

**UNIVERSITY OF KWAZULU NATAL**

**The Internship Policy Gap:  
A Case Study of uMgungundlovu District Municipality**

**By**

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## DECLARATION

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- The uMgungundlovu District Municipality, for granting me permission to conduct the study.

## ABSTRACT

The focus of this research investigation is to examine the Internship Policy Programme, its implementation and effectiveness in addressing graduate unemployment in the uMgungundlovu District Municipality in particular, and more broadly within South Africa. The literature study began by examining the political and economic transition post 1994, its influence on unemployment of youth within different races, and positioned the relevance of the Internship Policy Programme in a post-apartheid South Africa. The core objective has been to start by examining the current policy context concerning graduate unemployment in the uMgungundlovu District, and within South Africa. Secondly, the study explored the role and purpose of the Internship Policy Programme, which was established to be aimed at addressing the issue of graduate and youth unemployment through providing graduates with practical job experience relevant to the labour market in South Africa as stipulated under the Skill Development Act. This enabled the researcher to identify the success and challenges of the Internship Policy Programme, however, the focus was specifically on the implementation process. This allowed the researcher to focus on other factors influencing the growth of graduate unemployment including race, high education institution, and types of qualifications.

Thirdly, the effectiveness of internship was examined from an international perspective, which allowed the researcher to narrow the study to those issues relevant for understanding the implementation of Internship Policy Programme within the South African perspective. In the international arena, the literature showed that internships are limited in terms of addressing graduate unemployment. The literature study lent emphasises for the idea that skills development initiatives should be supported by Higher education institutions commitment to respond to the labour demand trends.

The researcher advanced the study by focusing the investigation to the uMgungundlovu District Municipality. The study adopted a mixed methods approach which included the use of interviews as part of the qualitative component, and self-administered questionnaires as part of the quantitative approach. The findings from the field study from both the interviews and questionnaires were gathered into pre-defined variables. The variables were inserted into IMBS, where the researcher tested the relationship between the variables through a correlation test. Several significant correlations between variable resulted from the test. The correlation test reflected a very strong negative correlation between the age of respondents and gender of

respondents. A significant positive correlation between education qualification obtained and the adequateness of the working equipment and relevant support given to the interns and a significant negative correlation between the ethnicity of participants and a direct link between the tertiary qualification of the interns and the task allocated to them in the job place.

The main conclusion based from the findings lent emphasis of the “good government” character in implementation of the Internship Policy Programme, considering policy gap dues to a lack of good government characters in several labour policies including the Skills Development Act.

## **ABBREVIATIONS/ACRONYMS**

<b>ANC</b>	AFRICAN NATIONAL CONGRESS
<b>CETA</b>	CONSTRUCTION EDUCATION AND TRAINING AUTHORITY
<b>COPE</b>	CONGRESS OF THE PEOPLE
<b>CWSS</b>	COMMUNITY WATER SUPPLY AND SANITATION
<b>DA</b>	DEMOCRATIC ALLIANCE
<b>DPLG</b>	DEPARTMENT OF PROVINCIAL AND LOCAL GOVERNMENT
<b>DWA</b>	DEPARTMENT OF WATER AFFAIRS
<b>DWAF</b>	DEPARTMENT OF WATER AND FORESTRY
<b>DL</b>	DEPARTMENT OF LABOUR
<b>DPSA</b>	DEPARTMENT OF PUBLIC SERVICE ADMINISTRATION
<b>EXCO</b>	EXECUTIVE COMMITTEE
<b>ETDP</b>	EDUCATION, TRAINING AND DEVELOPMENT PRACTITIONER
<b>FET</b>	FUTURE EDUCATION AND TRAINING
<b>GEAR</b>	GROWTH EMPLOYMENT AND REDISTRIBUTION
<b>HBU</b>	HISTORICAL BLACK UNIVERSITY
<b>HEI</b>	HIGH EDUCATION INSTITUTION
<b>HR</b>	HUMAN RESOURCE
<b>HRD</b>	HUMAN RESOURCE DEVELOPMENT
<b>HRDCSA</b>	HUMAN RESOURCE DEVELOPMENT COUNCIL OF SOUTH AFRICA
<b>IDP</b>	INTEGRATED DEVELOPMENT PLAN
<b>ICESRC</b>	INTERNATIONAL COVENANT ON ECONOMIC SOCIAL AND CULTURAL RIGHTS
<b>ILO</b>	INTERNATIONAL LABOUR ORGANIZATION
<b>MERSETA</b>	MANUFACTURING, ENGINEERING, AND RELATED SERVICES
<b>MICT SETA</b>	MEDIA, INFORMATION AND COMMUNICATION TECHNOLOGIES SECTOR EDUCATION AND TRAINING AUTHORITY
<b>NITI</b>	NATIONAL INSTITUTION FOR TRANSFORMATION OF INDIA
<b>NSDS</b>	NATIONAL SKILL DEVELOPMENT STRATEGY
<b>NYDA</b>	NATIONAL YOUTH DEVELOPMENT AGENCY

<b>NQF</b>	NATIONAL QUALIFICATION FRAMEWORK
<b>NPO</b>	NON-PROFIT ORGANISATION
<b>SAGDA</b>	SOUTH AFRICAN GRADUATE DEVELOPMENT ASSOCIATION
<b>SASSETA</b>	SAFETY AND SECURITY SECTOR EDUCATION AND TRAINING AUTHORITY
<b>SETA</b>	SECTOR EDUCATION AND TRAINING AUTHORITY
<b>SETDP</b>	SETA EDUCATION TRAINING AND DEVELOPMENT PRACTICE
<b>UMDM</b>	UMGUNGUNDLOVU DISTRICT MUNICIPALITY

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## **CHAPTER ONE: INTRODUCTION AND BACKGROUND TO THE STUDY**

### **1.1 INTRODUCTION**

The South African labour market is marred by complex issues of growth in the unemployment rate, especially among youth including young graduates. According to Akanbi (2016:05), it is important to note that whilst some industries data indicate increased productivity, “much of the decline in employment opportunities creation can be attributed to rising wages and increased labour market regulations, which have made employers more reluctant to hire workers, particularly those who are young and inexperienced” (ANC, 2012). This argument is also reiterated by OCDE (2017) where they emphasised that with the accurate combination of policies and institutions it is possible to do well across all dimensions of labour market performance. Research conducted by the Industrial Development Corporation (2017: 04) reiterates this by noting that in recent years, the South African economy has produced fewer new jobs for every unit of economic growth. According to Statistics South Africa (2017: 10), unemployment has increased for all education levels. The Internship Policy Programme is significant in addressing youth unemployment and the skills' gap in the South African local labour market because it is designed to equip the unemployed graduates with the necessary skills and knowledge, and seeks to ensure the provision of work experiences which should improve their chances of employment within and outside of the public service sector. The graduates' skills' development is consequently central to internships not only to the success of the Internship Programme but also to its effectiveness (SA Department of Health, 2018).

The history of the labour market has reflected a framework of separate development for the different racial groups in South Africa in which white South Africans were at the apex of political, economic and societal privilege, while black South Africans were at the base (South Africa History online, 2015:01). The results constructed through such policy development structure is, unfortunately, a defining part of South African history, and still, reflect within the labour market. This affects the processes of distribution within the economy and eventual negatively influence the development processes. According to International Covenant on Economic, Social and Cultural Rights (2018: 01), the right to work embraces the right of everyone to have the opportunity to sustain their living through work, which they choose or accept.

The South Africa rights to work or the right to access the labour market as stipulated in the constitution include the enjoyment of just and favourable conditions of work and to form and join trade unions. The Employment Act 2014 state that “every individual within the working-age spectrum has the right to access employment and the labour market entirely”, this right is protected by the Republic of South African Constitution in section 23 (1) of the Constitution (SA Department of Labour).

According to National Development Plan 2030 (SA National Planning Commission, 2017: 17), while the achievement of the holistic (economic, infrastructure and social) effective growth of South Africa requires progress on a broad front, three priorities stand out. The three priority are as follow:

- Maximising vacancies in the local labour market through quicker and effective economic growth
- Investing to advance the education system, and
- Improving the skills development and building sustainable competence of the state to perform a developmental, transformative role.

The Internship Policy Programme implementation is part of the South African government to develop and improve the skills of the South African workforce to ensure sustainable growth in employment, where municipalities are mandated to provide internships vacancies and play a facultative role to ensure equity and equality in the distribution of the vacancies and access to employment.

The purpose of this study is to examine the implementation of the Internship Policy Programme in the uMgungundlovu District Municipality. This chapter introduces the study and its main aim is to present a framework for understanding the study.



## **1.2 HISTORICAL BACKGROUND OF THE SOUTH AFRICAN LABOUR MARKET AND YOUTH UNEMPLOYMENT**

Post 1994, “the African National Congress (ANC) government had identified economic transformation as a fundamental component of the process of turning the country into a non-racial, non-sexist, egalitarian, united and democratic country through, thus prioritizing macroeconomic policies” (Mosala, Venter, & Bain, 2017: 328). Macro-economic policies sought to address issues about the entire nation levels of activity, employment, production, income, unemployment, and volume of money in circulation in any economic system (Mosala, Venter, & Bain, 2017:331).

Unemployment and lack of fair access to the means of production is intensive among the youth, including young graduates (International Labour Organization, 2017:16). The youth between 15-24 years of age is the most vulnerable in the South African labour market, in the 1st quarter of 2019 55,2% of this age group was unemployed. Among graduates of the same age group, the unemployment rate increased from 19, 5% in the 4th quarter of 2018 to 31, 0% in the 1st quarter of 2019 (STATS SA, 2019:01). The Department of Labour brought the Internship Policy Programme under the Skill Development Act 1998 and Skill Development Levies Act 1999 to address the employment crisis of citizens, especially the youth and the graduates. However, the policy programmes established through the Skill Development Act including the Internship Policy Programme are not immune to the poor public policy implementation (Koma, 2010: 05).

### **1.2.1 Youth Unemployment and Poverty in South Africa**

In general, poverty is defined as not having enough power or resources to meet human basic needs which includes food, clothing, and shelter (Ludi and Bird, 2007:03). However, poverty due to human progress and continually civilization poverty is very complex as it entails much more than just not having enough food, clothing or shelter. According to the World Bank Organisation, poverty is hunger, it also means a lack of shelter and the inability of an individual to access basic health care like not being able to see a doctor. Defining poverty is also rooted in an environment where individuals do not have access to basic quality and education relevant to the economic developments of particular country or society, like not having access to school and not knowing how to read (Dieltiens and Meny-Gibert, 2012: 02). Poverty includes not having access to the labour market and the economy.

What is also pivotal is that because poverty is a contested concept, therefore its conceptualization, definition, and measurement in a society should be the mirror-image rooted and linked to the ideals of that particular society (Ludi and Bird, 2007, 03). Poverty is not just defined by affordability, according to Muller (2006) 'people are poverty stricken even when their income, is adequate for the survival of their relatives, however, falls markedly behind that of the community.

What is argued by this view if an individual cannot have what the larger community regards as the minimum essentials necessary for decency; and they cannot solely escape, therefore, the judgment of the larger community that they are indecent. They are degraded, for, in a literal sense, they live outside the grades or categories which the community regards as respectable.' (Galbraith, 1958: 323).

### **1.3 THE PURPOSE AND MOTIVATION OF THE STUDY**

Significant growth in the graduate labour force and the labour market entirely has been realized in South Africa. However, graduates and youth unemployment seem to be rising with the overall unemployment rate (Oluwajodu, Blaauw, Greyling, and Keynhans, 2015; 02). To address the unemployment growth, the South African government designed a number of labour policies including the Skills Development Act 97 Of 1998, However, due to a resistance of growth of graduates unemployment rate and the skills gap persisting in the South African labour market there appears to be limited effect on addressing the issues of skills shortage and unemployment growth rates among young graduates.

Research showed that youth graduates employment has increased over time; therefore, it is vital to improving understanding the reasons for this issue (Broekhuizen & Van der Beng, 2013), (Lourens and Malherb, 2017). Another significant motive for studying graduates' unemployment is the nature of the local economy, because the labour market is suffering from the skills shortage, while at the same time the labour market is failing to generate sufficient job opportunities for graduates (Oluwajodu, Blaauw, et al, 2017:06). Obtaining initial work experience is essential for young graduates and the general youth to ensure their access to the labour market and avoid suffering long term unemployment and other forms of exclusions in the South African labour market.

Several research studies including Borat & Visser (2017), a study on the demand for skills for an inclusive growth path in South Africa and Muller (2017), a study which focused on examining the factors that determine the professional success of graduates from disadvantaged background in South Africa, concludes that the youth labour force lacks the experience and the skills needed by the employers. However, the skill development act and the skill development levies act have been effective in advancing the skills and providing job experience to the youth labour force, therefore, providing some solutions to the problems associated with youth and graduates unemployment. It has, however, not been able to minimise the unemployment rate of the youth and graduates, thus, not been able to decrease graduate unemployment.

There are limited studies on internships programme both internationally and nationally, and suggestively fewer of the studies utilise a theoretical policy analysis framework to examining the internships where specifically evaluation of this programme begins from the stages of its implementations and continually, however, a plethora of these studies are those relating to the outcomes of the internship programme. Therefore, there is a gap in the research that examines the effectiveness of the internships policy programme implementation. Therefore, the study examines the Internship Policy Programme and the Skills Development Act it's self because it is important for understanding the effectiveness of these government strategies' effectiveness on the implementation processes to deliver its objectives.

## 1.4 STATEMENT OF THE PROBLEM

According to ANC (2016), South Africa is still a new democracy and a developing country. The political transition of South Africa from Apartheid regime to a new regime stabled on democratic dispensation imposing new policies, thus sudden public policy shift focusing “on the poor” and the disadvantaged groups within the country (Cloete, 2011:75). What is critical is that although South Africa has established good public policies for socio-economic development and the promotion of the democratic regime, however, the South African government reflect the inability to implement its public policies adequately (Tebele, 2016:11). High level of youth unemployment is one of the social ills that was prioritized in the report by the Public Protector, the emphasis on this Report was that, although the ANC government has policies in place to eradicate such social ills, however, it has failed in the implementation time and again (Tebele, 2016:11). The South African government have a number of policies committed to minimising unemployment among the youth to ensure the provision of skills development and job experience to the youth, driven by an aim to provide them with fair access to the labour market (National Youth Policy 2020, 2015). However, the youth unemployment rate continues to increase and the skills gap persist, especial among educated black youth (Maciko and Siswana, 2017), the internship policy programme has existed since the transition of South Africa, and it has been implemented and updated continually since 1994. However, in 2019 the research still reflected an increase in the rate of youth and graduates and youth unemployment. Therefore it is logical to examine the effectiveness of the “Internship Policy Programme”. The aim of this investigation is to examine the implementation of the internship policy programme as defined in the Skills Development Act, using uMgungundlovu District Municipality as the case study.

According to Govender and Reddy (2012) a fundamental limitation in the policy implementation in South Africa is that it has too often been practised as a top-down where implementation processes emphasises the governing-elite phenomenon. According to this view policies would be effective and served much better when its implementations and its practitioners adopt a more participatory and more direct democratic orientation. This argument is also reiterated by Hundson, Hunter and Peckham (2019) by arguing that despite several decades of criticism of the emphasis of the top-down approach in policy implementation, however, it is a model that still retains some popularity with policy-making authorities. What also need to be emphasised is that some policies are theoretical designed to consider a bottom-up approach, however, adopt a top-down model when implemented. This investigation aims to

examine the implementation of the Internship Policy Programme as defined in the Skills Development Act, using uMgungundlovu District Municipality as the case study. The rationale for choosing uMgungundlovu District Municipality is that it is characterized by youth unemployment, lack of skills and poverty as outlined by the STATS SA Social Profile (2018).

## **1.5 OBJECTIVES OF THE STUDY**

- To examine the current policy context for graduate unemployment in South Africa and within the uMgungundlovu District and determine the current status of policy knowledge amongst the interns and amongst the policy administration as the implementers on the street level who are permanently employed by the uMgungundlovu District Municipality.
- Examine the existing governance arrangements for Internship policy implementation within the uMgungundlovu District Municipality and make recommendations for improved youth service delivery and good governance in the labour sector.
- To explore the governance arrangements for the Internship Programme's monitoring in the uMgungundlovu District Municipality.
- To identify the successes and challenges in implementing the Internship Programme in the uMgungundlovu District, examining its effect on the issues of the graduate and youth unemployment through policy analysis.

## **1.6 RESEARCH QUESTIONS**

- How is the current policy context for graduate unemployment in South Africa and the uMgungundlovu District regarding addressing unemployment and lack of skills?
- What and how are the governance arrangements for the Internship Programme implementation in the uMgungundlovu District?
- What are the successes and challenges in implementing the Internship Programme in the uMgungundlovu District?

- Is the implementation carried out in accordance to the legislature as planned by the Government?
- Is the experience and the training provided to interns effective and relevant to their tertiary education qualification?
- Are there any means or instruments in place to assist interns on accessing full time employment?

According to Pauw et al (2006), the South African government forwarded several of policies to address the skills gap and graduates unemployment; however, the key policies to address this, including the Skills Development Act has done little to relieve this critical issue. Policy programmes responding to the skills gap and the unemployment growth are not realizing their objectives as outlined in the Skills Development Act, therefore “if South Africa is to benefit from return on investment, as set out in the Skills Development Act, need to develop and implement an effective skill development strategy” (Singh, 2006:04). Reiterating this view Reddy, Wildschut, Luescher, Petrsen, Rust, and Kalina (2017:57) argues that it is essential that the Skills development respond to the twin challenge in the South African economy which involves participating in a globally competitive environment that requires a high skills base and a local context that creates low-wage jobs to absorb the large numbers who are unemployed or in vulnerable jobs”.

From the discussion above, it can be seen that the implementation of the Skills Development Act should be examined so to provide more information of the local labour market issues and the recommendation that aim to improve effectiveness in implementation. “The shortage of skills and the availability of inadequate skills imply that the Skills Development legislation is not being successfully implemented” (Daniels, 2007:05).

## **1.7 LIMITATIONS OF THE RESEARCH**

The study was conducted in the uMgungundlovu District Municipality within Pietermaritzburg as the targeted arear and also due to the research respondents being conveniently located within the Pietermaritzburg area. The research was only done on the Internship Policy within the Pietermaritzburg city as the key economic hub of the uMgungundlovu District and of the entire KZN. Thus the findings of this study are not generalizable to the labour market on a provincial and national level. The amount of time that was prearranged to collect data was a further limitation of the study. Limited funding was a significantly limitation to this research study,

sufficient money for field work would have ensured a larger geographical sample, in the sense that travel costs and other related costs would not have hindered any of the research processes.

Finally, this study focused on the internship by the uMgungundlovu District Municipality only and as such results are only applicable to the internships. In addition, issues on the implementation of the Internship Policy Programme are therefore only applicable to the organization and government departments using a similar implementing strategy.

## **1.1 SUMMARY OF THE KEY ELEMENTS OF THE STUDY**

This section of the study summarizes some fundamental aspects of the study.

- **Poverty**

According to Pretorius (2019) it is essential for South Africa to move from poverty lines based on what is necessary to prevent death and advance towards a definition of poverty that considers what constitutes a decent standard of living. In general terms poverty is not having enough resources or material in comparison. According to Saunders (1998) too insufficient job opportunities and inadequate levels of income is a significant cause of poverty. The growth of unemployment rates, especial among graduates intensifies poverty within South Africa as a country. This is due to that the capitalism's economy structures define Education as an essential key, dominantly playing a fundamental role in linking the people to the formal economy via the labour market (Koma, 2010). Therefore, in an economic system that uses formal education to give access to economic development and effective & sufficient participation in the economy, if those who are formally educated are then not suitable for market the country is thus bound to suffer from poverty.

- **Unemployment**

According to Maciko and Siswana (2017) in 2015 January, South Africa has ranked the 8th country with the highest unemployment growth rate by the International Labour Organisation. This view was also reiterated by the Business Tech, (2015) through indicating that South Africa has been in the top ten countries with highest unemployment rates from the beginning of the year 1997 continuing to the year 2015. In this view, Maciko & Siswana emphasized that the third quarter of 2016, the unemployment rate rapidly increased to 27.1 percent as compared to 25 percent of the previous quarter of 2015 (StatsSA: 2016). This percentage is regarded as the highest.

