identification was studied through analysing age of targets, qualifications and the department's access strategy. Coverage bias has been detected in the implementation process of the department. The opportunity is really closed to graduates not living in areas around the Department and those who could walk into the department to drop their Curriculum Vitae are at an advantage over anyone else. It effectively excludes anyone within the specified age group eligible to benefit from the programme but who is in a rural area or far from the department.

Rossi & Freeman (1989:182) says the issue of target participation consists of problems of coverage and bias. Furthermore they say coverage refers to the extent to which participation by the target population achieves the levels specified in the design. Bias is the degree to which subgroups of the target population participate differentially. A bias in the coverage simply means that some groups are being covered more thoroughly than others.

Bias in this regard is the inability of the department to make available information to the target population who are not within the department's reach, who do not have access to internet. Over-inclusion of the target population in terms of age is also identified in the recruitment processes of the department's implementation activities

4.1.3 Provision of external training

The fourth question deals with the provision of external training to interns. It appears that even though a large percentage of interns are indeed sent for external training in the department, there are still those who are left out and remain untrained by external training service providers as presented in chapter three. This kind of intervention requires full coverage to interns in order for the participants to enjoy benefits equally and for management to guard against any bias in provision of this service, that is, internship training to participants. The revelation in chapter three that some interns do get external training and

others don't and that others have mentors and others do not know who their principal mentors are, is a result of the absence of a comprehensive plan on implementing the internship program. This exclusion may be due to the level of commitment of mentors tasked with supervising interns and lack of central coordination by the unit in charge of the programme.

4.1.4 Relevance of training provided

In response to question five, three variables were studied. Firstly, the link between the tasks given to interns and their qualifications was studied. Secondly, relevance of training in relation to the work done was researched. The frequency of training was also researched. Finally, the link between the mentor's type of work and intern's qualification was researched. Conclusions derived from the responses in respect of the above stated questions indicated that there is an agreement that tasks are provided in relation to qualifications and in turn, training was in fact in relation to the tasks, thus there is correlation between training provided and interns' qualifications.

4.1.5 Interventions to help interns secure employment

Question six seeks to address the interventions in place to help interns access full time employment. A large percentage of interns indicated that there were means in the department to help them access full time employment. The responsibility managers also indicated this is being done and includes helping with CV writing and circulating vacancies to interns as they exist internally and externally in the department. However there is not any formal means of helping interns to be absorbed in the department or elsewhere, where their employment is possible.

4.1.6 Completion rate

Question seven deals with the completion rate of interns. From the responsibility managers' side, information was not recorded on this issue, which signals a problem of continuous programme monitoring and recording of information. 100% of mentors interviewed indicated that they have never experienced dropouts. A large percentage of interns also indicated that they intend completing the programme. This is an indication that the completion rate is very good. Although this may be the case, this does not guarantee programme implementation success as this can be attributed to other factors, such as the income generated from being in the programme.

4.2 Challenges Identified

The internship Policy of the Department of Public Service and Administration is ineffective as it does not address other relevant information regarding internship such as recruitment and selection, and the eligibility of interns to get trained outside the department. The policy is also very silent on the procedure to be undertaken when monitoring and evaluating progress. The IDRT is to be put in place in year 2010 and will be used as a tool to monitor implementation in departments, as discussed in chapter three and confirmed by the line function management. However, there needs to be an internal strategy for the DPSA to monitor and evaluate process.

The unavailability of the access and target attraction strategy was identified as one of the major problems. The implementation plan of the policy is silent on the selection recruitment of interns thus allowing too much space for officials to exercise discretion, which proves to have the potential to cause inconsistencies and lead to undesired results, thereby making it open to abuse and nepotism; the recruitment selection process should be clearly outlined and be transparent. Currently it is a very closed process.

Dumakude (2008:23) states that policy is communicative. It is intended to make known to the public what the objectives are to improve the lives of the people. Therefore it is important that the policy and objectives be communicated to the targets without bias to any group. Compensation seems to be a challenge in the implementation processes, there is confusion and conflict between respondents as to what is supposed to happen in terms of paying out the stipend to interns.

The issue of mentor training is a very weak point of the department's internship programme, which could hinder the success of the programme if not addressed. The people entrusted with capacitating the future public service workforce should be capacitated to this job themselves, if the department is to reap the benefits of the internship programme. When interns are exposed to mainly administrative duties in the department, their learning in terms of experience required to enter the labour market is limited.