According to Broekhuizen (2016) “The DPRU report also showed that graduate unemployment rates varied substantially across race groups, suggesting that higher levels of unemployment among black graduate, in particular, could at least partly be linked to the poor quality (or the perceived) of many HEIs in combination with the poor performance of the majority of historically disadvantaged formal schooling system (DRPU, 2006:18-20)” (Broekhuizen, 2016:02).

Thus, when one is exploring the issue of graduate employability, it is vital to consider the segregations in different racial groups and different classes of High education institution so to clearly and sufficiently understand the core issue surrounding graduate unemployment within the South African country, and not just look only the universals (focusing more on numbers) while suppressing the particulars (the quality and extent of the problem).

According to Spanll (2016) between the period of 2004 and 2014, black graduates increased massively when compared to the increase of whites graduate. Black graduates increased by about 137% on the other hand whites graduate increase by only 9%. Outlining these stats, the author advances to argue that this in no way contributes to an increase of graduate unemployment, but could only mislead other researchers to reach such conclusions. The author openly called the frequently reported ‘crisis in graduate unemployment within the country a fallacy. In certifying his conclusion, he presents Van Broekhuizen and Stellenbosch University economics professor Servaas van der Berg whom he believes effectively and convincingly discredits this issue of graduate unemployment referred to in this view as a hoax. Van Broekhuizen and Van der Berg (2015) in their finding concluded that "The frequently reported ‘crisis in graduate unemployment’ in South Africa is a fallacy based on questionable research by scholars and researchers. In this view not only is graduate unemployment low at less than 6%, on the other hand, it also compares healthy with rates in developed countries on the international scale.



Although in their findings these authors do outline the large expansion of black graduate numbers, however, they stress that this has not significantly intensified unemployment among graduates in South Africa. How the majority of these scholars and research rubbished the existence of graduate unemployment in South African seem to reference on the national and international levels. Nowhere had it been mentioned how graduate unemployment exist in local municipalities, and the effectiveness of policies designed to assist graduate to access employment.

- **Theoretical Framework**

The researcher reviewed extensive literature and thereafter adopted the hybrid of top down & bottom up theories of policy implementation as the theoretical framework, which was utilized to explain the findings of the empirical study, which also played a pivotal role in defining the issues surrounding employability of graduates and the general youth in South Africa's labour market, "theory sharpens how evaluators understand the policy implementation process, as well as the methodologies and approaches applied to its evaluation." (DeGroff, & Cargo, 2009:56).

The study draws on public policy implementation theory using the Synthesis theory (Mixture Top down and Bottom up theory). According to O'Toole (2000), public policy theories seek to explain the processes of public policy implementation through discussing the impact of political, economic, social and other power distribution factors on the operations of the government institution.

The structure and traits of Top-Down and Bottom-up syntheses theory are rooted on the establishment of a more effective policy implementation theory which combines the best features of the bottom-up and top-down theories. Signe (2017) argues the syntheses theory combining Top-down and bottom up approaches will enable policy decisions to have unambiguous policy directives and structure the implementation process in a way that increases the chances of effective and adequate performance towards service delivery. According to Sabatier (1986) the syntheses adopting from the bottom-uppers, start from a policy problem rather than a law or other policy decision, and then examine the strategies employed by relevant actors in both the public and private sectors at various levels of government as they attempt to deal with the issue consistent with the objectives of the policy at hand. Another pivotal character of the syntheses emphasized by the bottom-up approaches is directed to the manner in which legal and socio-economic factors structure behavioural options need to be incorporated into the synthesis, as do their concerns with the validity of the causal assumptions behind specific

programs and strategies (DeGroff, & Cargo, 2009:50).

In summary, the synthesis approach adopts the bottom-uppers' unit of analysis, emphasizing an inclusive approach where the entire variety of public and private actors involved with a policy problem and as well as their concerns with understanding the perspectives and strategies of all major categories of actors (not simply program proponents). It then combines this starting point with top-downers' concerns with the manner in which socioeconomic conditions and legal instruments influences policy actions and constrain behaviour. Sabatier (1986) views, the synthesis approach in finally adopts the intellectual style (or methodological perspective) of many top-downers where emphasizing its significant character of the willingness to utilize fairly abstract theoretical constructs linked towards the ability to operate from a certainly simplified portrait of reality.

- **Methodology**

Premised upon the above, inclusive understanding of graduates unemployment and the issues surrounding the implementation of skill development programmes, more specifically the internship is the summation of complex and multidimensional factors which are not easily represented by unemployed or employed graduates.

Inclusive understanding of graduates in unemployment includes underemployed graduates. Therefore, both quantitative and qualitative research methodologies are utilized in this study to ensure consistency of applications carried out in the literature surveyed and ensure both top down and bottom-up approached methods are effectively used during data collection. Therefore, this research used both semi structured interviews and self-administered questionnaire, as the mixed research methods giving readers more confidence in the results and the conclusions they draw from the study (McKim, 2017 and O'Cathain, Murphy, & Nicholl, 2010). Mixed methods also help researchers cultivate ideas for future research (O'Cathain et al., 2010). In addition, researchers' state mixed methods research is the only way to be certain of findings (Coyle & Williams, 2000; Sieber, 1973) and interpretation (Morse & Chung, 2003; Tashakkori & Teddlie, 2003b). It is vital to understand that this study adopts a descriptive philosophical stance guided by characters of applied research approach, because of its objectives rooted towards the examination and describing of the state of affairs as it exists at present, specifically on the issues of implementation of the internship policy and other related labour policies.

## 1.2 DEFINITION OF KEY TERMS

**Apprenticeship** – a programme of job skills development and advancement to produce a new generation of practitioners of a structured competency in a specific career or basic set of skills.

**Unemployment:** Unemployment is an economic phenomenon that people who actively want to work and are able to work cannot work because of the shortage of work (Bureau of Labour Statistics, 2015:01)

**Employability:** Employability refers to the attribute that qualifies a person to gain and maintain employment, however for the purpose of this research study, employability also includes successful completion of the internship programme obtaining the technical and soft skills essential for vacancies in the local labour market.

**Intern:** Graduate(s) with no or little practical working experience in the specific discipline attempting to enter the corporate world or organizations through a structured bridging programme.

**Internship** – Is a short term position with an emphasis on-the-job training and provision of practical experience rather than merely employment, and it can be paid or unpaid. The main purpose of this type of programme is aimed at giving graduates on the job training so that they can enter work force when they complete the training.

**Internship Policy Programme:** refers to a public policy programme contained in the Skills Development Act bridging graduates that have completed a tertiary qualification providing them with access to the labour market.

**Job Readiness** - Practical skills required to secure access in the labour market.

**Mentor:** According to the English dictionary a mentor is defined as someone who have expertise and experienced and is trusted to advise younger employees/colleagues that lack experience be it a work place or elsewhere. This implies that the competence in a specific skill who is employed to undergo mentorship training and execute the mentoring role for an intern or a number of interns in the hosting organization.

**Good Governance: Good governance**

In general terms, good governance describes how the public institutions effectively distribute public resources in a preferred way by those who are governed. Good governance according to

Mohamed Sayeed (2014:17) is governance through emphasizing accountability and levels of moral standard(s) and the extent to which the government respond to the needs of its people through effective public administration efforts.

## **1.1 STRUCTURE OF THE THESIS**

To create a conducive environment for a maximum realization of the objectives and aim of this study; answer research questions; and for a clearer and effective reading and understanding, the researcher organized this study into 6 chapters as they are detailed below.

**Chapter One:** In chapter one it is where the core and the related research issues are introduced and examined. The beginning of this first chapter focuses on establishing an intensive discussion of the background of the study, then advance towards discussing sub-topic that are the key themes forming the nature and structure of this study, which includes the statement of the problem, objectives of the study and the research questions. The chapter also introduces key themes of the key literature as far as the youth & graduate unemployment and the impact of the internship programme is concerned. It also provides a summary of all the key elements of the study, including the Key Literature, theoretical framework, methodology, key findings. On its conclusion, the chapter examines the key findings as well as a summary of the major contributions to the study.

**Chapter Two** examines the nature of public policy and public policy implementation, therefore, critically discussed the significant roles, purposes, and functions of public policy implementation.

This chapter advanced by justifying the theoretical framework underpinning the research study. The principal theory of this study is drawn from the theories of policy implementation synthesis; particularly the Hybrid theory of Top-down and bottom-up theory. This chapter also discusses the importance of the theoretical framework in this research study and advanced to discuss the nature and the structure of bottom-up and top-down approach. Chapter Four concludes by discussing the nature and the structure of the Hybrid Model.

**Chapter Three:** This chapter examined the labour market situation in connection with graduates' unemployment in the South African local labour market by viewing at the different legislative frameworks in South Africa on labour distribution and provision of fair access to the economy of the country, and their importance. However, this chapter focuses more on the Skill Development Act because the internships policy programme as the key focus of the study is established under this Act.

**Chapter Four:** This chapter presented a research methodology in details. The chapter begins by presenting a discussion of the philosophical assumptions underpinning the research and then advanced towards comparing qualitative and quantitative research methods. The researcher justified the Mixed methodology research approach used for data collection processes and identified nonprobability sampling used for the selection of participants. In this chapter the researcher also provided a detailed discussion of the reasons for the use of a case study with both an interpretive and descriptive approach to examine the implementation of the effectiveness and influence of the Internship Policy Programme on the rate of graduates employability and unemployment. The chapter concludes through discussing how data will be analysed through themes, statistical graphs, and tables.

**Chapter Five:** Chapter five presented research findings for both surveys (self-administered questionnaires) and semi structured interviews. This chapter organised findings from the semi structured interviews through themes. The researcher discussed the response rate, outlined that a total of 38 surveys were distributed and all the surveys were returned. However, out the 38 questionnaires, only two surveys were slightly incomplete, thus the researchers included the entire 38 surveys from the research findings.

**Chapter Six:** In chapter six the general conclusion and recommendations are detailed.

## **1.2 CONCLUSION**

In conclusion, this chapter has drawn a brief description of this study. The chapter focused on providing the background to the questions under study. The researcher provided the key legislative mandates established by the South African government to ensure equality and fairness to the means of accessing the labour market and participation in the developments of the country. To outline the scope of the study, the researcher critically but briefly viewed the research problems that the study seeks to examine.

Chapter 1 advanced and provided a brief introduction of the research methodology adopted towards responding to the research questions. The chapter then provided the structure of the dissertation. Chapter 2 as the next chapter focuses on critically outlining the theoretical framework that guided this investigation.

## **CHAPTER TWO: PUBLIC POLICY IMPLEMENTATION AND POLICY ANALYSIS**

### **2.1 INTRODUCTION**

It is essential for this chapter to begin by briefly defining public policy. Chapter 2 is designed to provide a conceptual and theoretical framework for the study, therefore, this chapter critically discusses the significant roles, purposes, and functions of public policy implementation. Briefly discussing the key concept and approaches of public policy, this chapter advances to examine the relationship of the Hybrid Model theories (Synthesis of Bottom-up and Top-down theory perspectives) and its relevance to public policy implementation in South Africa. Discussing the complementary characters of both the top-down approach and bottom-up approach of policy implementation synthesized in the formation of the Hybrid Model theories, this chapter illustrates the complex nature of the processes of policy implementation. Examining the current nature of policy implementation in South African eventual KwaZulu-Natal, this chapter also outlines the policy gap and discuss how policy implementation should happen to achieve effective policy implementation. The focus of this part is to discuss the key concept as a means to effective policy implementation: “evidence-based policy”, “interactive implementation”, and “good governance-based implementation”. The chapter outline the importance and the role of the Hybrid Model theories to this study. This chapter concludes that policy implementation is very complex, therefore, flexible implementation theories are essential which can adjust to the nature of the policy problem/s and the structure of the involved and benefiting structures and organizations.

### **2.2 PUBLIC POLICY: MEANING AND NATURE**

A significant number of scholars have attempted to define public policy from contradictory angles, therefore, before explaining the meaning of the public policy, this chapter firstly go through some of its definitions as forwarded by a number of scholars. Robert Eyestone conditions public policy as “the relationship of government unit to its environment. Thomas R. Dye says that “public policy is the choice/s of a government to act or not to act”, however, Richard Rose slight disagree with Thomas R by saying that “public policy is not a decision, but a course or pattern of activity (Rai Foundation, 2017:4-5). The definition by Robert Eyestone and of Thomas R emphasis the role of the government as the key defining factor of what is Public policy. However, Richard Rose forwarded a more inclusive definition which defines public policy as a pattern of activity.

Public Policy is the principles which determine rules and the regulations implemented by the governing structure (government), and these regulations and rules are utilized as instruments to guide actions designed to resolve public issues and monitors actions of the people (Wilson, 2012). What is significant in these rules and regulations is that they are legally binding to the entire population governed by that particular government. The principles that determine the rules and regulations of the government are very pivotal because they dominantly influence the policy choices, and public policy is the heart of the society because its policies are purposive courses of action formulated in response to a perceived problem (John, 1998). According to Brynard and de Coning (2006:06) public policy plays the key role in processes of service delivery and the distribution of resource, thus the government operates in accordance to the needs of the society.

According to Herrick (2013:02), public policies are created and function in dynamic social, economic, and cultural contexts, therefore, the nature and context of the public policy evolve with society and its needs. Societal needs are provided through social welfare as a system by the government to provide people with resources and opportunities to lead satisfying and productive lives. Another definition by Rai Foundation (2017) emphasized the features of public policy formulation as key to understanding public policy, in this view public policy occurs through a dynamic process that is a continuing activity which changes with time. Therefore, policy making tends to formulate policies in vague and elastic condition and this makes it essential that policymakers adjust their policy according to emerging facts and guard against unforeseen circumstances.

Drawing from the above discussed different definitions of public policy, the study will adopt the following definition: “public policy is an instrument and the means of the government to address public issue, and distribute resources and ensure effective service delivery through laws and regulation that are flexible to remain relevant to the changing needs of the society”. This definition speaks more to what the study seeks to achieve. The above discussion provides an understanding of what the public policy is, viewing its meaning and nature. Rai Foundation (2017) defined how the features of public policy formation are critical for understanding the stages that occur after the public policies are formulated; policy implementation and policy evaluation.

The following section will outline the public policy making processes through an analysis of discussing theories of public policy and its implementation, however, the focus will be on implementation and evaluation. Examining the literature on policy implementation to discuss what should happen to increase effective service delivery, and this investigation seeks to provide an analysis on the policy gap within the uMgungundlovu District Municipality and South Africa as a whole concerning implementation.

## **2.3 PUBLIC POLICY DEVELOPMENT PROCESSES**

According to Parsons, (1995) public policy formation is a complex process that involves diverse several participants with different roles, interests, and resources. Several scholars forwarded many models of public policy making, these scholars include the Political Scientist Harold Lasswell who is the first scholar to outline “decision processes” in public policy and his views led to the traditional “stages model” of public policy making (Lasswell, 1956), the “Hybrid Implementation Approach”, the “Political Approach Model” advocated by scholars such as Laurene Lynn and Peter deLeone and “Social Interaction Models” (Cloete & Coning, 2011). The author of this research focused only on “Hybrid Implementation Approach” and “Social Interaction Models” for the Purpose of this research. The hybrid model plays a pivotal role in promoting inclusive policy with complexity. The hybrid implementation approach is designed to overcome the divide between the other two approaches by incorporating elements of both top-down, bottom-up approaches (Barret, 2004:258). The Social Interaction model promotes participation, negotiation, mediation and conflict resolution with the public policy processes (Cloete, Wissink, & De Coning, 2006:40), thus this model in relations with the research topic will outline the significance of social relationships in systematically approached, where relationship between the government, the street level bureaucracy and the society at large should be moulded and channelled in a way that allows composition of regulations and policies derived from social exchanges. Policy implementation plays a significant role in translating the goals and objectives of policy into an action (Thomas, 2016). Aimed at the purposes of the study, the Hybrid Implementation Approach will be used in order to examine the implementation processes of the internships policy programme as the key objective of this study.



## **2.4 POLICY ANALYSIS**

Policy analysis plays a significant role directly, outlining and inspecting the objectives of a particular policy and in identifying similarities through comparing the expected outcomes and estimated costs. “The process of policy analysis involves first identifying the goal of the policies, then assessing the implementation and results to determine whether they are effective” Centanni (2017). This enables an effective comparison of any proposed policy with the competing alternative policies where applicable. Therefore this research study utilized policy analysis as the tool to describe the content of public policy, examining its impact, both in terms of expected and unexpected consequences (Dye, 1975). What is also vital in policy analysis is that “the starting point for a policy implementation assessment is naturally the policy itself. The policy’s content, formulation process, and extent of its dissemination influence whether the necessary content is in place to support effective implementation” (Mthewa, 40:2012). Thus it became logical for this research to start from examining the design, nature (including the decision makers’ power and influence) and the objective of the internship policy discussed critically in chapter three to adequately understand if the implementation and designing is or were effective.

The transition of South Africa as a country, theoretical has been driven by the aims to ensure democratic political functions of the government and its institution for the realization of equality and equity for previously disadvantaged and excluded groups in the society. Thus this research study used the hybrid theory to examine the internship policy and other relevant legislatures to critical view the influence of power distribution and the influence of different groups characterized though race, economic class, gender, age and gender.

### **2.4.2 Policy Analysis in South African Public Policy Programs**

Public policy analyses have played a significant role in the betterment of service delivery and enforced political administration instruments which ensure equity and equality within the government administration, therefore, improving fairness on how the ruling government distributes the resources to the people, especially the poor society at the grassroots level. According to Bond and Khosa (1999), several public policies forwarded by the South African government have been amended after being examined through social science theories &

methods. These policies include the Reconstruction and Development Programme (RDP), Macro-economic Strategy (GEAR), Skills Development Policy as part of the RDP policies, Poverty Relief Programme (PRP) and others, what is important is that significant improvements on the effectiveness after amendments emphasized after the analysis of the above-mentioned policies.

Bond and Khosa (1999) emphasized the issue of centralisation causing limitations for the public to access the administrative instruments and policy framework documents of the RDP. According to this view, the RDP is rooted in the decentralization of government, however, in reality, the locals do not have the control and mandate as outlined in the RDP policy framework document. Bond and Khosa discussed how the regions complain about not have sufficient autonomy over the RDP and stressing that there is a confusion as to who is supposed to implement the RDP social programmes between the national, provincial and the local government.

Bond and Khosa outlines that per the documentation of the Implementing agent of the RDP is meant to be the local government. However, these authors emphasise that it is evident that these authorities at the local government level lack the capacities to effectively implement the RDP. “The politicians and government officials at the local level are still toddlers in matters regarding the implementing of the RDP” (Mamburu, 2004: 149). Therefore, Bond and Khosa concluded that it is essential that the local governance receive continual support from the provincial, the national and the international communities when it comes to the issues of implementation of the RDP to ensure success.

Another critical issue outlined by Bond and Khosa (1999) is the issue of clientism surrounding the implementation of the RDP, this is the exchange of goods and services for political support, often defined by a quid-pro-quo. Bond and Khosa (1999) discussed actions and traditions whereby government officials and of elected politicians use their domain of influence and knowledge to extend political favours to friends, family, and other benefactors in exchange for support or financial benefits. The authors expressed that several RDP developed community-based organizations were in actual fact owned by the government officials, and in other cases by their families and associates. Thus significant mismanagement and corruption within the RDP projects exist. According to this view community development programmes are never effective nor adequate when they are infested with corruption, nepotism, and violence. This power abuse and nepotism also promote a lack of community participation in the RDP, thus

ordinary people remained largely left out of the RDP's negotiations and amendment processes.

A study by Koma (2010) investigate the effectiveness of the implementation processes of the Internship Programme focused on the South African Department of Public Service and Administration as a case study, the study aimed to provide insight into the processes driven by the intention to inform the improvement of the processes that go into realising the programme's broader goals.

The theoretical and analytical framework towards analysing the internship programme in Koma's study was done through the public policy cycle theory, however, it also cantered on the implementation research and analysis. The policy cycle involves the chronological processes as defined by Knill, and Tosun, (2012);

- Agenda setting: Identifying problems within the society, and deciding which issues are critical thus deserving the government's attention.
- Policy formulation: Establishing objectives, providing policy options and selecting policy instruments.
- Adoption: Creating a conducive environment that will promote support for the chosen policy instruments. This stage involves a combination of legislative approval, executive approval, seeking consent through consultation with interest groups, and referenda.
- Implementation: Establishing or employing an organization to take responsibility for implementation, ensuring that the organization has the resources (such as staffing, money and legal authority) to do so, and making sure that policy decisions are carried out as planned.
- Evaluation: Examining the effectiveness of the processes and the result of the implementation, the extent to which the policy was adequate or the policy decision was relevant to the problem.

Koma analyses the internship's implementation through discussed in deep particulars, detailing

each of the above policy cycle six stages, examining if similar processes appear on the implementation processes of the internship policy programme that was implemented by the Department of Public Service and Administration. Koma (2010) in concluding, argues that the Department of Public Service and Administration (DPSA)'s internship program could be a success in provision that there is coordination between the line function unit Human Resource Development (HRD) responsible for developing the legislative framework, guides, and directives on internship, and the local department unit responsible for directly implementing the internship programme. Koma (2010) recommended that the skill development unit needs to coordinate the processes relating to the implementation of the programme and keep track of its success and failures, and advanced by proposing that the local government needs to take the central position in the implementation of the programme.

## **2.5 HYBRID THEORY OF POLICY IMPLEMENTATION**

Theories are very critical for research and more specifically in relation to socio-economic issues like the unemployment and its links to the internships programs, theories are very significant for all the public policy phases and its processes, from problem identification throughout the processes of policy monitoring and evaluation, because the theories determine the effectiveness or non-effectiveness of a particular policy. According to DeGroff, & Cargo (2009), the study of policy implementation is directly rooted in the disciplines of public administration and the policy sciences. DeGroff & Cargo (2009) defines that policy process embodies an exploratory method for policy studies, in this view policy processes has traditionally been conceptualized through the six key steps:

2.5.1Agenda setting,

2.5.2Issue definition

2.5.3Policy formulation

2.5.4Policy decision

2.5.5Policy implementation and

2.5.6Evaluation

All the six public policy steps are very much pivotal, however in accordance with the research study policy implementation is the heart of examining the policy because the effectiveness and practicality of any policy is defined through implementation, therefore it is just why this study focuses on examining implementation to define the trends within the Internship Policy Programme.

The public policy theories play a pivotal role in all the stages of public policy and policy related programs; from the policy design to implementation and public policy analysis. According to Sabatier (1991), any public policy formulating theory needs to understand the behaviour of all the top government spheres (legislatures, courts, administrative agencies, chief executives) as well as the behaviour of interest groups, most important the general public, and the media. In this view, if a theory understands all the stakeholder, it is likely for the policy formulated through that theory to be effective and sustainable. Thus, this research study utilized the characters of the hybrid theory analysis model to examine how each of the various groups in the society tries to influence public policy specifically the internship policy programme to its advantage at both the policy formulation level and implementation level. This analysis approach examines if participation of all groups and stake-holders as emphasized in the hybrid theory reflect in both the designing and the implementation of the internship policy programme and related policy like the Skills Development Acts which are discussed in the following chapter.

The policy implementation analysis has continually emphasized the importance of public policy theories to understand all the stake- holder's behaviour as mentioned by Sabatier (1991) in the above statement. The behaviour of the stakeholders should be understood in relation to policy influence and their involvement in the policy problem. However, in this research paper, the focus is on exploring the effectiveness of the internships as a public policy program, thus the focus is directed on the theories of public policy implementation.

As it is discussed in the methodology section that the Philosophical assumption is generally the foundational theoretical framework used by researchers to collect, analyse and interpret the data that is collected in a particular field of study. The philosophical assumption as a critical influence of the theoretical framework plays a fundamental role in shaping the techniques of data collection and data analysis. Therefore, the emphasis of public participation and a policy accommodative towards the ordinary people by the bottom upper in the hybrid theory influenced surveys of the interns so to be inclusive of the core beneficiary of the Internship Policy Programme. While the top-downers key character of beginning from the government policy enables this research to include a qualitative approach to examine the professionals implementing the internship policy, and critically understanding the legislative framework guiding the designing and the implementation of the Internship Policy Programme.

## **2.6 KEY CHARACTERISTICS OF TOP-DOWN THEORIES AND BOTTOM-UP THEORIES**

- **Top Down theory of policy implementation**

Sabatier (1986) identifies the key essential features of a top-down approach, he argues that the fundamental defining characters of the Top downers are all rooted on that it starts with a policy decision by governmental (often central government in the national level) officials and then asks the three below question:

1. To what extent were the practical processes of implementing officials and target groups consistent with (the objectives and procedures outlined to be addressed by) that policy decision?
2. To what degree were the implementations toward attaining the core objectives over time, and also to what extent were the impacts consistent with the objectives?
3. What were the key factors affecting policy outputs and impacts, both those relevant to the official policy as well as other politically significant ones? (Sabatier, 1986).

### **2.6.1 Bottom-up theory of Policy implementation**

The Bottom-up theory of policy implementation can be defined through an emphasis of transparent participation of the public, designing and implementation of the policy defined by the theory of government for the people by the people. Hull and Hjern (1982) emphasis three Key fundamental features of bottom-up approaches starts by identifying the significance of the network of actors involved in service delivery in one or more local areas and advance to asks them about their goals, strategies, activities, and contacts. Bottom-up theory approaches then use the associations and relationships as an instrument for developing a network method to identify the local, regional, and national actors involved in the planning, financing, and execution of the relevant governmental and non-governmental programs.

	BOTTOM-UP	TOP-DOWN
LEVEL OF ANALYSIS	Micro-level	Macro-level
FACTORS	User-context, lifestyle, behaviour, values and enabling technologies.	Political, environmental, social, technological, economic and demographical.
TYPE OF KNOWLEDGE	Tacit and emerging	Explicit and Quantitative
ANALYSIS	Context-based	Trend-based
TYPE OF INNOVATION	Radical	Incremental
ORIENTATION	Solution- and action-oriented	Decision- and policy-oriented
MAIN ACTORS	Front-line workers	Top managers

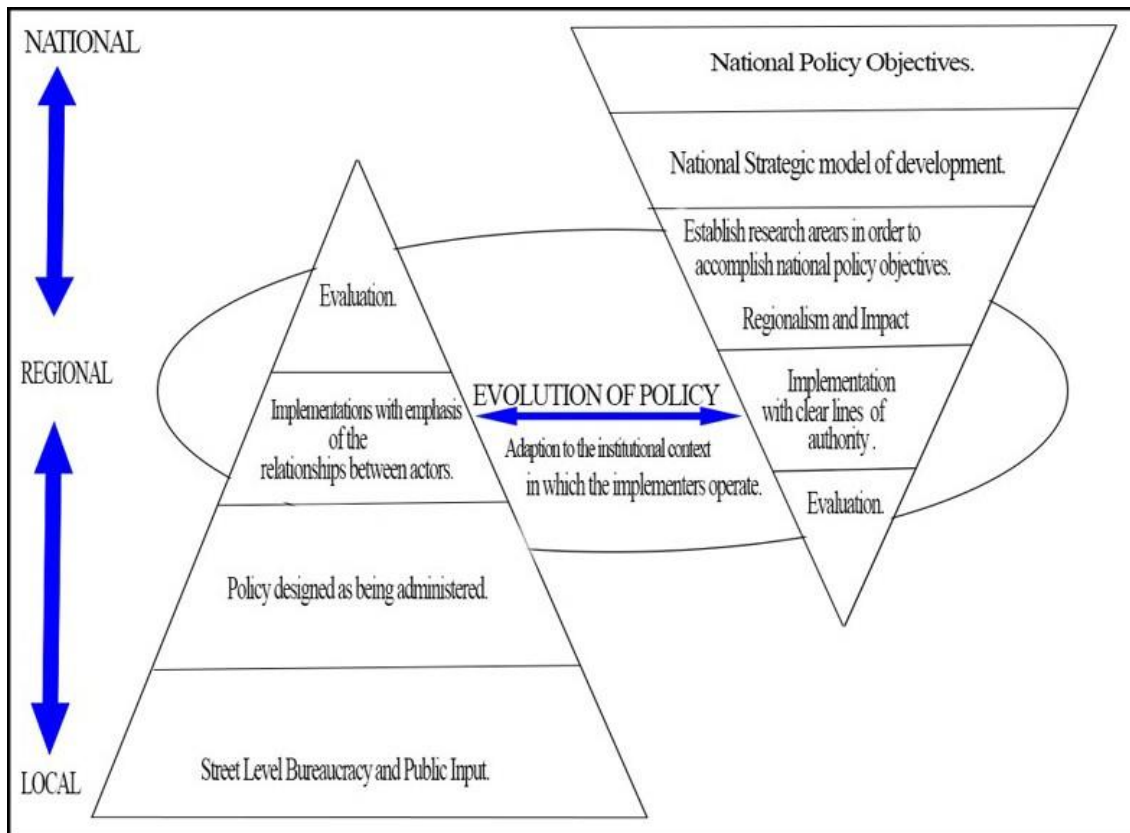
**Table: 2.1: Bottom-up policy theory V.S Top down theory and the rationale for the synthesis**

**SOURCE: Adopted from Sabatier (1986)**

The top-down model put an emphasis on making a clear distinction between policy formulation and policy implementation (Hill, 2009). Due to the fact that top-down approach begins from the Government and top managers as reflected on table 2.1, where main actors as decision makers are giving specific instructions to implementers. In practice these decisions dominantly defining a direction that a particular policy is going to take leads toward contradictory goals and direction, because of the conflict from decision makers and the people at the ground. According to Mazmanian and Sabatier (1981), the top-down approach is rooted in examining the decision taken and then examines the extent to which the administrators chose to carry out those decisions and their outcomes. In Sabatier's (1986) view, the most significant disadvantage in the top-down model is that they start from the perspective of decision makers (central) and consequently incline to neglect other actors. These driving procedures lead top-downers to undertake that the framers of the policy decision as the key and only important, therefore defining other actors as obstructions. This view is reiterated by Signe (2017) where this author emphasise that the top-down model focuses on the entity crafting the policy, neglecting those affected by it. This results in negligence of strategic initiatives coming from the private sector, and most importantly from street level bureaucrats and local implementing officials.

The key advantage of the Bottom-up perspective is the ability to adjust policy with an objective to be more relevant towards particular local requirements in addressing a specific policy problem because the main actor in this approach as reflected in table 2.1 are the front line worker who understand the people on the ground and have relationships with them. Policy objectives and instruments may go through amendments during the processes of implementation being adjusted to suit the environment and meet the needs expectation of all actors within the policy networks. As show in table 2.1 below, bottom up approach is solution and action oriented, therefore according to Knill & Tosum (2012), effective implementation in bottom-up approaches is judged by the degree to which the perceived outcomes correspond with the preferences of the actors involved. Thus, considerations of the people/masses through public participation is very much pivotal, so to allow a policy to speak on their views and policy preferences. According to Paudel (2009), the bottom-up approach considers street bureaucrats as fundamental actors within a policy environment, and who have a better understanding of what needs to be done due to their direct connections with the public. This approach's key character is rooted on that street-level bureaucracy, emphasizing that street-level bureaucracy should be the core and essential actors in implementing the public policy because they contribute significantly to make an effective impact if they are well informed about that particular policy and its importance (Paudel, 2009). This creates an environment that minimizes political dominance and provides a platform conducive to effective policy implementation. According to Hill & Lupe (2005), bottom uppers validate the emergence of the policy contributions of actors far from the oversight of political leaders, thus validate the value of public participation in public policy implementation. According to Khali (2015), these involve two contexts: the management skills and cultures of the organizations involved in implementing public policy and the political environment in which they have to work under. What is emphasized in this view is that the bottom-up model places an emphasis on democratic manner of public policy design and implementation.





**Figure 2.1: Synthesis of Bottom up and Top down**

**Source: TECH (2018)**

### **2.6.2 Hybrid Theory in the Study**

Figure 2.1 display how characters of bottom up approaches and top down approaches meet to form the hybrid theory, and outline its relevance to this research study and its specification to this research problem.

### **2.6.3 Defining graduate and youth unemployment through the Hybrid theory.**

Defining graduate and youth unemployment in relation to the Hybrid theory is rooted in examining how the top-down approach of the government in processes of public policy designing and public policy implementations has clashed with addressing the issues of graduate unemployment in South Africa. While on the other hand, look at how over emphasized bottom-up approaches have created a labour force defined by irrelevant and inexperienced graduates.

## **2.7 Theoretical framework contributions in this research (Hybrid theory and Group theory of policy analysis?)**

Based on the aforementioned the Hybrid approach in relation to the implementation of the policy are presented in investigative implementation in connection with the strategy of implementation by the District. According to the Integrated Development Plan (IDP) 2016-2017 (2018) for uMgungundlovu, the District Municipality has strategically positioned itself as “citizen-centric, with an emphasis on a results-driven, performance orientated policy cycle” and management, the entire administration and staff to be policy driven in decision-making. In practicing good governance, the District emphasizes Partnering with relevant Departments and stakeholders / Cluster.

The Hybrid theories framework provide the instruments to examine the relevance of the legislation guarding the internship programme. Since the hybrid theoretical approach combine both elements of top-down theories and bottom-up theories, top downers examined the policies guarding the Internship Programme from a decision makers' perspective considering how sufficient are the available resources to achieve effective implementation, therefore, examining the current policy context for graduate unemployment in South Africa and within the uMgungundlovu District. The top downers in relations with the views of Mazmanian and Sabatier (1981) emphasize that the top-down approach is rooted on examining the decision taken and then examines the extent to which the administrators chose to carry out those decisions and their outcomes played a significant role. That role were rooted in examining the admiration processes and in discussing if the policy objectives are clear and specific. This will answer the fallowing question/s asked by this research:

### **2.7.1 What are the arrangements for the Internship Programme implementation in the uMgungundlovu District?**

In the Hybrid theories, the bottom uppers will answer the question asking: how is the interest of both the government and that of unemployed graduate reflect in the internship programme? In addition, through the identification of networks of all relevant actors and through putting an emphasis on participation and consultation in governance. The Hybrid theories will allow a holistic examination of the policy processes of implementation, "Policymakers begin with the consideration of policy instruments and the available resources for policy change (forward mapping). In addition, they should identify the incentive structure of implementers and target

groups (backward mapping)" (Treib and Pulzl, 2010; 91), this approach will contribute towards examining the implementation of the Internship Policy Programme as an objective of this research.

### **Justifying the theoretical framework of this study (Hybrid Model and Group Theory)**

The latest available literature discussing the theories of the hybrid approach start by discussing how, the debate between the top-downers and bottom-uppers was essentially put to rest on the 1990s, and enabling the development of an integrated, contingency-based model (Gogginet al., 1990; Matland, 1995). According to DeGroff, & Cargo (2009), the new hybrid model gave an intensified focused attention to the role that intergovernmental relationships, the political context, and conflict play in shaping the implementation process. A number of writers in the public policy field including (deLeon, 1997; Dryzek, 2000; Fischer, 2003), agree that the establishment of the hybrid theories stimulated an environment where some leaders in the policy field began to put an emphasis on promoting more democratic approaches to public policy design and implementation processes. The arguments from the bottom-up and Top down theory of policy implementation theories suggest a policy gap in political environment lacking in consultation, participation and transparency like South Africa has been discussed to be by several researchers including Bob (2018), and Marais, Quayle, and Burns (2017). Thus, the examining implementation of the internship policy programme on the steel level bureaucracy is one of the key concerns in this research.

## **2.7 CONTEMPORARY IMPLEMENTATION PROCESSES**

In this section, the study shows the factors affecting Contemporary Implementation Processes that are effectively addressed through the hybrid theory by discussing the three factors, consistent with these characteristics, which according to DeGroff & Cargo (2009) play a fundamental role in today's policy implementation process and its evaluation. These three factors are:

- 2.7.2      Networked governance, socio-political context.
- 2.7.3      The democratic turn, and.
- 2.7.4      New public management.

### **2.7.1 Networked Governance**

In general terms, networked governance is defined by a policy environment where the relationships and interaction among agencies across the implementation processes and the evaluation chain are growing towards a more inclusive and complex model as newer networked approaches to policy implementation are embraced. According to O'Toole (2000), Policy theorists continually emphasize how policy implementation involves coordinating action across multiple organizational actors and implementers. In the processes and the nature of the governance framework, network structures, rather than the traditional formal institutions of government, dominate public policy and are increasingly responsible for policy implementation (Agranoff, 2003).

### **2.7.2 The Democratic Turn**

According to DeGroff & Cargo (2009) Socio-political factors significantly affect the nature holistically and all the levels of the policy implementation process. The democratic turn with its pivotal links to the socio-political context significantly influences the nature of Implementers' decisions about whose needs will be served, the processes and means of distributing the services and resources, and which outcomes will be valued are determined in part by social and political factors. In this approach power differentials are inevitable in these processes; therefore, some actors are dominant thus have greater influence than others owing to differences in status, resources, formal authority, access to information, and expertise (Wallerstein & Duran, 2006). However, what is fundamental is that all actors involved have direct access to the processes shaping the designing and the implementations of policies.

### 2.7.3 New Public Management

The New Public Management includes several strategies and approaches that are established to enhance public services by overcoming the critical issues which initiated in the traditional model of public administration. Therefore, the new public management emphasizes decentralized administration, a delegation of discretion, outsourcing or contracting for goods and services in the public sector, and the use of the market mechanisms of competition and customer service to improve performance (Benz, Siedentopf, and Sommermann:2014;04).

South Africa's political transition necessitated restructuring after the demise of the apartheid regime as discussed in details on the previous chapter, therefore, attracted significant policy attention in the mid to late 1990s which were more the "New Public Management" in nature. The New Public Management adopted by South Africa is characterised by market-oriented public services approach, downsizing & centralisation, public management which promotes competition tendering, privatization and outsourcing to mention a few. "New Public Management seeks to introduce flexibility into organizational structure, in particular through downsizing and decentralization in exchange for control via contracts" (Charbonneau, 2012: 02).

The New Public Management's implementation in South Africa, like in a number of states in the global society, has stumbled upon several limitations along the way, due in part to the unpredicted negative impacts of results-based management. According to Gummed and Dipole (2014; 49 ), centralising is pivotal because it enables the local government as structural and administratively closer institution to local communities to dominate hence better equipped to respond to the needs of the society effectively and sufficiently. However, between 1994 and 2010 the South African government has not been able to utilise the new system thrust upon by the New Public Management approach. Failing to form good governance is critical because South Africa continually suffers from bureaucratic red tape, systemic corruption, inefficiency, ineffectiveness, poor service delivery, poor accountability, and nepotism.

Managing and distributing public resources in a globalized economic and political system is very complex. According to Gualmini (2008), a hybrid character of the management models dominate in public administration, linking the principles of traditional administration to those of New Public Management. Several Scholars emphasize the need to maintain the principles of bureaucratic management in its traditional form in order to ensure an effective implementation of public administration (Aucoin, 1997), "this model marks a return to a

conception that posits a central role for the State, representative democracy and administrative law in social regulation and that also accords priority to the professionalization of employees with the objective of bringing public administrations closer to citizens and improving performance” (Charbonneau, 2012: 02).

## **2.8. CONCLUSION**

Naidoo (2005) used both (the bottom up and top down approach) the policies of public policy implementation theories to investigate service delivery performance by the South African public service, and in conclusion proposed a transformative African leadership and governance approach to improve public service delivery in South Africa through the Hybrid of Bottom-up and Top-down policy implementation theories. Fraser, Dougill, Mabee, Reed & McAlpine (2006) used the Hybrid approach of policy implementation theories by doing a case studies research to address how the highly trained experts in developments of environmental management failed to achieve progress and sustainability because they rarely had the benefit of detailed local knowledge, therefore failed to obtain a policy problem definition from the ground, therefore significantly limited on generating community support for policy changes. According to this view, the past failing of "Top-down" approaches has driven the formalization of the "bottom-up" approach. However, Fraser, Dougill, Mabee, Reed, and McAlpine (2006) emphasize that integration of top down and bottom up approaches achieve a more effective description of the situation under study.