4.3 Recommendations

4.3.1 Interns' intake

It would be recommended that an intake of a group of interns be done at the same time for better planning, tracking and coordination. This will facilitate easy advertising of internship vacancies. It will also make it easier for the department to conduct exit interviews when interns are leaving. The assessment of interns will be made easier because it will be scheduled to take place at the same time, and information management in this regard will be made much easier.

4.3.2 Provision of external training

Training of interns should be facilitated by the skills development unit to ensure that every intern enjoys the benefits of the programme equally and without bias. Training is an essential component of the internship programme and it should happen more often than it does currently. Progress in terms of training provided should also be assessed continuously to track progress in learning.

External training based on the tasks one does in the department and their qualification is of great importance and should be strengthened. Training frequency for interns needs to be identified and training needs to be budgeted for each intern and it should be made compulsory. Success cannot be claimed if the criterion of relevance is not met.

4.3.3 Mentor training

Mentors entrusted with coaching interns should be trained to execute this task and it should be made compulsory for anyone before assuming this task of mentor. It may be the case that some people entrusted with this task do not know what is it that they are expected to do, so should be capacitated. This responsibility should be included in mentors Key Results Areas (KRAs). This could strengthen mentors' commitment and lead to improvements in the internship programme of the department.

4.3.4 Access strategy

The department needs to devise an access strategy that is not biased and that is more transparent. The internship programme needs to be advertised in the Department's Public Service Vacancy circular issued weekly and like any other vacant post in the department, it

should advertise the need for interns in the print media such as news papers whenever an intern is required. Transparency is required in this area.

4.3.5 Stipend

Clarify and revise the issue of stipend. There is no consensus and conflict exists as the directives are not complied with in this regard. There is a 2006 ministerial directive that is currently not being complied with, according to the responses of participants as presented in chapter three. There needs to be a comprehensive and fair approach developed in this regard.

4.3.6 Progress assessment

Set out terms for regular intern progress assessment. If interns are sent for training they should be assessed for progress in the training area. As stated above, this could be simplified by appointing a group of interns at the same time so to allow for assessment to be conducted at the same time.

4.3.7 Task allocation

Type of tasks allocated to interns needs to be reviewed, as this can contribute to low morale of interns in the department. Administrative duties should be undertaken as part of the interns' greater goals that the unit seeks to achieve and not as the interns' sole responsibilities. A work plan should be submitted to the skills development planning department which should track the type of task the interns are exposed. They could do this by conducting surveys to check the level of compliance by senior officials with work plans, send interns to training in this regard, and assess progress in relation to tasks as outlined in the work plan and in the terms of training provided.

4.3.8 Internship policy

Revise the internship policy of the department. The implementation plan needs more formal ways of assisting interns with employment, such as interns' recruitment programmes where all departments can recruit staff from a pool of committed interns in the cycle of internship implementation. The policy is very silent on monitoring and evaluation, as requesting comments from interns and mentors is not sufficient for meaningful monitoring of the programme and for compiling a report on progress of the internships in the department.

4.3.9 Information management

Effective information recording needs to be strengthened. It is highly recommended by the researcher that the unit skills development keeps a good up-to-date record of information regarding the progress of internship, as sufficient base line information is a key prerequisite for monitoring of programmes and policies. The researcher discovered that the responsibility managers did not keep information on drop outs in their records.

It is of vital importance that there is dedicated monitoring of this programme, as this is key to ensuring that activities are carried out as they should, to detect flaws in the implementation processes and make corrective measures throughout the implementation of the internship programme in the department. This will also ensure uniformity of processes undertaken to implement the internship programme. This aspect of implementation seems to be lacking behind in the DPSA internship policy implementation

4.3.10 Retention of interns

Make a provision for absorbing interns into the department. Vacancies exist without advertising, because the current approach where interns are competing with senior experienced officials contributes to the difficulty of interns to secure full time employment. Opening up such posts for competition is biased towards interns due to the experience senior officials have. Because of their lack of experience, interns fail to get appointed and the problem of youth unemployment remains.