In conclusion, this chapter presented the theoretical and conceptual framework for understanding the implementation of the Skills Development Act's policy programs responding to unemployment, specifically the Internship Policy Programme. This chapter has outlined that the complexity of public issues such and youth unemployment and how clear and adoptive definition of policy issue is pivotal so that effective policy implementation can be achieved. The next chapter describes the labour market trend in South Africa with connection to the internship and graduates' unemployment.

## **CHAPTER THREE: THE INTERNSHIP POLICY AND GRADUATE UNEMPLOYMENT**

### **3.1 INTRODUCTION**

The previous chapter highlighted that public policy is the legal binding principles, regulations, and procedures that guide actions of citizens within their jurisdiction established under the law of the country. Chapter two also clarified that public policies should be evidence-based because they are considered to be strong when they solve glitches of efficiency and effectiveness and support governmental institutions, and promote active citizenship and public participation (Matha, 2017:24). The previous chapter highlighted how effective public policy should evolve with the society and its needs, by discussing how the “hybrid Approach” of the policy implementation theories could advance the understanding of policy problems thus maximize effectiveness in public policies.

This chapter contains a summary of the labour market situation in connection with graduates’ unemployment in the local labour market by viewing at the different legislative frameworks in South Africa on labour distribution and provision of fair access to the economy of the country, and their importance. However, this chapter focuses more on the Skill Development Act because the internships policy programme as the key focus of the study is established through this act. Therefore, this chapter advances and outlines the status and challenges of internships distribution and unemployment among the black graduates, and general youth compared to other races including whites, coloureds, and Indians. This is to assist in making a contribution to addressing the objective questions that the study seeks to achieve, in investigating the implementation of Internship Policy Programme in uMgungundlovu District Municipality.

#### **3.1.1 Defining Youth Unemployment**

The UN defines youth as individuals under the age group of 15-24. However, the South National Youth Policy, it’s National Youth Commission Act and also it’s Integrated Youth Development Strategy (draft 1, 2), defines youth as 14 to 35 years of age (National Youth Policy 2020, 2015). Thus youth unemployment is generally the share of the labour force ages 14-35 inclusive without work but available for and seeking employment. According to De Lannoy, Graham, Patel & Leibbrandt (2018), there are four models which determine the factors influencing youth unemployment. These Factors are; social background factors, literacy and numeracy, education qualification and employment experience. Social

background factors include age, gender, parental occupational status, location and ethnicity and together with employment experience seem to be a strong factor influencing both youth and graduates unemployment when compared to those of literacy & numeracy and education qualification.

### **3.1.2 Graduate Unemployment**

Graduates unemployment is a critical issue because it wastes scarce human capital, which is detrimental to the economy in the long run (Oluwajodu, Blaauw, Greylin, Ewert and Kleynhans, 2015: 01). Graduate unemployment can be defined as unemployment among people with an academic degree, this definition is too limiting because it excludes diplomats and the TVET graduates, and however, this is critical because the graduates with diplomas and TVET certificate contribute a significant portions of the unemployed youth which is part of the South African labour force. Therefore, for the purpose of this study, graduate unemployment includes all those persons who have some post-matric qualification, whether it be a degree, a diploma or a certificate. This inclusive definition is adopted in connection with the Internships policy program by the South Africa Government which covers all tertiary educated youth of all qualification (South African Department of Labour, 2017).

## **3.2 YOUTH AND GRADUATE UNEMPLOYMENT IN SOUTH AFRICA AS THE RESEARCH PROBLEM**

According to the Development Policy Research Unit (DPRU) (2016), the labour force since 1994 has become significantly younger and advanced on formal education. In support of these arguments, Tavares & Amaral (2016) articulate how the quantity of tertiary graduates has expanded in connection with the average growth of the labour force, rising by 356 000 over the decade. However, the findings of this research emphasis how the unemployed are also continually becoming younger and educated. Young adults under 35 years' account for 75.7 percent of the change in unemployment between 1995 and 2005.

The problem is that young people may become disillusioned, and as a result, the economy may be damaged and the skills obtained by the local graduates become wasted and eroded (Todes and Harrison, 2004). The changes in the working force in the South African labour market is merely matching the fast growth of the available educated labour force of young graduate and



artisans. This situation defines how most of our young graduates are not absorbed by the local labour market.

### **3.2.1 The Skills Gap**

The policy network and the government agree that skills shortages are a significant contribution to the critical issue that is hindering the economic growth in South Africa. "The Iron Triangles policy network concept offers a useful theoretical framework for examining policy as it can be applied to institutional arrangements for the management of public policy, particularly with respect to the state-civil society relationships of policy cooperation" (Colgan, 2015:01). Therefore, it is crucial for the government and policy makers to understand the nature of skills shortages and related issues so to find both short- and long-term solutions to these problems (PDRU, 2007).

According to DPRU (2006) and other several researchers including Pauw , Oosthuizen & Van Der Westhuizen (2008), Tran, (2015) and Lourens and Fourie-Malherbe (2017) have a consensus in their analysis where they all argue that South Africa's unemployment is structural in the sense that the unemployed generally possess lower skills than what is essential for occupying vacancies in the local labour market. Therefore, in the economic structure defined by increasing demand for skilled workers created by technical advancement and the interest of the country to be relevant in the global market thus becomes more competitive globally, graduate unemployment predictable should be significantly decreasing (van de Rhee, 2012:53). What is emphasized in this view is that a unfavourable environment is emerging whereby the graduates' unemployment rate increases, although low in comparison to the overall unemployment rate, has been increasing more than all the education cohorts since 1995 (DPRU,2006).

South Africans especially the youth have gain more access to tertiary educated thus being more skilled over the last decade as enrolment rates at tertiary educational institutions have increased dramatically since the end of apartheid. Mzangwa (2019: 09) emphasised that the National Plan for Higher Education (NPHE) (Department of Education, 2001) articulating the vision of the Education White Paper 3 (1997) by quoting Mathekga (2012) pointed out that the Ministry of Education's core objective which was to create equity, access and fair chances of success to all who are seeking to realise their potential through higher education, while eradicating all forms of unfair discrimination and ensuring redress of past inequalities. Mzangwa's (2019) key point

is that the policy transformation in post-apartheid South Africa promotes significant progress regards to access to higher education. This has become the main contribution to the gigantic growth in the graduates' labour force in South Africa. However, the majority of these young labour market entrants struggle to find employment (Ferreira & Rossouw, 2016: 806). Consequently, the local labour market is defined by the graduate unemployment problem, therefore this has become an important policy concern.

### **3.2.2 Identifying the impact of the rise of graduate unemployment Versus the Skills Gap in the South African Labour Market**

It is pivotal to outline that although the South African labour market is considered to be struggling from a skills shortage, many graduates with tertiary degrees are not often absorbed into the labour market to play permanent roles in developing the economy and the country as a whole (DPRU, 2016: 17-18). The South African Government has therefore been pressured by this crisis to identify that radically improving the education and training systems will be the most suitable solution to graduate unemployment as well as skills shortages in South Africa (Pauw, Bhorat, Goga, Ncube, & Westhuizen, 2006: pp1). The Internships Programme is one of such programs aimed at giving graduates and students from the different tertiary institutions' faculties' practical experience. Thus, this paper critical view this Internship Policy Programmes to evaluate the employment prospects it creates for graduates in the world of work.

### **3.2.3 The Crisis of a Lack of Skills and Experience**

PDRU (2007) conclude by arguing that graduates are not absorbed by the South African labour market because firms are unable to provide graduate to recent graduate because graduates possess irrelevant skills, this argument is also emphasized by PITSO (2017) and Mncayi and Dunga (2016) by arguing that the quantitative increase of graduates has also resulted in an intensive and brutal competition for jobs and an upsurge in graduates' unemployment. According to this view, Harry, Chinyamurindi and Mjoli (2018) adopted four key points originally identified by PDRU (2007) as the foundational reasons coursing the crisis on employability to our local graduate. The four key point are:

- Skills and experience are the prerequisites in the entry-level vacancies in the labour market. However, Graduates may have the qualifications, on the other hand, lack the essential skills that are acquired through practical experience.
- The irrelevant types of graduates are being produced by the majority of High Education Institutions in South Africa. The local market needs more technical graduates, those who are sometimes referred to as “professionals”.
- A significant shortage also exists at management level, however, recent young graduates are simply not suited for these positions, due to the intensive experience required at the management level, and suitably skilled staff are often poached by international companies of foreign countries.
- Graduates produced local are not of a sufficient quality.

Kama (2010) notes that there seems to be an agreement among several scholars on internships being important for skills development and the reduction of unemployment which will, in turn, lead to a reduction of poverty amongst graduates and eventual to the society as a whole, but little has been said about the impact the implementation of this programme has on its success, and its capability rate in reducing the quantity and quality of graduates' unemployment (Koma, 2010; 05). A significant percentage (though limited in quantity) of the available literature include the studies by Olnwajodu, Blaauw, Greyling & Klyhans (2015), Maciko (2017), and Statistics South Africa (2018) argues that a huge number of graduates among young adult continually suffer long term unemployment after graduation, and therefore conclude that this increase the rate of graduates' unemployment in actual numbers. In this view this is very problematic for the economy of the country, therefore demanding public policy attention. In 2012 a number of the South African government official including the Deputy Minister of High Education informed the country, that nearly to 600, 000 university graduates are unemployed in South Africa.

Maharasoia and Hay (2010) attempt to define the issues of unemployed graduates by deliberating on the problems that arise from the graduates produced by high education institutions contradicting with the skills needed by the labour market of the country. In this view, it is not always clear what type of graduates in terms of qualifications that the institutions and industries within the labour market are in real demand of, thus heavily essential for the effective development of the labour market and thus expecting them from the graduates' output

of high education institutions. According to this perspective, graduates possess irrelevant qualification when compared to the available vacancies in the labour market' opportunities and permanent vacancies available on the entry level, this is because internships programmes respond to the needs of the labour market despite what the qualification obtained by unemployed graduates in search for employment.

There is a study on internships which was conducted by the National Youth Development Agency (NYDA) and South African Graduates Development Association (SAGDA) in collaboration (2014). The key objective of this study was to collect qualitative and quantitative information with an aim to provide perceptions by examining the occurrences, developments and advance to analyse the experiences of the three key role players in the internship programme: the interns themselves, the tertiary education institutions, as well as the host organisations, i.e. the employers that provide the internships (SAGDA, 2013). This study investigated the above three role players, however, the researcher focused in the three stages of implementing that were established for managing successful internships: getting into the internship; preparedness for the internship; and settling into the internship. This study advanced to examines how the above are monitored and evaluated. The National Youth Development Agency (NYDA) and the South African Graduates Development Association (SAGDA) in collaboration (2014) in their findings concluded that the entire data obtained reflected that there is a success rate of about 66%. Therefore considering the 40% gap, although much has been accomplished through the Internship Policy Programme, improvement and growth through improving the designing and implementations of the internships is still essential in local labour market. Their conclusion is rooted from findings based on conducting a baseline study of how internship programme is currently implemented among employing organizations partnering with the Education, Training and Development Practices Sector Education and Training Authority (ETDP SETA), the Manufacturing, Engineering and Related Services SETA (merSETA), and the NYDA. The goal of this study was to collect qualitative and quantitative information about the expectations and experiences of internships in four provinces within South Africa, from 533 interns in four provinces and 7 internship managers in three provinces.

Van Broekhuizen (2016) also critical viewed the existing literature on the growth of unemployment among graduates and its links to the internship, his arguments is that very few of these studies adequately differentiate between the graduates, diploma holders, and certificate holders. In this view, postsecondary certificates, diplomas and university degrees have been shown to differ vastly in terms of expected labour market outcomes. Therefore, studies categorizing these all as the graduates is not reflecting the true situation concerning graduate employability and graduate unemployment in South Africa. Therefore, this argument concludes that all the studies that have not clearly separated the diplomats from graduates are misleading due to common methodological shortcomings.

The second point of the critic by Broekhuizen is that most of these studies use unrepresented data. In consideration of such a conclusion in this research, the researcher separately analysed university graduate and graduate with diplomas & certificates. A thesis done by Derek Yu in 2012 from the University of the Western Cape concludes that graduate unemployment persists in South Africa. Therefore, a core assumption in the issue of graduates' unemployment this paper is rooted is that graduate unemployment exists in South Africa and its growth rate increase yearly, more special in the KwaZulu Natal Province. To consider the limitation noted on Van Brokhuize's (2016) view about the available literature of not clarifying between tertiary graduate from Universities and other graduates from University of Technologies, Technikons, and FETs, this study will, separate graduates according to the standard of their qualifications to separate between, Bachelor Degrees, Diplomas and certificate. These methods to separates graduate according to the level of obtained qualifications will reflect on statistic, tables and graphs on data analysis, conclusion and recommendations of this study will also be specific about types of graduates.

### **3.2.4 Internship Programme And Youth In An International Context**

Although youth unemployment is not consistent across the world, however, it is a coherent problem in the global political economy. According to Ortiz (2017) in each year globally, 40 million young people and 400 million in a decade join a labour market that is not growing enough to allow them access to the labour market. For the purpose of this study, three countries among the top five countries with intensive youth unemployment are discussed to examine youth and graduate's unemployment and the impact of Internship Policy Programme within the international community.

According to Stirling, Kerr, Banwell, Mac Pherson, Bandy and Battaglia (2014), internships provide important opportunities for students, however what is emphasized by several scholars including Insurance Sector Education and Training (2011), Department of Public Service and Administration (2005) and Koma (2010) is that internships train with an objective to transform theoretical knowledge to be productive when implemented in a practical environment. The second core aim is the provision of high-quality graduates to the labour market. However, according to Battaglia (2014) researchers and practitioners have a limited understanding of what constitutes an internship and how interns' experiences should be discussed effectively. Thus, their argument is that internships need to be evaluated and examined through research, so they could clarify the opportunities offered by direct-entry into internship programs and the quality of its effect in a labour market and the within the economic holistically. Therefore, in this section, the research study examines youth and graduates' unemployment with some of the countries with high youth unemployment.

The top five countries with high youth unemployment include Kosovo on 57.30%, South Africa 55.20%, Palestine with 49.30%, and Namibia with 46.10% and Greece with 38.80% (Trading Economics, 2019). Internships programmes are trusted by many governments as an instrument to develop students and graduates and ensure access to unemployed youth and graduates, and also these above countries with the highest unemployment rate also include Internship Policy Programme to address youth unemployment. However, research reflects that in the existence of internships in the international arena graduates and youth unemployment persist. According to News Era (2018), Namibia has 67,000 unemployed graduates actively looking to get a job in the field they studied. In Palestine, 55.8% of college graduates under the age of 29 were unemployed in 2017. The highest unemployment rate, 69.6%, was among young graduates who studied to be educators and teachers. However, Law graduates had the lowest rate of unemployment, at 25.7% (CTECH, 2018: 01).

According to the Republic of Kosovo Labour Force Survey (2017) social statistics 25.0% rate among tertiary graduates were unemployed in 2016-2017, and unemployment among the entire youth in Kosovo during this period was 52.7% in total. According to YOU SEE (2018:) the hiring practices in the public and private sector are unable to provide a competitive environment in which young people could compete according to their qualifications and skills, however, the employment is based on corruption or family relationship preferences. A research by Mulama & Nambinga (2018:05) concluded that although youth unemployment is significantly higher among those with low levels of education, however, graduates' unemployment is a threat

to the economy of the country, between 2012 and 2016 5% postgraduates, 18% University Degree or Diploma and 39% Technical or Vocational graduates suffered long term unemployment.

According to YOU SEE (2018;9-12), the government of the Republic of Kosovo in response to an alarming rate of graduates and youth unemployment prioritized public policy initiatives designed to promote practical skills development and provide job experience to the local youth to ensure fair labour market access. The relevant Laws by the Kosovo government includes the Strategy for Decentralization of Social Services 2013- 2017; National Youth Strategy 2013-2017 and also the Strategic Development Plan 2012-2014, the core strategic objectives of these are:

- Employment increase, effective skills development, and well-established labour market.
- Increase social welfare by increasing and improving the quality of social and family service delivery, with special focus on vulnerable groups.
- Development of a sustainable pension system and strengthening institutional capacity for the realization of rights to benefits and better services for pensioners and war categories.
- Strengthen the role of social partners in the development of the socio-economic policy of the country, improving the working conditions of workers and the reduction of informal employment.

Taking in consideration the National Youth Strategy 2013-2017, the Ministry of Labour and Social Welfare (MLSW) was pronounced to be responsible for planning, designing and implementing the active labour market policies including internships programme, aimed to increase the level of employment, and provide vocational training with the final aim to reduce poverty in Kosovo and to increase the welfare of all citizens. The internships in Kosovo are ill implemented, YOU SEE (2018:18-19) note that research reflects that internship practices actually not provide an opportunity to gain experience but are just a mean of providing free labour for companies. Many companies negatively exploit interns by providing them internship positions but in reality, treat them as full-time workers and do not provide an environment where interns can attain skills and relevant working experience to enhance their labour access.

The Namibia National Employment Policy 2013-2017 key objective is to promote full, sufficient, decent and freely chosen employment which will eradicate poverty and reduce income inequality. Among another aim this policy also aims to achieve its objectives through Promoting skills development and employability and improving working conditions, which also provides Internship Policy Programme (the REPUBLIC OF NAMIBIA, 2015). In Namibia, there is both unpaid and paid internships programme implemented by the government and also the private sector, therefore, the few fortune young graduates who lands a paid internship are more likely to access a full-time job when compared to those who complete an unpaid internship (Johannes, 2018:03). Johannes (2018) emphasize that many employer's treat interns like entry level employees without providing them any compensation.

According to International Labour Organization (2018; 66), policy makers has identified issues of inefficient education in post-secondary school streams failing to provide adequately for students in preparing them to be successful in labour market in Palestine. The increasing quantities of college graduates have created critical frustration for recent youthful graduates who are unable to fulfil the quest for a dignified livelihood. This creates an environment of High Enrolment, High Unemployment.

This above subsection briefly discusses how youth and graduates are suffering from unemployment, and how the Internship Policy Programme is ineffective in minimizing growth in the rate on youth unemployment internationally. The following section will examine the internships in the South African context.

### **3.2.7 Internship In The Local Context**

Koma (2010) identifies three forms of Internship Programme offered in the public service which is defined in the internship guide. They are as follows:

- **Traditional graduate Internships:** These internships are designed for the person who has obtained a qualification and requires practical work experience that will enable them to improve future employment opportunities;



- **Student internships:** which are offered to persons who are enrolled at a tertiary education institution and require practical experience as a prerequisite of their study programme. Some of the qualifications' prerequisites are that in-service training must be acquired before obtaining the degree a student is enrolled for.
- **Professionalization Internships:** these Programme are aimed towards professional development. What is significant about professionalizing internships is that they are essential for professionals to register with Professional Bodies or Councils. These are more evident for those who are enrolled for technical qualifications which include doctors, social workers, engineering, psychology, and nurses. This study focuses on two types of internships the Traditional graduate internship and the professionalizing internships. These two types of internships are usually offered as a single opportunity.

### **3.2.6 Significant issues relating to the implementation of internships in the Public Service**

There was a study on internships done by Gereffi, Wadhwa, Rissing, and Ong (2008), their study challenged the commonly cited statistics for engineering graduates in the United States, China, and India, with an objective aims to address these questions of relative competitiveness by examining one aspect of this global talent pool, namely, the competitiveness of engineers in the U.S., China, and India. The findings on this study outlined that the gap between the number of engineers and related technology specialists produced in the United States versus those in India and China is smaller than previously reported, and the United States remains a leading source of high-quality global engineering talent.

Additional significant findings on this study are that engineering graduates in China and India face the prospect of substantial unemployment, despite high corporate demand for their services; this raises questions about opportunities in the labour market and the quality of recent graduates in relevance with the available vacancies in the market.

### **3.3 INTERNSHIP PROGRAMME IN SOUTH AFRICA**

In the local context, an internship according to the Department of Labour (2015) is defined as one of the new skills development programmes aimed at raising the employability of the

citizens of South Africa. What is emphasized by this definition is that an internship is funded through the Sector Education and Training Authorities (SETAs). Therefore, SETAs plays a pivotal role in defining the environment of the internship in South Africa. INSETA designed a guideline for running internship programmes in South Africa. There are several fundamental objectives for public service internships, however, according to INSETA (2011) there are nine key objectives of the internship programme by the government:

1. To address the skills gap in the labour market through developing graduates to equip themselves with the necessary practical experience.
2. To intervene on the strategic staffing needs in the public sector by providing practical and accelerated developmental programmes directly linked to the provision of work experience that exposes interns to specific occupations.
3. To ensure that unemployed graduates are provided with valuable and relevant work experience and specific skills to enhance their employability.
4. To address the problem of youth unemployment, especially tertiary (university and Technicon) graduates by providing them with work experience opportunities in the public service.
5. To provide valuable opportunities which will enable to gain some practical experience for students who are required to do this to earn credits towards a qualification.
6. To contribute significantly towards accelerating service delivery by the government through the improved introduction of skilled personnel in the public service.
7. To improve equitable access to public sector employment for rural and marginalized groups such as women and the disabled.
8. To contribute to lifelong continual teaching learning and teaching in the labour market.
9. To increase awareness among students of job and career opportunities in public service.

With understand all the above key object of the government internships, however, the nature of the internships policy programme in South Africa is defined by several perspectives where most authors argue that internships are very much effective in improving the employability and the skill of graduates. However, as stressed by the research, the literature does not focus much on examining the implementation processes of the internships as the public policy government programme.

### **3.3.1 Youth Unemployment in Pietermaritzburg**

According to Statistics South Africa (2018), the South African working-age population increased by 153 000 or 0.4% in the first quarter of 2018, and in accordance with these states unemployment rates has grown when compared to the fourth quarter of 2017. Statistics South Africa (2018) emphasizes how the rise in both employment (up by 206 000) and unemployment (up by 100 000) over the quarter led towards a significant rise in the labour force participation rate in South Africa, which is currently standing at 59.3%. Therefore, the unemployment rate (26.7%) remained unchanged over the first quarter of 2018, compared to the fourth quarter of 2017 according to StatsSA.

Youth unemployment remains significantly high in South Africa and according to Graham and Mlatsheni (2015) remains a global trend with the International Labour Organization (ILO) recording about 71 million unemployed youth, aged 15–24 years around the world in 2017. This also means that many youths face long-term unemployment. In South Africa, 38.2% of people aged between 15 and 34 are suffering from unemployment eventual impoverishment, which means that more than one in every three young people in the labour force did not have a job in the first quarter of 2018.

### **3.3.2 Defining the Internship programme**

Objectives of internships in the public service: Internship programmes seem to be growing in the South African labour market, more specifically in the public services sector. Several government departments in South Africa are placing internship programmes every financial year. In Bama's (2013) view the socio-economic issues of graduates' unemployment affecting the nation of South Africa, existing parallel with the phenomena of labour market suffering from a lack of skilled workers in several sphere with organizations government department like Environmental Resource Management Department (ERMD) have in place programmes such as: internships, training and learner-ship with an aim to be bridge this gap. However, some of

these instruments could be irrelevant for bridging the skills gap in the labour market to the environment defined by DPRU (2006) where they explained how the majority of institution within the labour market have a skills gap in the management level, therefore some of these programs designed as a response to this problem are irrelevant to the skill gap because they are operating and developing labour force at the entry level.

A Baseline study 2013 done by The South African Graduate Development Agency (SAGDA) and the National Youth Development Agency (NYDA) in partnership on 2014, as final report identifies perceptions by investigating the activities and analysing the experiences of the three role players: the interns themselves, the education tertiary institutions that produce them, as well as the host organizations, i.e. the employers that provide the internships. The study was based on questions about the efficiency of existing mechanisms in the three stages of implementing and managing successful internships: getting into the internship; preparedness for the internship; and settling into the internship. Findings of this study outline that across most indicators, there is a success rate of about 66%, which means although much has been accomplished, there is still a lot of room for improvement and growth. Based on these finding they, therefore, conclude that there are many lessons to be learned by all interested stakeholders, including the SETA, which have to take a more active role in the monitoring of internships. The researchers advanced to emphasize that there is definitely a need to develop policies that will set acceptable, sector-specific standards, focusing not only on meeting set numerical targets but on maximizing the value of the internships and on analysing data that is captured as the internship programmes progress.

A study done by Koma (2010) 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 comprehensive. The main question here is therefore to evaluate the extent to which the implementation processes of the Internship Programme are affected according to plan and goals. Reflected through the findings of this study a significant identified challenge is the internship Policy of the Department of Public Service and Administration is ineffective as it does not address other relevant information regarding internships such as recruitment and selection, and the eligibility of interns to get trained outside the department. Koma's (2010) findings also show that the policy is also very silent on the procedure to be undertaken when monitoring and evaluating progress. According to Broekhuizen (2016) "The DPRU report also

showed that graduate unemployment rates varied substantially across race groups, suggesting that higher levels of unemployment among black graduates, in particular, could at least partly be linked to the poor quality (or the perceived) of many HEIs in combination with the poor performance of the majority of historically disadvantaged formal schooling system (DRPU, 2006:18-20)" (Broekhuizen, 2016:02). Thus, when one is exploring the issue of graduates employability, it is vital to consider the segregations in different racial groups and different classes of High education institution so to clearly and sufficiently understand the core issue surrounding graduates' unemployment within the South African country, and not just look only the universals (focusing more on numbers) while suppressing the particulars (the quality and extent of the problem).

The bar graph in figure 3.1 below in percentages shows the differences in rate of graduates' unemployment, comparing the black graduates, coloured graduates, and Indian graduates and whites graduates.

	2015 Quarter 2 ( <sup>'000s</sup> )	2016 Quarter 2 ( <sup>'000s</sup> )	2017 Quarter 2 ( <sup>'000s</sup> )		Change (*16-'17) Absolute ( <sup>'000s</sup> )	Relative (percent)	
<b>Overall Employment</b>	<b>15 685</b>	<b>15 585</b>	<b>16 127</b>	<b>100.0</b>	<b>542</b>	<b>3.5</b>	<b>*</b>
<b>By Race</b>							
African	11 643	11 524	12 041	74.7	517	4.5	*
Coloured	1 614	1 612	1 631	10.1	20	1.2	
Asian	489	506	526	3.3	20	3.9	
White	1 939	1 943	1 929	12.0	-15	-0.8	
<b>By Gender</b>							
Male	8 815	8 813	9 034	56.0	221	2.5	
Female	6 871	6 772	7 093	44.0	320	4.7	*
<b>By Age Group</b>							
15 to 24 year olds	1 350	1 229	1 226	7.6	-3	-0.3	
25 to 34 year olds	4 936	4 824	4 907	30.4	83	1.7	
35 to 44 year olds	4 874	4 815	5 040	31.3	225	4.7	
45 to 54 year olds	3 115	3 279	3 420	21.2	141	4.3	
55 to 65 year olds	1 410	1 437	1 533	9.5	96	6.7	
<b>By Educational Attainment</b>							
Primary or less	2 237	2 150	2 007	12.4	-143	-6.6	†
Incomplete secondary	5 129	5 060	5 233	32.5	173	3.4	
Complete secondary	4 893	5 008	5 204	32.3	196	3.9	
Diploma/Certificate	1 640	1 617	1 694	10.5	78	4.8	
Degree	1 591	1 560	1 804	11.2	244	15.6	*

**Figure 3.1: Unemployment rates by race and age**

**Source: Development Policy Research Unit (2018).**

According to Broekhuizen (2016) “The DPRU report also showed that graduate unemployment rates varied significantly across race groups, according to this view higher levels of unemployment among black graduate, in particular, could at least partly be linked to the poor quality (or the perceived) of many HEIs in combination with the poor performance of the majority of historically disadvantaged formal schooling system (DRPU, 2006:18-20)” (Broekhuizen, 2016:02). Figure 3.1 above display how the black African race are the majority suffering from unemployment, the table on Figure 3.1 also displays how graduates with Degrees and those with Diplomas and Certificates in the 2017 suffered unemployment in closely similar percentage with people with Primary and less in education. Thus, when one is exploring the issue of graduate employability, it is vital to consider the segregations in different racial groups and different classes of High education institution so to clearly and sufficiently understand the core issue surrounding graduate unemployment within the South African country, and not just look only the universals (focusing more on numbers) while suppressing the particulars (the quality and extent of the problem).

According to Spaul (2016) between the period of 2004 and 2014, black graduates increased by about 137% (compared with 9% for whites), whereas the black population grew by about 16% over the same period. Outlining these stats, the author advances to argue that this in no way contributes to an increase of graduate unemployment, but could only mislead other researchers to reach such conclusions. The author openly called the frequently reported ‘crisis in graduate unemployment within the country a fallacy. In certifying his conclusion, he presents Van Broekhuizen and Stellenbosch Servaas van der Berg (2016) intensively and convincingly discredits this issue of graduate unemployment referred to in this view as a hoax. Van Broekhuizen and Stellenbosch (2016) in their finding concluded that “The frequently reported ‘crisis in graduate unemployment’ in South Africa is a fallacy based on questionable research by scholars and researchers. In this view not only is graduate unemployment low at less than 6%, on the other hand, it also compares healthy with rates in developed countries on the international scale. Although in their findings these authors do outline the large expansion of black graduate numbers, however, they stress that this has not significantly intensified unemployment among graduates in South Africa. How the majority of these scholars and research rubbished the existence of graduate unemployment in South African seem to reference on the national and international levels. Nowhere had it been mentioned how graduate unemployment exist in local municipalities, and the effectiveness of policies designed to assist graduate to access employment.

Van Broekhuizen (2016) also critical view the existing literature arguing that very few of these studies adequately differentiate between the graduates, diploma holders, and certificate holders. In this view, postsecondary certificates, diplomas and university degrees have been shown to differ vastly in terms of expected labour market outcomes. Therefore, according to Van Broekhuizen (2016) studies categorizing all these as the graduate is not reflecting the true situation concerning graduate's employability and specifically graduate unemployment in South Africa. Therefore, this argument concludes that all the studies that have not clearly separated the diplomats from graduates are misleading due to a common methodological shortcoming. The second point of the critic by Broekhuizen is that most of these studies use unrepresented data. In consideration of such conclusions in this research, we will also examine only the quantities of the graduates of people who have a university degree, and those with postgraduate diplomas equivalent to degrees.

A research study done by Derek Yu in 2012 from the University of the Western Cape concludes that graduate unemployment persists in South Africa. Therefore, a core assumption in the issue of graduate unemployment this paper is rooted in is that graduate unemployment exists in South Africa and its growth rate increase yearly, more special in the KwaZulu Natal Province. Research findings for this study present how is this is of graduate and diploma holders have drastically changed over time.

About 77 percent of unemployed graduates are youth, defined as individuals between the age of 15 and 34 (DPRU, 2006). Due to these findings, DPRU (2006) argues that this age spectrum suggests that many of the unemployed are among graduate and most of them are recent graduates. As much as this sounds logical, however, this conclusion has a number of flaws. However, the question to this argument would be, how many years back from the graduation year qualifies a graduate to be a recent graduate? If a young person graduates at 23 and remained unemployed for 7 years. Is that individual going to be assumed as a recent graduate by this theory due to being under the age of 35? Secondly, some recent graduates who are over the age of 35 years are likely to be preferred by employers in the South African market due to the numbers of reasons:

- Already have years of practical experience directly related to their degree certificate.
- Have health and significant networks and relationship with the employers and those who control the labour market.

According to the qualitative survey's study done by DPRU (2006), there is a huge skill shortage within the twenty of South Africa's largest companies across different sectors. Reflected in their findings this shortage of skilled workers is due to emigration and also poaching by local competitors rising to address the shortage of managers and more experienced workers within their company. According to DPRU (2006), this is probably the main reason why skills shortages are unlikely to have a significant impact on graduate recruitment. These findings are very pivotal because they could be a means toward a clear and effective definition of the policy problem relating to the skills shortage in the labour market. One could argue that this also disqualifies the studies rubbishishing the existence of significant graduate unemployment on the fact that there are skills shortages in the labour market. With so much intensified quantity of research findings concluding that graduate unemployment is a myth as emphasized by Van Broekhuizen (2016) and Oosthuizen (2005), however, an intensive unemployment growth of educated youth in South Africa is among diplomats, post matric certificate holders, and the TVET graduate if one is viewing unemployment statistics with a comparative approach between diploma graduate, TVET and University graduate.

According Oluwajodu, Blaauw, Greyling, & Kleynhans (2015) conclusion made by Oosthuizen(2005) and other several researchers where they deny the threat of graduate unemployment in South Africa is contradictory because a lot of formal educational trained youth without labour opportunity in the country exists and somehow is not seen as a public policy problem by most scholars because the majority is not the so-called “university graduates”, thus their employability grievance as formal educational qualified and skilled labour force are devalued.

### **3.4 EVALUATION OF THE LITERATURE ON GRADUATE UNEMPLOYMENT**

In this section, the researcher discussed the strengths and weaknesses in the established knowledge and ideas on the issues of graduate unemployment.

Several including Eveleien & Altbeker (2013) and Oosthuizen (2005) as outlined in the introduction, they conclude that graduate unemployment in South Africa is a myth. This conclusion is based on the statistics that suggest that there is an increase in the employed graduate in South Africa and that South Africa's employers are clearly desperate for skills. Evelien and Altbeker (2013) pay attention only to quantities in their research, therefore missing the social impact in South African communities due to graduate unemployment. The statistic



in that view only tells us about the increase of the number of the graduate in the workforce without linking that number to the growth of the number of South Africa's graduate. Maharasoa and Hey (2010) put an emphasis on clearing the problem that arises from the graduates produced by high education institutions and what is needed by the labour market. In this view, it is not always clear what type of graduates in terms of qualification is the world of the labour force hungry for and expecting those specific graduates from high education institutions output. This is creating a conflict of what is provided by tertiaries and what is needed by the labour market. This view is hugely useful in defining some of the key factors causing the increase in graduate unemployment. This view is hugely useful in defining some of the key factor coursing the increase in graduate unemployment. This is the strength of the research topic (graduate unemployment) because it clearly defines the problem in relation to the real-world labour market.

### **3.4.1 The racial effect on graduate unemployment**

A lot of available literature discuss the racial issue of graduate unemployment and unemployment as a whole in South Africa. The race is a critical and still a sensitive issue when one look at the distribution of the economy and the imbalances in the market in South Africa, thus it is necessary that we furtherly discuss the issues of race in relations to graduate employability (Bhorat, 2014 and Cilliers & Aucoin, 2016). Despite South Africa is a democratic country with government mandate emphasizing equality for all, however, a significant quantity of inequalities still prevail, more specifically in the labour market and manifest clearly through the means of jobs distribution. Previously disadvantaged races are still not getting same and equal opportunities as the few white minority capitalist class “Notwithstanding the fact that African students are more likely to choose study areas with lower employment, African graduates are definitely still disadvantaged in the labour market” (DPRU, 2007:07). This also hugely impacts on black young graduate being unemployed and sometimes under-employed. Racial inequalities in the South African labour market are rooted in several motives, and according to the group theory of public policy analysis public policy is defined as the product of a group struggle and this is witnessed in the issue of youth and graduate unemployment in South Africa.

### **3.4.2 High Education Institution's graduate output**

High Education Institutions play a fundamental role in advancing the employability of students and graduates. “Universities could help answer the question of whether the graduate is unemployed because of a lack of jobs or because of their fitness for purpose” (Essilfie, 2015:03). In recent years a number of tertiary institutions adopted a system that enabled them to partake a direct role in assisting recent graduates and their current student to access environment conducive for them to build relationships with potential employers. However, seemingly very few high education institutions priorities on being a bridge that can be used by students and graduate to access employment in the local market, According to Boateng (2002) Although employers complain about the quality of recent graduates, however, these graduates also complain of lack of jobs. The linkage between education and the labour market is thus a question of particular concern both to the graduates who seek employment and the employers who need to defeat a skill gap.

High Education Institutions only assist the student with a specific qualification to be recruited by employers after graduation. Though the majority labour market organizations are yearly invited by tertiary institutions so that students and graduate are provided with opportunities to be recruited by employers, however, what should be emphasized is that tertiary education institution needs to improve in assisting graduate to access employment and also on advancing their employability early (Boateng, 2002: 04). High education institutions could make student internships be part of all undergraduate courses, working with the labour market stakeholders to groom students and create an environment that would allow the student to be groomed by the labour market professionals to allow the student to practical ready right after graduation. High Education institutions could work in partnership with employers and government to identifies on which skills are really demanded by the market and then adjust on the enrolment of student to be quantitative relevant to what can be consumed by the labour market (Mpumalanga Provincial Government, 2000: 04). Although one understands that not all graduates are going to be employed but some will become entrepreneurs, while some will immigrate to work outside the country. However, if high education institutions control the student enrolment and graduate outputs with a market relevant quality and quantity this would minimize and eventually eradicate job mismatch and wrong expectations by students, while on the other hand, it could minimise underutilized educated skilled labour.

This would also ensure effective government spending on education because the disadvantaged graduates who usually suffers unemployment are those who were funded by the government for their studies. When these students remain unemployment, government resources are somehow wasted since these graduates cannot contribute to the market or pay back some of the government loans as expected by the system, “Graduate unemployment is also an important area of study because unemployment amongst graduates is potentially damaging to the economy” (Oluwajodu, Blaauw, Greyling, & Kleynhans, 2015:09). Therefore, partnership between the high Education Institutions, the government and private and public stakeholders in the labour market (employers) is very pivotal if South Africa as a country with an objective to minimize or eliminate the existing graduate unemployment and continually keep it to minimum, both in quality and quantity (Department of Education, 2001:). The quantity of tertiary education institutions is also a significant contributing factor in graduate unemployment in South Africa. A tremendous increase in graduate in South Africa has been what is a disadvantage because the local market is becoming more technological thus moving away from a labour force intensive market.

Therefore, more graduate produced than what can by. This mostly the uneducated individuals, however, the government, tertiary institutions the private sector need to recognize that this move towards a technological market is also affecting graduate employability.

### **3.4.3 Economic Circumstances and the local labour market**

Education plays a critical role in the economy of a country, and unemployment of graduates’ impact directly both the education structure and economic structure and status of a country. Therefore, it vital to discuss the links between graduates’ unemployment, the economy and the labour market in this research. According to Webster (2019) income unfairness has deepened in South Africa. According to this view the World Inequality Database reflect that the top 1% of South African earners take home almost 20% of all income in the country, while the top 10% take home 65%. The remaining disadvantaged people representing 90% of South African earners get only 35% of total income. Social Scientifically learning the South African market through the arguments of the group theory which explains the market gaps through domination of policy by groups because of their wealth, organisational skills, connection to decision makers and their bargaining ability this research identified skewed implementation of policies such as the internship policy , where policies ill implemented to suite those controls the resource of the economy including entrepreneurs ,foreign , local investors and politicians .

#### **3.4.3.1. Imbalances between skill demand and skill supply in the economy (global context)**

The complexity and imbalances in the labour markets in most countries course skills mismatch and underemployment to increase significantly. According to Klosters (2014), concerns of policymaker need to be aimed at ensuring matching the workforces' skills and their labour market needs within the country. Although tertiary qualifications are highly demanded by the market of advanced economies, however, they coexist with a numerous low skilled job. "Comparing job requirements to the qualification of the workforce, seemingly, significant imbalances exist in the dynamic labour market. In several countries, the share of the jobs requiring tertiary degrees is exceeded by the share of the available labour force with tertiary qualifications" (Klosters, 2014). This situation could lead to higher levels of graduates' unemployment. What is also claimed by this argument is that some countries still have a production system that has a structure that requires a large number of workers with lower qualifications, while a significant portion of labour force possesses higher qualification, these are countries like France, seemingly South Africa probably suffer from the same condition in specific areas of the market and the production industry, more specific for graduates with humanities qualification.