Lastly, it would highly be desirable that the line function unit, that is, the Human Resource Development as the policy makers for the whole Public Service, commit to and work closely with the Skills Management unit responsible for implementing the programme in the DPSA. This will ensure the best implementation practices of the programme are adhered to and that the guidelines are best effected in the home programme and the success so as the to make the policy making department to lead by example and other implementing departments can use DPSA as their benchmark.

4.4 Conclusion

In conclusion, the DPSA's internship programme could be a success if there is coordination between the line function unit HRD responsible for developing the legislative framework, guides and directives on internship, and the home department unit responsible for

implementing the internship programme. The skill development unit needs to coordinate the processes relating to the implementation of the programme and keep track of its success and failures. It needs to take the central position in the implementation of the programme.

APPENDIX 1

Interns

An implementation analysis of the graduate internship program of the Department of Public Service and Administration. Case Study

I am a Policy and Development masters student at University of KwaZulu Natal, Pietermaritzburg Campus. I hereby ask your assistance in the collection of data for my research project titled above. The aim of the study is to investigate the interns' perception of the implementation of the internship program in the department of Public Service and Administration. The findings of the research will be feedback to the Department and hopefully improvements will be made where needs be. Please answer all questions honestly. I assure you that all the information that you provide will remain confidential and anonymous. The responses to the study will be aggregated for analysis and no one is going to be quoted on anything they say. Please understand that your participation is voluntary and that anonymity and confidentiality is guaranteed.

Instructions

Please tick in appropriate box
Please provide one answer per question where applicable
Please attempt to answer all questions in all honesty
Attach a sheet with answers if the space provided is not enough, clearly indicating question numbers to which you are responding to.

Contact details
Nneileng Koma
204012445@ukzn.ac.za

Background information

1. Gender

Male [ ]

Female [ ]

2. Race

White [ ]
Black [ ]
Indian [ ]
Coloured [ ]

Other (please specify.) _____

3. Age [ ]

4. Highest qualification attained (e.g. diploma, degree)

_____

5. Name of qualification attained

_____

6. Name of the unit you are working in

_____
_____
_____

Accessibility to the program

7. Please indicate the year you enrolled for the internship in the department

2007	2008	2009
[ ]	[ ]	[ ]

8. How did you hear about the internship opportunity in the DPSA?

newspaper	TV & Radio	Public Service Vacancy circular	Internet	other

If the answer above is other, please specify_____
_____

Preparation and Planning for the program

9. What were your expectations upon joining the program?

_____
_____
_____
_____
_____
_____

10. Were you sent for formal public service induction programme upon joining the department?

Yes [ ] No [ ]

11. If the answer above is yes, was it useful?

Very useful	Useful	Neutral	Not useful	Not at all useful

12. Were you given a work plan at the beginning of the program?

Yes [ ] No [ ]

13. If the answer above is yes, was it useful?

Very useful	Useful	Neutral	Not useful	Not at all useful

Relevance of training

14. Is there a direct link between your tertiary qualification and the tasks allocated?

Yes [ ] No [ ]

15. Indicate the type of tasks you are mainly exposed to (please choose one)

administrative	leadership of projects	problem solving	planning	other

If the answer above is other, please specify

_____
_____
_____
_____

Progress assessment

16. How often is your progress assessed by your mentor?

monthly	quarterly	Six monthly	annually	never

17. Through tasks allocated how would you rate your contribution towards organizational performance?

Very good	good	adequate	poor	Very poor

18. In your opinion how long should the internship program run to allow for gaining of meaningful experiential training?

Six months	
12 months	
18 months	
24 months	
3 years	

Remuneration

19. Are you compensated for the work you do as intern?

Yes [ ] No [ ]

20. Do you feel you are compensated adequately for the job you do in the department?

Yes [ ] No [ ]

21. Please justify your answer to the above question

_____
_____
_____
_____
_____
_____

Training needs

22. Have you been sent to external training relating to the job you do in the department?

Yes [ ] No [ ]

23. If the answer above is yes, was it helpful?

Very useful	Useful	Neutral	Not useful	Not at all useful

24. Please state the type(s) of training you have been sent to?

_____
_____
_____
_____

25. Please give reasons for not having gone for training, if the answer to question 18 is no.

_____
_____
_____

_____
_____

Employability

26. In your opinion does your involvement in the internship program have an impact on your means to access the job market (i.e. do you get shortlisted for interviews more often than before?)