Globally countries, whether poor or rich, agrarian or industrial, are constantly determined to provide a solution to the issue of jobs and career mismatch. Governmental and non-governmental Educational planning units are set up, usually within the Ministry of Education, or National Commissions are appointed to address the pivotal links and fundamental relationships between education and work or the avoidance of educated unemployment. According to Psacharopoulos (2008), an inspection of labour statistics specifies that no country has certainly resolved this problem in its totality.

In many instances, open unemployment rates of the order of 30 percent are cited. The unemployed include many with university undergraduate and postgraduate degrees, a fact that *prima facie* appears to be a social waste.

### **3.4.3.2 Policy gaps in the South African Public Policy**

Policy gap can be defined as the definition of the processes and instruments between policy theory and the practicality of that particular policy. The emphasis is rooted on towards developments associated with efficient and effective delivery of services in line with government policy to improve the quality of public services which are critical to achieving a transformed racially equitable public service (Sayeed & Pillay, 2015). South Africa has continually proven that the existence of theoretical good policies does not automatically result to successful implementation, and this limits the developments of the country and historically this has been significantly hindering economic development and growth within South Africa. According to Brynard (2007) problems with policies are usually connected to the implementation thereof, thus creating a policy gap. Therefore, it is vital to explore the existing gap between policy and practice.

## **3.5 THE INTERNSHIP POLICY GAP**

As a huge number of public policies in South Africa, the Internship Policy Programme and some of the policies designed to address youth unemployment in the 21st century are ineffective because of a 'gap' in their design and mostly in their implementation processes. "The non-delivery on the part of government policies and youth institutions on their mandate with regard to youth programme is a lost opportunity and represent a failure to fully comprehend the role youth play in society" (Mtwesi, 2014:39). This gap arises when a government attempts to use the same policies to address different problems.

Policies addressing youth issues in South Africa seems to group all the youth policy problems and attempt to address all different policy problem with the same legislation like all the unemployed youth is grouped together by the public policies, such policies are too inclusive thus hindered on achieving and sustaining its core objective sufficiently. "The principal problem is that the policy market does not provide a satisfactory supply of arrangements to meet this demand. Policies are often found to overlap or be in conflict and the policy system is unduly complicated, producing inefficient or even ineffective solutions and generating new problems." (Briassoulis, 2004: 01).

Public Policy control and regulate the everyday life of citizens, thus the public policies need to be specific and to be updated in relations to the progress of the society. Like in South Africa before democracy there was not much policy focus on the issues of black graduate employability because blacks were excluded from fairly accessing high education system. Therefore, the quantity of black graduate was limited. However, the political transitions and economic developments enabled an increase in the quantity and quality of black graduate. Therefore, policies specifically addressing the population of black graduate to respond to their grievances became necessary. Currently, numerous graduates are unable to access employment in South Africa, therefore policies addressing this problem and specifically are very much essential. “The level of development in a society is determined by initial starting conditions and by later natural events caused by policy decisions and actions of decision makers” (Nene, 2013; 84). Therefore, it is very fundamental that decisions makers through our public policies emphasize that the government’s policies core objectives should, therefore, understand and reflect or be shaped to keep track of changing needs and demands in its society and adapt to changing levels of development in a society.

In South Africa youth, especial black previously disadvantaged youth’s issues are changing due to a changing environment and advancing with the developments in the country. As it been mentioned above, graduates are facing the struggle of finding employment in the country. Therefore, it is logical that the government should establish policies address specifically this problem.

### **3.6 POLICY GAPS IN THE INTERNSHIP POLICY PROGRAMME IN THE UMGUNGUNDLOVU DISTRICT**

In the uMgungundlovu District, although unemployment varies across all the municipalities, however more than a quarter of the population is unemployed across all the local municipalities. What is critical in this is that the unemployed population is dominated by the, therefore youth unemployment is more prevalent with more than half of the youth being unemployed in Impendle. Directly related to unemployment is the low economic growth recorded across most of the municipalities with Impendle and uMshwathi recording negative economic growth rates. One fact that stands out starkly is that all of the local municipalities are characterized by low levels of graduates and youth employment. The Internship Policy Programme as designed by the government to address graduates and youth unemployment is very critical for clearly understanding the policy gap of youth development policies that are controlling the entrance of the new labour force in the labour market, more specifically the internship programme.

### **3.7 THE ROLE OF THE GOVERNMENT AND POLITICAL INFLUENCE IN THE INTERNSHIP POLICY AND ITS IMPLEMENTATION**

The government and the political culture significantly impact the internship policy and its implementation, because Public Policy and the Economic structures are the instruments used by the government to significantly impact on the Internship Policy Programme. “The new language emphasized the need for government efficiency and effectiveness for economic performance and development interventions to be possible” (Mohamed Sayeed and Pillay, 2012: 07). According to Bhorat and Oosthuizen (2005) from the time when the apartheid system was eradicated, the South African economy has experienced major changes with the government implementing various policies aimed at redressing the injustices of the past striving for equality and equity. In their view, this occurs through the government fleshing out the welfare system and improving competitiveness as the country becomes increasingly integrated into the global economy. Thus, implementations of these policies have, directly or indirectly, impact on the labour market and, consequently, on the lives of millions of South Africans. In 2002, the South African government established its faith in the internship programme as a key solution to address the issues of graduate unemployment and the general youth due to their lack of work-related experience, when the cabinet approved the Human Resource Development strategy, of which the Internship Programme is part (Koma, 2010: 23). The Human Resource Development strategy and related programs require good governance to achieve the objectives of addressing graduates’ unemployment effectively and sufficiently. According to the United Nations, Economic and Social Commission (1999) Very few countries and societies have moved towards achieving good governance in its totality. However, to ensure sustainable human development, good governance is essential therefore actions must be taken to work towards good governance. According to Stojanovic, Ateljevic and Stevic (2016) In order to avoid the failure of the neoliberal agenda, the leading role of development policy is necessary throughout the public policy stages. According to this approach, the principal place of development policy is occupied with the model of good governance which has become the mantra of development policy.

### **3.8 DEFINING THE ROLE OF PUBLIC POLICY**

In general, public policy is defined by the actions of the government in society. Every choice a government makes in response to a public problem is public policy, even when a government chooses not to respond through policy to a particular issue, but that is furthermore considered to be a public policy by some scholars (Knill & Tosun, 2012). Public policy is rooted in the conceptualization of societal problems with the objective of providing an effective solution. Sometimes these issues when conceptualized or defined by policymakers and the government are considered to be a non-qualified issue for the public policy, thus excluded from the policy agenda. When viewing this fact in relation with the issue of graduate unemployment, one could say that this is one of the core courses of some issues defined as not a policy problem, is due to controversial research findings and misanalysed statistics. Therefore, this is probably a reasonable process qualifying government not taking actions to particular issues to be considered as public policy. Thus, it is important to outline that policy processes are very complex and they involve a huge number of actors with very complex and sometimes opposing policy values.

One can also define public policy as a core instrument for the government to monitor and regulate the distribution of socioeconomic resources democratically to the population of that particular country. In theory, the government utilizes public policy to distribute resources and deliver services equally and fairly to all the citizens of that country. However, in practice, this is rarely the case, therefore policy cycles (the processes within the policy cycle) and policy domain are very pivotal in public policy. Policy cycle takes a very long period before a particular policy is passed to form part of the legislation and adopted the policy.

### **3.9 GOOD GOVERNANCE**

The concept of good governance is traceable throughout history as a tool for human civilization and a tool towards effective development for different societies (UN, 2009). Governance in general is defined as the processes of decision making and the process by which decisions are implemented, thus playing a pivotal role in the public policy processes. Sayeed and Pillay (2012) emphasized four key dimensions of good governance which are defined by the World Bank.



These four key dimensions of good governance define how to identify good governance and how good governance is a core element of development strategy. According to Brynard (2007) difficulties and failures in service delivery could easily indicate flawed policy implementation.

Therefore, in this study, the four dimensions of good governance will be utilized as a tool to examine the implementations of the internship programme and also to examine its effect on developing graduates and unemployed youth within the uMgungundlovu District Municipality.

#### **Four dimensions of good governance:**

- **Transparency and information**

Transparency is rooted in defining the significance of that the decisions are taken and their enforcement needs to be done in a manner that follows rules and regulations. The emphasis of transparency means that all the information is freely available and directly accessible to those who will be affected by such decisions and their enforcement (United Nations, 2009: 01). In transparency what is tritcale is that enough information is provided and the manner of that information should be in easily understandable forms and media.

- **Public Sector Management**

In accordance with Public Sector Management Sayeed and Pillay (2012) emphasize how the formation of governmental development policy agenda significantly depends on the support of political parties, pressure groups and external actors who are playing pivotal roles in the funding the process. Therefore, this can stimulate problems in how the services and opportunities are distributed among the beneficiaries targeted by those particular policies. In this view, although these power plays are important for democratic processes, however, they can significantly hinder the achievement of socio-economic development. In relations to the implementations of the internship programme, the available literature portrayed how sometimes being politically affiliated especial with the political ruling part influences one's opportunities to access internship and leadership opportunities in the labour market.

- **Accountability**

In general terms, accountability defines the obligation of an organization or an individual to account for their activities, accept responsibility for them. The general

emphasis of accountability is rooted in the disclosing of the result in a transparent manner.

- **The Rule of law**

Good governance requires non-discriminatory and effective legal frameworks that are enforced impartially. The rule of law in relations to the concept of good governance emphasizes the protection of human rights, particularly those of minorities who are usually the disadvantaged (United Nations, 2014: 02). Majority of the literature on graduates' unemployment argues that unemployed graduates in South Africa are a significantly small quantity of the labour force. According to the rule of law even if this is true, however, the majority of unemployed graduates need to be protected by those governing societies.

### **3.10 LEGISLATIVE FRAMEWORK OF THIS STUDY**

Since the first democratic government in South Africa, the emphasis has been on stimulating growth, the creation of jobs and most importantly to integrate the workforce. The democratic government has formed numerous legislatures and policies to ensure and regulate the processes of achieving its main objectives. In this part of this research study, we are evaluating the labour policies that the democratic government has implemented to alleviate youth unemployment in South Africa with an aim to a general review of key local documents and policies to understand the current situation regarding these programmes including internships. A legislature can be defined as a combination of rules and regulations established by the government in consultation with the civil society (Public Services Regulations, 2001). In general terms, the legislature is defined as an officially elected body of the government bestowed with the responsibilities and powers to make laws. These laws become an official and a supreme law contained in the constitution and in other legal documents that are recognized by all the spheres of the government in a country. Legislations are created for the core objective to execute the will of the state rooted in responding to the societal issue.

Therefore, one can conclude that every legislature uniquely responds to a specific problem to provide solutions and sustain equality and freedom in society through regulations and binding rules of the legal government system. In this research study, the focus is on the legislation that purely focuses on the internship's programs and the distribution of job opportunities to graduate and the entire formally educated unemployed youth of South Africa. A significant quantity and

quality of these legislations are defined in Public Service Internship program step by step guide forwarded by the Department of Public Services and Administration (2006) where a number of legislation and policies inform the framework for the development and implementation of the internship program in each department within the country. Thus, this research study focuses on these legislation and will discuss them in details in this section.

Since the first democratic government in South Africa, the emphasis has been on stimulating growth, the creation of jobs and most importantly to integrate the workforce. The democratic government has formed numerous legislatures and policies to ensure and regulate the processes of achieving its main objectives. “In 2002, the government of South Africa demonstrated its faith in the internship programme as a solution to the social problem of graduates’ 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.” (Koma, 2010: 23). The challenge of graduates’ employability is also being addressed by the government in the public service through a range of other programmes and legislation including the Skills Development Amendment Act No. 37 of 2008; Human Resource Development Strategic framework; 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. Thus, the implementation of the internship programme in the uMgungundlovu District Municipality will be examined against these legislative frameworks.

The Legislature and Policies impacting the developments and distributions of employment in South Africa include:

- The Constitution of the Republic of South Africa (1996) (Bill of Rights)
- Labour Relations Act (LRA)
- Basic Conditions of Employment Act (BCEA)
- Employment Equity Act (EEA)
- Occupational Health and Safety Act (OHSA)
- Compensation for occupational injuries and Diseases Act (COIDA)
- Internship Framework for the Public Service, 2001
- South African Qualifications Authority Act (SAQAA)
- National Youth Commission Act, 1996
- Skill Development Act (SDA)

- Skills Development Levies Act (SDLA)
- Public Service Act

Amongst the above several labour policies, are policies specifically focus on minimizing unemployment among youth and some of these policies focus specifically on graduate's unemployment. Due to the focus and the scope of this study, some of the above policies will be excluded and some new policies will be introduced in this section of the study. In this section, it is logical for the researcher to begin by discussing the internship policy, then after discussing all the other key issues that are pivotal in the implementation of the internship programme. These key issues are:

- To have an institutional framework for the establishment and monitoring of an internship programme that would meet the labour market essentials.
- To effectively and sufficiently resolve the challenges of capacity building in the Government Departments and within the Public Services sphere holistically.

Graduate Development programme:

- Mentorship within the place of work
- Life skills development and job readiness programmes
- Public Service Induction Programme strategy
- Industrial Directive skills Programmes
- Supervision of the intern's Work performance in the Workplace
- Monitoring and Evaluation of the internship's implementation processes
- Preservation of interns on expiry of internships contract
- Remuneration Framework

### **3.10.1 The Internship Policy**

The internship policy is established by the Department of Public Works in observance with the White Paper on Public Services Training, White Paper on Transformation of the Public service, Education and development, the Skill Development Act No 97 of 1998, and many other relevant legislative requirements concerning to Human Resource Development more specifically in connection with the Internship Framework for the Public Services as endorsed by the South African Department of Public Services and Administration (2001). The core objective of this internship policy is to provide new graduates as well as those students working towards completing the qualifications with practical work experience and training through opportunities for exposure into the labour market and the working environment entirely. However, this core objective is guided by the aim to ensure skills availability for the government Departments to fill the gaps. According to the Department of Public Work, the purpose of the internship policy will be achieved through critical aspects to be utilized in filtering all the aspects of the internship programme. Some of these aspects are:

To have an institutional framework for the formation and monitoring of an internship programme that would meet the labour market essentials.

To effectively the challenges of capacity building in the Government Departments and public service.

### **3.10.2 The Constitution of the Republic of South Africa of 1996**

According to Van der Westhuizen and Wessels (2013:34), the Constitution of the South African country declares the Republic to be a democratic state, founded on a significant quantity of liberal values. The core values of the South African constitution are rooted to principally human dignity, the achievement of equality, the advancement of human rights and freedoms, non-racialism, non-sexism, the rule of law, universal adult suffrage, and, accountability, responsiveness, and openness. Van der Westhuizen and Wessels (2013:34) emphasises that the Bill of Rights in the Constitution (RSA, 1996a) is very pivotal for the requirements that promote equality and representativeness in the workplace in general (section 9) and more specifically in the public service (subsection 195(1)(i)). Subsection 9(1) provides that everyone is equal before the law and has the right to equal protection and benefits of the law. Subsection 9(2) follows on by declaring that equality includes the full

and equal enjoyment of all rights and freedoms.

The constitution advance on Section 29 (RSA, 1996a) speaks on education, and provides that everyone has the following rights (Gewe, 2010:15; Meyer, 2006:23):

- To a basic education, comprising adult basic education; and
- To advance education, which the government, through reasonable measures, must make progressively available and accessible.

The constitution, in Subsection 2 emphatically states that every person has the right to receive education in their official language or languages of their choice in public educational institutions where that education is reasonably practicable. In order to ensure effective access to, and successful implementation of, this right, the government is obliged to consider all reasonable educational alternatives relevant to each cultural, religious or social diverse individual including single medium institutions, considering (Altman, 2008:6). This view put an emphasis on ensuring an education system that is rooted in equity; practicability, and the need to redress the results of past racially discriminatory laws and practices. According to Arendse (2011:1), the right to education has been prioritized for the reason that, education, if guaranteed, unlocks the freedom enjoyment of other human rights and ultimately empowers a person to play a significant role in society. This theory can be witnessed in that, an educated individual has the ability to make informed political choices, such as choosing a suitable political representative or political party or even standing for public office. Arendse (2011) advances and argues that education also plays a crucial role in the fulfilment of socio-economic rights: education enhances a person's prospects of securing employment, which in turn secures access to food, housing, and health care services. Laubscher (2017) agrees with Arendse (2011:1) arguing that the South African government promote basic education as the cornerstone of any modern, democratic society that aims to give all citizens a fair start in life and equal opportunities in the globalized economy. It has therefore committed itself to the provision of compulsory primary education by becoming a signatory to the Dakar Framework for Action (2000) in Arendse (2011:1), which calls all countries who are legal binded by Dakar Framework for Action to realize six goals by developing or strengthening national plans of action for the realization of the right to primary education. According to Arendse (2011:1), the South African Education Department published the National Plan of Action: Improving Access to Free and Quality Basic Education for all in 2003, in which it declared that it is well on

the way to attaining the provision of basic education that is compulsory for all children of school-going age, that is of good quality and in which financial capacity is not a barrier for any child.

Agreeing with Arendse's view, is Badat (2010:3) through his emphasis on how the Constitution (RSA, 1996a) ensures a committed government and public institutions to the proclamation of the values of human dignity, the realization of equality, and the advancement of non-sexism and non-racialism and the human rights and freedoms that the Bill of Rights proclaims; and to "respect, protect, promote and fulfil the rights" embodied in the Bill of Rights (RSA, 1996a). Therefore, like all groups in society, the youth should be afforded equal opportunities to education and training opportunities; hence the need to assess the implementation of the National Youth Service Programme in the uMgungundlovu District and within the country.

### **3.1.1 Employment Equity Act, 1998 (NO.55 OF 1998)**

The Employment Equity Act, 1998 critical recognize that as a result of apartheid and other discriminatory laws and practices, there some significant inequalities in employment, the distribution of occupation and the income within the national labour market. This view emphasizes that those inequalities create such prominent disadvantages for those suppressed by the discriminatory laws in such a way that they cannot be redressed simply by abolishing discriminatory laws.

Therefore, the Employment Equity Act, 1998 (NO.55 OF 1998) is one of the policies designed to remedy past discrimination within the national labour market by ensuring equate and equality. Section 6 of the Act speaks on direct and indirect discrimination. This guide and regulator employment policy or practice to avoid discrimination based on one or more grounds, including race, gender, sex, pregnancy, marital status, family responsibility, ethnic or social origin, colour, sexual orientation, age, disability, religion, HIV status, conscience, belief, political opinion, culture, language and birth.

According to Moreau (2010), direct discrimination is identifiable than practices that consequences of indirect discrimination. This view emphasizes that, by definition, indirect discrimination involves the application of a provision, criterion or practice for everyone, which has a disproportionate effect on some people and is not objectively justified. For example, if one reserved vacancy for the graduate from TVET only, this would negatively impact graduates from Universities and Universities of technologies thus constitute indirect discrimination. However, it is pivotal to keep the aforementioned in mind, the burden of proof lies with the employer to objectively demonstrate that its policies and practices are rational and not unfair, and ultimately justifiable.

### **3.10.3 Skills Development Amendment Act No. 37 of 2008**

The Skill Development Amendment Act No.37 of 2008 outlines on its introduction that the amendments of the Skills Development Act, 1998, transpired to define and expand the inclusiveness of certain expressions; with an objective to broaden the purpose of the Act; to provide anew for the functions of the National Skills Authority. This includes the provision of a restructured framework for the composition of the National Skills Authority; to provide anew for the function of the SETAs, to provide for apprenticeships; to make additional provision in respect of the implementation of employment services;

to significantly increase the quality and quantity of artisans; to play a pivotal role in repealing remaining sections of the current Manpower Training Act, 1981;

To provide for Skills Development Institutes; to provide for the Quality Council for Trades and Occupations. Skills Development Amendment Act No. 37 of 2008 plays a fundamental role towards clarifying the legal status of Productivity South Africa and to clarify the legal and governance status of the National Skills Fund; and to provide for matters connected therewith.



According to Coetzee (2013:29), the pervasive skills shortage challenge in South Africa led to a system-wide review, new thinking and serious consideration being given to the reforms and formulation of the skills development and the National Qualifications Framework legislation respectively. This view is supported by Amos, Ristow, Ristow, and Pearce (2008:335) who postulate that South Africa faces the dual challenge of high unemployment among unskilled individuals combined with a shortage of skilled employees. The largest share of skills development, Amos et al. (2008:335) further argue, takes place at the workplace, thus highlighting the crucial role of development.

Therefore, it is evident that the Skills Development Amendment Act (No. 37 of 2008) (RSA, 2008b), therefore, provides anew for both the functions and composition of the Sector Education and Training Authorities; provides clarity on the continuation of apprenticeship training, and more importantly, provides for the establishment of the Quality Council for Trades and Occupations (QCTO). Additional changes brought about by this Act broaden the scope of learning programmes to include leadership, apprenticeship, and any prescribed programme, including work experience component (Coetzee, 2013:29).

Section 26(H) of the Skills Development Amendment Act (RSA, 2008b) as amended, outlines the functions of the QCTO as follows (Zuma, 2017:):

- Establishing and maintaining occupational standards and qualifications.
- The quality assurance of occupational standards, and qualification and learning in and for the workplace.
- Designing and developing occupational standards and qualifications and submitting them to the South African Qualifications Authority (SAQA) for registration on the National Qualifications Framework.
- Promoting the objectives of the National Qualifications Framework.
- Liaising with the National Skills Authority on suitability and adequacy of occupational qualification standards and the quality of learning in and for the workplace.
- Liaising with SAQA, other quality councils and professional bodies responsible for establishing standards and quality assurance of standards and qualifications.

- Performing any other function delegated to it by the Minister.

#### **3.10.4 The Skills Development Act 97 of 1998**

The Skills Development Act 97 of 1998 as amended by skills development levies act of 1999, is designed to provide the institutional framework to enable the development and improvement of the skills of the South African workforce (RSA, 2008). This framework needs to also priorities the integration skills and strategies with the National Qualifications framework within the workplace, as contemplated in the South African Qualification Authority Act, 1995. This is implemented through a provision of learner-ships and in-service training that lead to recognized occupational qualifications. What pivotal is, how do the internships fit in within this context.

The main purpose of the Skills Development Act 97 is rooted in improving the quantity and quality of production in the South African labour market. Purposes of this act put an emphasis on the advancement of the levels of investment in education and training in the workplace and labour market as a whole. What is fundamental in this character of education and training in the workplace is that it is established to improve the return on the investment of education and the skilful development of the labour force. Thus, it is important that this policy ensures that those (labour force) who were educated and trained are utilized by the market and make a significant contribution to the economy of the country. This act is also established to improve the employability of persons previously disadvantaged by unfair discrimination and to redress those disadvantages through training and education. Thus, this policy is directly linked to addressing the issues of black young unemployed graduate and the issues of youth unemployment as a whole in the country. Both these groups have been historical discriminated against in relations to the employment process and are still discriminated against to a certain extent by the labour market.

Therefore, are somehow currently disadvantaged in the labour market and in the education system in South Africa. The Skill Development Act 97 of 1998 also, in theory, define assisting work-seekers to find work as its core purpose and employers to find qualified employee

### **3.10.5 The Instruments used by Skills Development Act 97 of 1998**

In the act, it is outlined that the purposes of this policy are going to be achieved through a number of the institutional and financial framework. Thus, it is very important to evaluate how these institutions have been effective in addressing the issue of unemployment in the country, especial unemployment among youthful graduate.

SETA is a Sector Education and Training Authority which is established in terms of section 9(1). A SETA plays a pivotal role in the development of sector skills plan within the framework of the national skills development strategy HWSETA (2015). The core function of SETA also involves the allocation of grants in accordance with any approved standards and criteria to the employers in relations to the education and the skills development in the workplace. SETA is very important because it also plays an important role in establishing learning programmes and approving workplace skills plans and annual training reports. Therefore, SETA is a very significant part of the Skills Development Act 97 of 1998.

The Skill Development Act 97 of 1998 also focuses on learner-ships as an instrument to provide education and training in the labour market of South Africa. In this policy, a learner-ship is defined as structured learning programmes to provide a structured work experience component, and it clarified that this, learner-ship should lead to a qualification registered by the South African qualifications authority.

### **3.10.6 Public Service Regulations 2001, as amended**

The Public Service Regulations (PSR) is applicable to govern all persons employed within the territories of the country, and to institutions administered, in terms of the Public Service Act (Public Service Regulations, 2016). In the Public Service Regulations, 2001 we going to specifically focus only on the relevant section relating to graduate employability and regulation of youth educated labour force and implementation of internship in the public domain. This policy plays a pivotal role in job evaluation, regulating the public sector. The core principles of the Public Service Regulations, 2001 include ensuring that work of equal is remunerated equally. This is a very critical point in the context of internships as public policy programmes since it is reflected by the available literature that sometimes interns are overworked but underpaid (exploitation) and a significant number of controversial issues exist in relation to payments of interns. This is a vital issue thus "the public service shall increasingly use job evaluation to promote the realization of cost-effective work organization, and play a leading role in determining appropriate remuneration (PSR, 2001)"

The objectives of the Public Service Regulations Act are rooted in regulating the processes of employment, and the relationship of employees and employer in the workplace with an aim to improve service provision in public services. However, as mentioned above we are going to discuss a few sectors that are directly relevant to this research topic. In the context of training and education, this act emphasizes that all employees should access ongoing and equitable access to training, and the training programmes should ensure career developments. Training and education are aimed at achieving employment equity and representativeness.

### **3.10.7 Human Resource Development Strategic Framework**

A Human Resource Development Strategic Framework is very pivotal on developments of the capacity necessary for addressing the supply of sufficient and effective human capital. There are eight areas of strategic intervention defined under the capacity development pillar stated in the Human Resource Development Strategic Framework (2008: 13). These are as follows:

- Strengthening systems for workplace learning
- Integrated Adult Based Education and Training framework
- Leadership development management strategies

- A more strategic role for professional bodies – Norms, Standards & Capacity Development
- Promoting learnership, internships & traineeships
- A National/Provincial Public Service Academy
- E-learning for the Public Service
- Fostering Higher Education Institutions (HEI) and Further Education and Training

### **3.10.8 National Youth Commission (NYC) Act, 1996 (NO. 19 of 1996)**

In the Policy document of the National Youth Commission act it is defined how the act priorities on non-racial, non-sexist society which according to this policy it a necessary environment for the creation of unity within the South African youth. According to the National Youth Commission Act, youth in South Africa constitute the largest part of the population. Therefore, due to being the large quantity of the population South African youth contribute significantly in the economy and in the labour market of the country.

The National Youth Act theoretically emphasize empowering the youth through developments of skills and the environment conducive for suitable platforms that will allow them to realize their full potential through optimal access to opportunities. According to objective codified in this Youth Commission Act of 1996 the commission established by this policy, design, monitors, and implements all programmes (policy programmes) concerning youth development and also control and regulate the government plans and plans by non- governmental institutions. However, the plans are regulated by this act if they include utilizing resources and expertise within the country to develop the local youth. Thus, this policy is very much important to the study of graduate unemployment and the evaluation of internship implementation and its effect on graduate employability.

The objectives of the commission entailed in the National Youth Commission Act are:

- To co-ordinate and develop an integrated national youth policy

- To design core principles and guidelines which significantly contribute to the government with and about the principles embedded in this act. The principles will also partake a pivotal role in the implementation process of an intergraded national youth policy.
- To drive the implementation of procedures responding to the imbalances of the past to eradicate all forms of disadvantage suffered by the youth generally or any groups of persons belonging among the youth within the country.
- To stimulate a unification of approach by all organs of the state including all the levels of government to all issues concerning and involving youth.

It is very much clear how this policy's objectives are rooted in designing a system favourable to youth development and directly bringing equality distribution among all youth within the borders of South African without any kind of discrimination. Therefore, this act is very relevant to this research because Internship Policy Programmes are one of the government initiatives established to direct develop youth and eradicate imbalances in how employment is distributed among youth. This is ensured through the provision of skill, work experience, and education thus minimizing inequalities and disadvantages affecting youth within the labour market of the country.

### **3.10.9 National Qualifications Framework Act, 2008 (NO.67 of 2008)**

The National Qualifications Framework Act 67 of 2008 as amended by the High Education Laws Amendment Act 26 of 2010 is established to provide for the responsibilities of the Minister of Higher Education and Training; rooted on providing for the South African Qualifications Authority; to provide for Quality Councils; to provide for transitional arrangements; to repeal the South African Qualifications Authority Act, 1995; and to provide for matters connected therewith.

According to Amos, Ristow, Ristow, & Pearse, (2008:335) the National Qualifications Framework (NQF) has been restructured to guarantee that qualifications adhere to national standards in all sectors of the economy within the country. The NQF play a significant role in ensuring that qualifications are registered as unit standards. What is emphasized in this view is that Learners or students i.e. those being educated and trained, can, in future, be more confident in their qualifications if they are recognized by the NQF (Amos *et al.*, 2008:335). The key objectives of the NQF are rooted to ensure the creation of an integrated national framework for learning achievements; facilitate access to, and mobility and progression within education, training and career paths.

In accordance with this view the emphasis is on enhancing the worthiness of education and training; speed up the reparation of past unfair discrimination within the education system, training, and employment opportunities, and to contribute to the full personal development of the nation as a whole. This is predominantly relevant for young people coming from previously disadvantaged social backgrounds, more specifically the black youth with little exposure to practical skills training. Consequently, the NQF play a pivotal role in the provision of the basis for helping young people to improve their knowledge and skills through on-the-job training and progress to higher education and training bands while earning income to support themselves and their families (Zuma, 2017:72).

#### **3.10.10 The significance of Sector Education and Training Authorities (SETAs)**

Aligned with the NQF is the critical role of Sector Education and Training Authorities in promoting and facilitating skills development in the economy (Zuma, 2017:17). SETAs were officially established in March 2000, two years after the Skills Development Act (No. 37 of 1998) (RSA, 1998b) was promulgated. According to Grawitzky (2007) SETAs principal objectives and responsibilities are emphasized in the Act and comprise the following:

- Developing and ensuring the implementation of Sector Skills Plans (SSPs) within the framework of the NSDS;
- Stimulate leadership;
- Approve Workplace Skills Plans (WSP);
- Effectively monitor education and training in the sector;

- Collect and distribute grants – both mandatory and discretionary;
- Ensures the maintenance of the development of learning materials; and
- Be accredited as a quality assurance agency to oversee the quality of both Training providers and programmes.

With all these above core objective and responsibility, Grawitzky (2007:18) however emphasised that the perception of a skills crisis in the South African labour market has created concerns as to whether Sector Education and Training Authorities are effectively and sufficiently responsive to the needs of employers (private and public) and the country as a whole. A study by Grawitzky (2007:18) evaluated SETAs' performance since their inception by exploring SETA functioning examining its relevant and collaborations in legislative perspective, through viewing at their core deliverables and responsibilities; and to evaluate whether there are underlying factors – systemic or otherwise – which are significantly influential on the manner in which SETAs are supposed to function.

The study found that to varying degrees, SETAs were supporting skills development, particularly at the lower end of the skills spectrum. Therefore, pivotal recommendations of Grawitzky's study recommended that a refocusing needs to take place to firstly, ensure high levels of coordination between the SETAs and the needs of the broader economy and secondly, ensure that a balance is achieved in terms of the type of skills that are being produced. This will could only be realized through commitment and strategic engagement by the social partners including the labour, the government, and the private business sector.

### **3.10.11 Alignment of skills programmes with NQF**

According to Zuma (2017), it is essential for training programmes to be linked to the National Qualifications Framework (NQF) for non-professional individuals. According to this view, this link is necessary for the upgrading of the skills set of low- and semi-skilled individuals, particularly young people who have no practical job skills. At the same time, it increases the transferability of these skills from the experienced worker to the new graduate. The NQF is defined as a set of guiding codes through which records of learner achievements are registered to enable national recognition of acquired skills and knowledge, with a core objective of ensuring an integrated system that encourages lifelong learning (Zuma, 2017:13). The principles of the National Qualifications Framework which need to play a pivotal role in



monitoring and controlling the implementation of skills programmes as summarised by Meyer and Orpen (2012:81) in table 3.1 below.

**Table 3.1: The principles of the National Qualifications Framework.**

<b>Principle</b>	<b>Description</b>
Integration	Education and training have a necessity to form part of an effective system of human resources development which provides for the establishment of an underlying approach to education and training.
Relevance	Education and training should be development needs.
Credibility	Education and training should have international and national accreditation and maximized acceptance.
Coherence	Education and training should work within a consistent framework of principles and certification.
Flexibility	Education and training should allow for multiple pathways to the same learning ends.

**SOURCE: Adopted from Department of Education and Department of Labour (2002)**

### **3.10.12 The White Paper on Human Resource Management, 1997**

The White Paper on Human Resource Management of 1997 sets out the future goals for the supervision of people in the Public Service. The policy document emphasizes that the management of people should be regarded as a significant task for those who have been assigned with that responsibility, and it is tritcale that all the management processes should be conducted professionally.

The White Paper on Human Resource Management, 1997 identifies six critical value values which are derived from the Constitution, to underpin human resource management in the Public Service and ensures professionalism, the values are:

- Accessibility
- Transparency
- Accountability
- Participation

Clause 17 on the White Paper on Human Resource Management emphasized that selection criteria will be centred only on the inherent requirements of the position to be filled, and will be based on competencies rather than undue over-emphasis on academic qualifications (Free State Provincial Government, 2006). In this view, merit must be defined within the perspective of employment equity. This clause is very critical when looking at the issues surrounding graduate unemployment and the effectiveness of the Internship Policy Programme.

According to section 12 of the white paper, national departments and provincial & provincial administrations should develop Human Resource Strategies which are integrated with their strategic and operational plans, in order to ensure that their future staffing needs are met through the values and lawful rules of the country. These approaches need to include clear specific employment equity objectives and targets for achieving a representative workforce. The white paper emphasizes that the Human Resource plan of public service departments should be very clear on the recruitment of interns and cater to all their developmental needs. According to Zuma (2017) to emphasize the significance of incorporating the Internship Programme in the departmental HR plan: The Internship Programme implementation summary review process undertaken in 2008, played a pivotal role on highlighting certain challenges in the Internship Programme implementation process and found that it was not sufficiently aligned to the strategic human resource needs of the departments and sectors.

Chapter one clause 1.3 of the White paper on Human Resource Management identifies how change is pivotal. This clause defines how the Department of Public Service and Administration recognizes, from its own contribution in administering the existing personnel management practices, that these processes in practicality are ineffective, discriminatory and inefficient. The gap in these practices through a number of inadequate practices that include:

The literature and the authoritative documents on internship present several core objectives of the internship programs, however, internship objectives are sometimes slightly different because their structure turns to be hugely become influenced by the aims of a particular department or company offering specifically those intern vacancies. However, it is still important to acknowledge that among several internship programs there are significant common objectives emphasized by all the legislation and policies. These objectives include:

- Resolving the general shortage of qualified and skilled labour force in the labour market.
- Providing unemployed graduates with valuable work experience to advance their employability.
- To resolve the issues of youth unemployment, more focusing on tertiary graduates.
- To create an environment that will enable students' whose are required to practice with an aim to earn credit for com a qualification to access that.

### **3.11 CONCLUSION**

This chapter began with an overview of the labour market trends aiming at placing the study into a context of labour market threatened by the skills gap that exists in simultaneously with the rise in the rate of graduates' unemployment and general youth unemployment. The chapter showed that graduates' unemployment is a public policy problem and that a significant number of graduates with tertiary degrees are often not absorbed into the labour market (2016:17-18). This chapter advanced through defined the nature and role of public policy examining its effectiveness. In examining the Internship Policy Programme the discussion has shown the policy gap existing in South Africa, and internationally (Ortiz, 2017), (Mlatsheni, 2018).

The chapter also introduces race, governance approach and HEI as key factors impacting youth and unemployment growth in South Africa, the key legislative framework that guides the design and implementation of the internship programme is examined in an attempt to discuss policy gap occurring in the implementation processes.

The chapter that follows presents the research methods and methodology.

## **CHAPTER FOUR: RESEARCH METHODOLOGY**

### **4.1 INTRODUCTION**

This chapter provides information with regards to the research methodology and justification of the study. The rationale for the use of particular research procedures is explained and discussed. The methods of data presentation, analyses and discussion are substantiated. This chapter further focuses on providing a holistic discussion of the research materials. In doing so, the Chapter explains how the materials were prepared for the research, a description of the research procedure is provided, and emphasis is made of how the measurements were derived. Understanding characteristics of research participant are vital towards ensuring ethical proceedings throughout the processes of data collection and analysis in a study, this chapter advances to outlines the characteristics of the participants and the ethical considerations that surrounded their participation.

### **4.2 PHILOSOPHICAL ASSUMPTIONS OF THE STUDY**

A philosophical assumption assists a researcher in selecting a research method relevant to the research question. According to Hathaway (1995), the decision to use quantitative, qualitative or mixed methods is shaped and completed by the researcher's assumptions concerning the nature of knowledge and reality. Philosophical assumptions can be categorized into two categories. The two categories are Ontological and Epistemological assumptions (Dazeley, Stone, and Images, 2015). According to Haase and Myers (1988), ontology and epistemology are the foundational branches of philosophy through which we can enter into the world of knowledge. The Philosophical assumptions in the current study are shaped by the internship policy implementation and the issue surrounding unemployment among the South African youth.

### 4.2.1 Ontology & Epistemology

Ontology is generally the branch of metaphysics that examines the nature of being. It functions as the theory that addresses the essential characteristics of things that exist reality defined through facts. Epistemology is the study of knowledge, examining what we know, how we know it, how we know that we know it, putting an emphasis on justified belief.

The pivotal relationship between ontology and epistemology play a critical role in the choice of mixed methods in this research study. Ontology and epistemology are closely related because when ontology explores some phenomena "what is the truth" then epistemology investigates the particular phenomena by using methods that to investigate and define how these phenomena are true or false followed by empiricism or rationalism, (Maraqah, 2014).