Yes [ ] No [ ]

27. Do you consider securing full time employment in the Public Service?

Yes [ ]
No [ ]
Not sure [ ]

Please give reasons for the answer given above

_____
_____
_____
_____
_____

28. Are there any mechanisms in place to help you secure employment?

Yes [ ] No [ ]

Morale of interns in the department

29. Do you intend completing the program

Yes [ ] No [ ]

If the answer above is no, please give reasons

_____
_____
_____
_____

30. How would you rate your morale in the department?

Very low	low	Not sure	high	Very high

Commitment towards interns' learning processes

31. How helpful do you find the following officials on your learning process?

	Very Helpful	Helpful	Neutral	Not Helpful	Not applicable
Chief Directors					
Directors					
Deputy-directors					
Assistant Directors					
administrators					

32. Do you feel that your mentor is committed towards your learning?

Yes [ ] No [ ]

Please provide reason(s) for your answer in question 32.

_____

_____

_____

33. Rate the extent to which your expectations are/were met by the internship program in the department.

Excellent	Good	neutral	unsatisfactorily	satisfactorily

34. Do you have any suggestions about how the internship program could be improved?

35. General comments

Thank you for your time and participation!

APPENDIX 2

Mentors

An implementation analysis of the graduate internship program of the Department of Public Service and Administration. Case Study

I am a Policy and Development masters student at University of KwaZulu Natal, Pietermaritzburg Campus. I hereby ask your assistance in the collection of data for my research project titled above. The aim of the study is to investigate the mentor's perception of the implementation of internship program of the department of Public Service and Administration. The findings of the research will be reported to the Department and hopefully improvements will be made where needs be. Please answer all questions honestly. We assure you that all the information that you provide will remain confidential and anonymous. The responses to the study will be aggregated for analysis. Please understand that your participation is voluntary.

Instructions agreeing

Please tick in appropriate box
Please provide one answer per question where applicable
Please attempt to answer all questions in all honesty
Attach a sheet with answers if the space provided is not enough, clearly indicating question numbers to which you are responding to.

Contact details

Nneileng Koma
204012445@ukzn.ac.za

Mentors

Background information

1. Gender Male [ ]

Female [ ]

2. Race

White [ ]
Black [ ]
Indian [ ]
Coloured [ ]
Other (please specify) _____

3. Please indicate your job title in the department

Chief Director	Director	Deputy-director	Assistant Director	administrator

4. Please indicate the number of years you've been mentoring intern's

[1]

5. How many interns have you mentored in the department?

[1]

6. Do you take part in the recruitment and selection of interns?

Yes [ ] No [ ]

Mentorship capacity

7. Has there been any form of training provided for mentors by the department

Yes No

[ ] [ ]

8. If the answer above is yes, was it helpful?

Very useful	Useful	Neutral	Not useful	Not at all useful

9. Do you develop a workplan for interns at the commencement of the program?

Yes No
[ ] [ ]

Distribution of interns in the department

10. How would you rate the link between the type of job you do in the department and your intern's qualifications?

Excellent	Good	Neutral	satisfactory	Unsatisfactory

Learning processes

11. Indicate the type of tasks you mainly expose interns to (please choose the one most applicable)

administrative	Leadership of projects	problem solving	planning	other

If the answer above is other, please specify

_____
_____
_____
_____

12. Please rate the ability demonstrated by your interns to learn

Excellent	Good	neutral	satisfactory	Unsatisfactory

13. How often do you assess progress?

monthly	quarterly	Six monthly	annually	never

14. Do you feedback the assessment results to the intern

Yes [ ] No [ ]

15. Please give reasons for the answer above

16. Are interns sent for training provided externally?

Yes [ ] No [ ]

17. If the answer to question 16, what sorts of training?

-

18. If answer to question 16 is yes, how often?

Weekly	
monthly	
3 months	
Once in 6 months	
Once in 12months	

19. In your opinion how long should the internship program run to allow interns to gain meaningful experiential training?

Six months	
12 months	
18 months	
24 months	
3 years	

Benefits for the employer

20. Through tasks allocated how would you rate intern's contribution towards organizational performance?

satisfactory	unsatisfactory	Adequate	poor	Very poor

21. Does the internship program contribute towards making available a cadre of dedicated, service-orientated potential public sector employees?

Yes [ ] No [ ]

22. Provide reason(s) for answer above

_____
_____
_____
_____

Compensation

23. Are interns compensated for the work they do in the department

Yes [ ] No [ ]

24. Is compensation administered according to levels of qualifications?

Yes [ ] No [ ]

25. In your opinion are interns compensated fairly according to the contribution they make in the department

Yes [ ] No [ ]

26. Please give reasons for the answer to question 25

_____
_____
_____
_____
_____

Completion rate

27. Please state what is the current number of drop outs out of the total number of interns mentored (e.g. out of 5, 3 didn't finish)?

_____
_____
_____
_____
_____

28. If there have been drop-outs what do you think could be the main reason(s) for that?

Financial problems	
Inability to Learn	
Not adequately utilized	
Not applicable	
other	

If answer above is other, please specify,

_____
_____
_____
_____

29. How would you rate the interns' morale in the department?

Very low	low	neutral	High	Very high

Employment

30. Which position do you think should be an entry level for people with internship experience as a mentor (tick one)?

Chief Director	Director	Deputy-Director	Assistant-Director	Admin officer

31. Are there mechanisms in place to help mainstream interns in the public service?

Yes [ ] No [ ]

32. If the answer to question 32 is yes, please state those initiatives

_____
_____
_____
_____

33. If answer to question 32 is No, please state what in your opinion do you think can be done to mainstream interns in to the public service labour market, and if yes state those interventions

_____
_____
_____
_____

34. Please state the challenges and benefits you experience when working with interns

_____
_____
_____
_____

35. Do you have any suggestions about how the internship program could be improved in the department?

_____

_____

_____

36. General comments

_____

Thank you for your time and participation!

APPENDIX 3

Interview schedule 2009

Interviews	Schedule of questions
1. Managers in charge of the programme internally	1. The department's strategy to disseminate information on the internship programme to its target population. 2. What is the departments target : • Age group • Educational background 3.How do they go about recruiting and selecting interns in the department 4.The strategy the department employ to distribute interns in the department • Is it according to qualifications held by an intern or is it according to the Human resource shortages in the department. 5. Is training provided to people tasked with mentoring interns 6. Is external formal training provided to interns 7. In facilitation of wide learning does the management ensure rotation of interns in the department 8. How many interns have the department trained so far 9. How many former interns have been permanently absorbed by the department and on average at what post level 10. What is the completion and drop out rates of this program 11. Are interns compensated for the work they do in the department. 12. What is the HR plan of the department saying on interns and has it been achieved 13. Are there mechanism in place to help interns secure employment? 14. How often do managers request progress report from mentors and interns in the department? 15. Is there a skill development committee in place to evaluate the distribution of interns in the department and assess their development? 16. Are exit interviews conducted at the end of the internship period of individuals?

2.Managers in charge of the programme in the line function unit	17. What should the target population of the programme be in terms of qualifications achieved (eg. Degree, Diploma or N4) 18. In the Public service in the whole is the internship program implemented as per directives. 19. Do departments comply and show commitment to the programme 20. Is Progress of the internship programme at home department known? 21. Are interns compensated per directives developed by the unit 22. Has the implementation of the internship programme in the department been successful in terms of learning provided to interns? 23. What are the main challenges noticed around the internship and how can they be addressed for effective learning process and utilisation of

APPENDIX 4

the dpsa
Department:
Public Service and Administration
REPUBLIC OF SOUTH AFRICA

Private Bag X916, PRETORIA, 0001 Tel: (012) 336 1000, Fax (012) 326 7802
Private Bag X9148, Cape Town, 8000. Tel: (021) 467 5120, Fax (021) 465 5484

Mr KP Khorommbi (012) 336 1333 S4/2

TO WHOM IT MAY CONCERN

RE: PERMISSION TO CONDUCT RESEARCH IN THE AREA OF INTERSHIPS IN THE DEPARTMEN T OF PUBLIC SERVICE AND ADMINSTRATION (DPSA).

This serves to inform you that Ms Nneileng Koma has been given a permission to conduct research in the field of Internship Programme in the department of Public Service and Administration.

It is in this context that we highly appreciate her request and urge our interns to give all the cooperation required. I have no doubt that she will perform very well.

Please feel free to contact us for any additional information on the above issue.

Thank you

KP Khorommbi
DIRECTOR-GENERAL
DATE: 2009/08/21

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