**Table 4.1: Differences between Qualitative and Quantitative approaches**

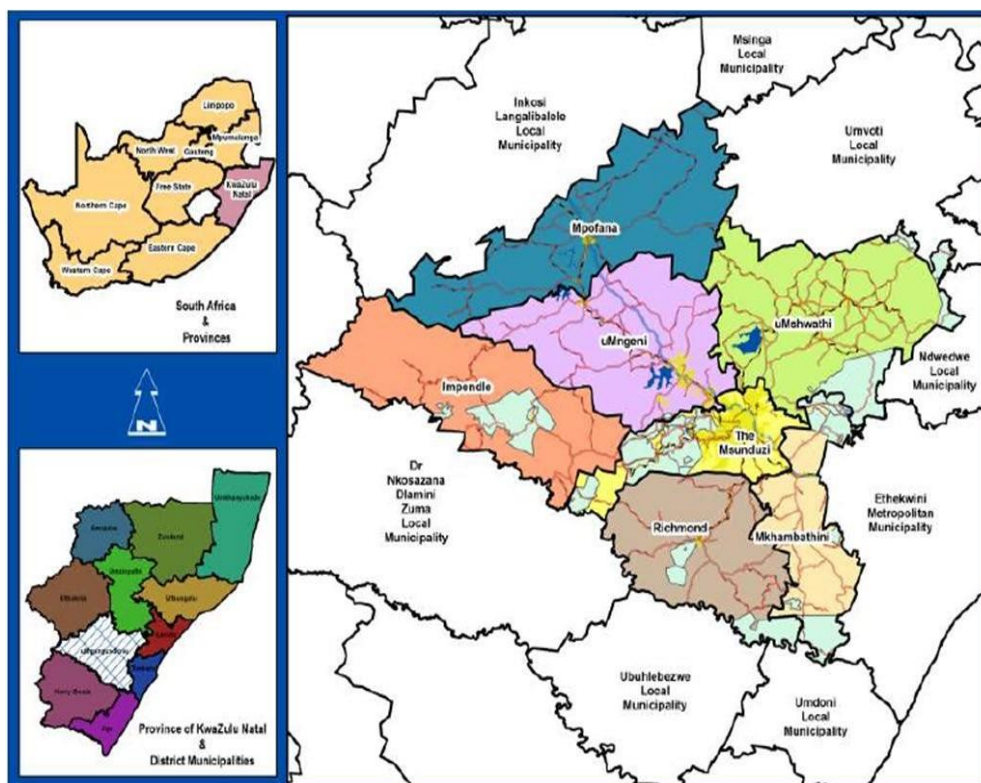
	<b>Qualitative Research Design</b>	<b>Quantitative Research Design</b>
Ontological Aspect	<ul style="list-style-type: none"> <li>• Ends with a hypothesis and grounded theory</li> <li>• Emergence and portrayal</li> <li>• Researcher as instrument</li> <li>• Naturalistic</li> <li>• Inductive</li> <li>• Searches for pattern</li> <li>• Seeks Pluralism, complexity</li> <li>• The descriptive language in reporting</li> </ul>	<ul style="list-style-type: none"> <li>• Begins with hypothesis and theories</li> <li>• Manipulation and control</li> <li>• Used formal instruments</li> <li>• Experimentation</li> <li>• Deductive</li> <li>• Component analysis</li> <li>• Seeks consensus</li> <li>• Reduces data to numerical indices</li> <li>• Abstract language is reporting</li> </ul>
Epistemological Aspect	<ul style="list-style-type: none"> <li>• Reality is socially constructed</li> <li>• The primacy of subject matter</li> <li>• Variables are complex, interwoven and difficult to measure</li> <li>• Takes an insider's point of view</li> </ul>	<ul style="list-style-type: none"> <li>• Facts have an objective reality</li> <li>• Primacy of method</li> <li>• Variables can be identified and relationships measured</li> <li>• Takes an outsider's point of view</li> </ul>
Research Purpose	<ul style="list-style-type: none"> <li>• Generalization is fuzzy</li> <li>• Interpretation is consensual</li> <li>• Understanding the actor's perspective</li> </ul>	<ul style="list-style-type: none"> <li>• Generalization is scientific</li> <li>• Prediction</li> <li>• Causal explanations are scientific</li> </ul>
Researcher's Role	<ul style="list-style-type: none"> <li>• Personal involvement and partial</li> <li>• Empathetic understanding</li> </ul>	<ul style="list-style-type: none"> <li>• Detached and impartial</li> <li>• Objectively portrayed</li> </ul>

**Source: Creswell (1998)**

Table 4.1 displays how qualitative research design and quantitative research design differs in terms of ontology and epistemology, the emphasis is that the qualitative approach ends with a hypothesis while quantitative begins with hypothesis and theories. Table 4.1 above also show how the similarities and differences between the two research methods by outlining the research purpose and the role of the researcher.

#### **4.3.1 Research Design and Strategy: Case study and Profile of the Research Area**

Case study as a research methodology allows a researcher to focus on specific area or group narrowing down the focus. According to Crow, Cresswell, Robertson, Avery, and Sheikh (2011), a case study is a focused, systematic investigation of a single individual, group community or some other unit in which the researcher examines in depth data relating to several variable. In this current study focusing on the uMgungundlovu District Municipality allowed the researcher to narrow down the broad topic of the internship policy gap into a manageable research questions.



**Figure 4.1: uMgungundlovu District Local Municipalities Map**

**Source: Integrated Development Plan (IDP) For uMgungundlovu District Municipal 2018/2019**

Pietermaritzburg (PMB) is under uMgungundlovu District Municipality. Pietermaritzburg is the capital city of the province of Kwa-Zulu Natal, with a population of 1,017,763 consisting people of diverse and more than 70% percent of the population is within the working group, thus form part of the labour force, according to the 2015/2016 IDP Review-draft this is reflected in the census 2011. However, the labour force of Pietermaritzburg is dominated by youth. According to the Integrated Development Plan 2017 (IDP) of the Pietermaritzburg city, as displayed on the above map in Figure 4.1, Pietermaritzburg is also the economic hub of the entire uMgungundlovu District consist of 7 local municipalities with a combined population over 1,017,763. Residence. In the IDP review–draft Pietermaritzburg is defined as the District’s primary urban centre and capital of KwaZulu-Natal. Pietermaritzburg is also significant for the economic development of the KwaZulu Natal Province.

The Pietermaritzburg city is also defined as a centre of academic excellence with several tertiary institutions spearheaded by the University of KwaZulu Natal. The IDP 2015/2017 has local economic development and social development, under community services as one of the six key areas. Issues listed as priorities in the IDP are mostly responding to unemployment especial among youth, thus creating job opportunities among youth and woman is also placed among top priorities. However, what is concerning in relation to the research topic of this paper is that nowhere in the IDP unemployed graduates are mentioned, especial local graduates. Msunduzi has the 2nd highest unemployment rate in the province which is 33, 0 with 64% of its labour force unemployed.

#### **4.3.2 Geographical Coverage**

The Internship Policy Programme of uMgungundlovu District Municipality should have a wider geographical spread across the length and breadth of the entire Pietermaritzburg city.

### **4.4 RESEARCH METHODOLOGY**

This section covers the research methodology and the technique taken in the research study. The central purpose of the study is to investigate the policy framework for internships design and implementation in South Africa, to identify the policy implementation framework for Internship Policy Programme within the Government Departments in uMgungundlovu District Municipality, and to identify the implementation challenges in the Municipality.

#### **4.4.1 Defining Research Methodology**

The research methodology is the process utilized by researchers, by designing on identifying effective instruments for data collection. According to Kothari (2004) "Research methodology is a way to systematically solve the research problem. It may be understood as a science of studying how research is done scientifically". Therefore, the methodology is fundamental for identifying the processes suitable for data collection for a specific study, and also identifying where and from whom the data is going to be collected.



In Kothari (2004) when a researcher is choosing the methodology for their research, should ask the following four questions:

- Is this methodology valid and will it provide relevant information including data and statistics that are essential?
- Will the chosen methodology be effective in the time available with samples concerned?
- Does the methodology measure the correct variables in a correct manner?
- Is this methodology clearly defined and reliable?

These questions are very important because they become the instrument to ensure that research chooses an effective methodology for the research.

Kothari (2004) advanced to explain the difference between Method and Methodology. In this view Kothari (2004) categories research methods into three groups. These groups are:

1. Methods focused on data collection. In this group or level, methods are utilized where the available data are insufficient to provide a solution due to the limited definition and analysis of the problem.
2. In the second stage group, methods emphasize statistical techniques. The key role of the statistical techniques is based on function as instruments for establishing relationships between the data and the unknowns.
3. The third and final group focus on evaluation because methods in the level are utilized to evaluate the accuracy of the results obtained.

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- Does the methodology measure the correct variables in a correct manner?
- Is this methodology clearly defined and reliable?

#### **4.4.2 Qualitative Research Methodology**

Qualitative research methodology is a social science approach that focus on non-numerical data with an objective to interpret meaning from these data that helps to understand social issues through the study of targeted population or places (Crossman, 2019:01). According to Goethals, Sorenson and MacGregor (2004:01) qualitative methods is rooted on interpretive and naturalistic approach allowing sensitivity to contextual factors and the ability to investigate symbolic dimension and social meaning in their natural settings.

According to Pope and Mays (2000) the three most dominant qualitative methods, which are the common effective approaches in social research are:

- Participant observation,
- In-depth interviews, and
- Focus groups.

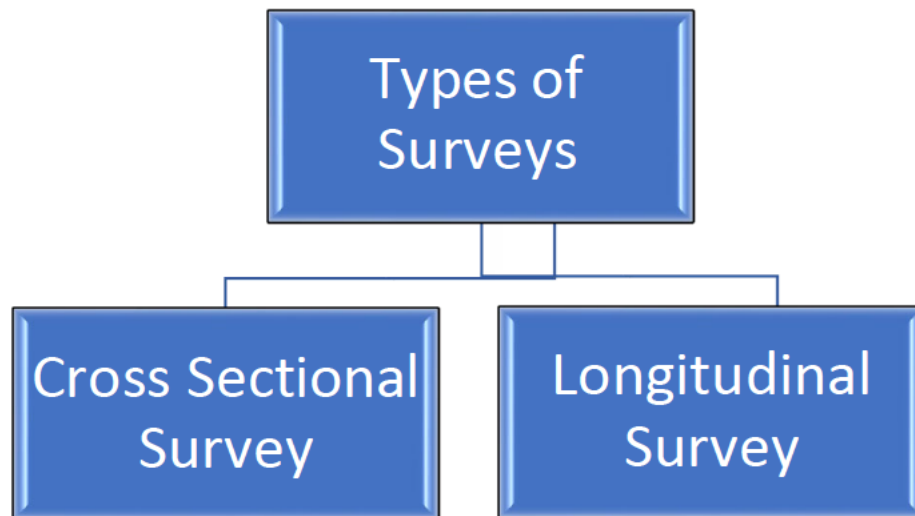
One of the three methods is particularly the most appropriate for obtaining a specific type of data. According to this view "Participant observation" is effective and sufficient for collecting data on naturally occurring behaviours in their typical contexts. In-depth interviews are specifically appropriate for collecting data focused on individuals' personal histories, perspectives, and experiences, predominantly when sensitive topics are being examined. While Focus groups are effective and the most relevant in an effective collection and examining of data on the cultural norms of a group and in generating broad overviews of issues of concern to the cultural groups or subgroups represented. In the three above qualitative methods, this research paper will utilize In-depth interviews.

#### **4.4.3 Quantitative Research Methodology**

Quantitative research methods are generally defined as the research methods dealing with numbers and anything that is measurable in a systematic way of investigation of phenomena and their relationships. Quantitative methods are effective and sufficient to answer questions on relationships within measurable variables rooted towards an objective to explain, predict and control phenomena (Leedy 1993). According to Kumar (2005), Quantitative research methods fall under the broad heading of descriptive research. This type of research corresponds to identifying the characteristics of an observed phenomenon or exploring correlations between two or more entities. The quantitative method typically defined by its character, to begin with, data collection based on a hypothesis or theory and it is followed by an application of descriptive or inferential statistics. Surveys and observations are some examples that are widely used with a statistical association. It is important to understand that there are different types of quantitative research methods.

The survey method is one of the most important areas of measurement in applied social research. The wide-ranging area of survey research includes any quantitative procedure (numerical measurements) that involve collecting data through questioning respondents. In this view, a survey can be anything from a short paper and pencil feedback form to an intensive one on one in-depth interview (Srivastava and Prasad, 2017). According to Mathers, Fox and Hum (2013), surveys can be divided into two broad categories. Those categories are the questionnaires and the interview. According to Ward, Clark, Zabriskle and Moris (2014: 85-86), questionnaires are usually paper and pencil instruments that the respondent utilized to respond to the researcher, and questioners are filled directly by the respondent. While on the other hand interviews are usually completed by the interviewer based on the respondent says. According to Brandburn, Sudman, Wansink (2004) sometimes, it is hard to distinguish the questionnaire and an interview. For instance, some people think that questioners always ask shortly closed-ended questions while interviews always ask broad open-ended questions (although they do tend to be shorter than in interviews) and there will often be a series of closed-ended questions asked in an interview.

**Figure 4.2: Types of Surveys**



#### **4.4 JUSTIFYING MIXED METHODS AS THE METHODOLOGY**

Choosing an effective and relevant research method is very pivotal in any research project, because research methods determine types of instruments to be utilized by the researcher in the processes of data collection, and also how the needed participant from the population will be sampled. According to Creswell (2004) research designs are categories of strategies or tools of investigation within three approaches, those three approaches are:

1. Quantitative methods
2. Qualitative methods
3. Mixed methods

What is fundamental is that these designs approach to provide specific direction for procedures in research design. In this research paper, the mixed method will be used as a tool to shape the nature of this study, so the researcher will integrate both qualities of qualitative and quantitative approaches. However, it is important to clarify that some phases or part of this research will be dominated by qualitative information due to this research being more focused on social perspective in nature, concerned more with the impact on the lives of individual graduate in relations to unemployment and understanding the link to the Internship Policy Programme within the society these graduates exist in.

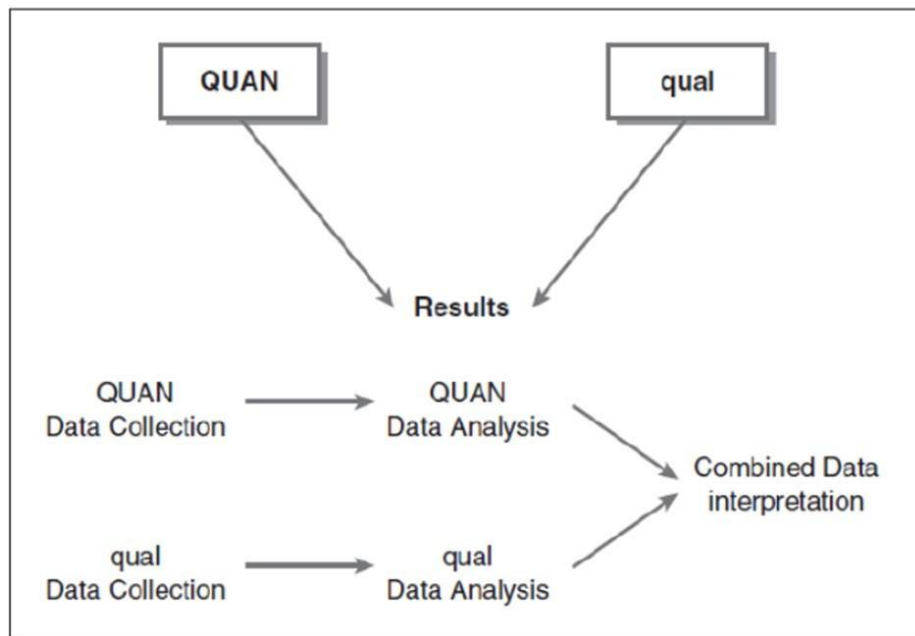
**Table 4.2: Key characters of qualitative versus key characters of quantitative**

Qualitative Methods	Quantitative Methods
Decide in advance	Emerging methods
Instruments based questions	Open-ended questions
Performance data, attitude data, observational data, and census data	Interview data, observation data, document data, and audio-visual data
Statistical analysis	Text and image analysis
Statistical interpretation	Themes and patterns interpretation

**Source: adopted from Jakob (2001)**

Mixed methods are rooted in combining both qualitative and quantitative data in a particular research study. “Mixed methods mean either that the qualitative and quantitative data are actually merged on one end of the continuum, kept separate on the other end of the continuum or combined in the same way between these two extremes” (Creswell, 2009:208). In this citation, it is revealed that when using mixed methods, characters of qualitative and quantitative can be mixed in all levels of the research, from data collection to data analysis phase of a research project. In this research project, quantitative and qualitative data will be collected simultaneously and merged. This research also merged characters of both qualitative and quantitative approaches in the final stage of data analysis.

**Figure 4.3: Qualitative and Quantitative Data combining approach**



**Source: Creswell, Plano Clark, Gutmann, & Hanson (2003)**

According to Woolley (2009) quantitative and qualitative components can be considered integrated to the extent that these components are explicitly related to each other within a single study and in such a way as to be mutually illuminating, thereby producing findings that are greater than the sum of the parts where findings from both approaches are combined in data interpretation stage as displayed on figure 4.4 above.

#### **4.5 RESEARCH DESIGN AND STRATEGY**

Case study research belongs to the qualitative research perspectives (Merriam, 2002:6). Since this research adopted the mixed method perspectives, it will use case study design to maximize the environment and research instruments that will enable the collection of sufficient data and to explore the complex issue surrounding the phenomenon of internships policy programme implementation and graduate employability rate in the Pietermaritzburg municipality areas. The case study is very critical for this research because according to Harrison, Birks, Franklin, & Mills (2017: 19) case studies are directed towards understanding the uniqueness and peculiarity of a specific case in all its complexity. In this case, we are exploring the Pietermaritzburg (uMgungundlovu District) to understand the implementation processes of internships and its effectiveness as a response to graduate and youth unemployment.

#### **4.5.1 The use of descriptive approach in this study**

According to Yin (2011) the descriptive model of case study is very effective in providing data for monitoring and evaluating policy programmes. In this view case study examines a contemporary phenomenon within its realistic context, therefore, examining issues as they occur in everyday life context. In this study this allowed the research to consider the views and everyday struggles of the interns in comparison with the available research both published and unpublished. According to Seixas, Smith and Mitton (2018) central concern of qualitative descriptive studies is to provide information of events and institutional structures concerning that particular phenomenon researched. Descriptive models provide instruments to answer five main questions:

- How many?
- How much?
- How effective?
- How efficient? And
- How adequate?

Seixas, Smith, and Mitton (2018) emphasise that instead of relying on institutional websites, public available policy documents or well established databases to understand how certain policies have been addressed, we could question key stakeholders from each relevant national context in orders to obtain essential information directly from them. This character of descriptive case study allowed this study to obtain data that brought in new insight on the topic of graduate employment in South Africa, like the finding of the impact of graduate unemployment on the youth that is somehow is disputed by the conclusion made by the available research on the topic of graduate unemployment.

## **4.6 RESEARCH PARTICIPANTS AND SELECTION OF TARGET POPULATION**

### **4.6.1 Target Population**

The target population is defined as the entire quantity of respondents that meet the elected set of conditions (Burns & Grove 1997:236). The target population in this research study constituted all tertiary graduates serving the internship in the public sector within the uMgungundlovu District Municipality, and the total of targeted interns was 1449. For 3 internship programme managers, the target population was all the managers employed to monitor and evaluate the implementation of the internship policy within the uMgungundlovu District Municipality and their total population was 32.

The uMgungundlovu District Municipality office monitors the administration and the implementation of the internship policy programme in all the seven local municipality.

### **4.6.2 Sampling**

Sampling in research is a process of selecting a group of people, objects, or items that are taken from a larger population for measurement. “Sampling is a process of selecting samples from a group or population to become the foundation for estimating and predicting the outcome of the population as well as to detect the unknown piece of information” (Perumal, 2009:123). The sample should be representative of the population to ensure that the researcher/s is able to generalize the findings from the research sample to the population as a whole (Easton & McColl, 2007). There are two main types of sampling: Probability sampling and Non-probability sampling. Probability sampling uses random sampling, while Non-probability does not use random technics to give all individuals in the population the same number of chances to be chosen (Gerson, 2002:85). This research uses a non-probability sampling technique to choose the research sample.

According to Trochin (2006) what is critical in this sampling technique is to minimize biases when sampling. A core character of non-probability sampling is to identify the relevant participant from the population. Gerson (2002; 87) note that Purposive sampling under non-probability sampling this research will focus on purposive sampling. Purposive sampling allows a researcher to choose participant based on their knowledge and the study’s purpose or needs. Therefore, Purposive sampling was utilised in this research because the researcher needed to focus on particular characteristics of a population that are of interest, which will best enable conducive environment to answer the research questions.



#### **4.6.3 Sample Size**

The IDP of the uMgungundlovu District containing the internship program for the unemployed youth, more specifically unemployed graduates, covers all the local municipalities providing for seven of the local municipalities within its jurisdiction, namely: Impendle local Municipal, Mkhambathini local Municipal, Mpofana local Municipal, Msunduzi local Municipal, uMgeni local Municipal, uMshwathi local Municipal and Richmond local Municipal. Therefore, the sample size for this research was from specifically the uMgungundlovu District municipality offices, which is located in the Pietermaritzburg as the capital city of KwaZulu Natal. According to LoBiondo-Wood & Haber (1998), a researcher must ensure the largest sample possible is used in research. According to this view the larger the sample the more representative it is going to be, smaller samples produce less accurate results because they are probably lesser representative of the population.

The Municipality distributes the interns to 13 SETAs. Four SETAs out of the 13 SETAs were sampled focusing the study to be manageable and specific. In the four identified SETAs the internship programme has been running since 2016 and the experiences are documented in reports. The four chosen SETAs have a total population of 1449 interns. The intention was to sample 37 interns which is 10 percent of 1449. Full access was permitted and a total of 37 responses was obtained. From a population of 32 top-level managers in the uMgungundlovu District office, 3 managers were sampled and interviewed.

#### **4.6.4 The four Sampled SETAs**

The FP&M Sector SETA consists of thirteen sub-sectors namely clothing, footwear, forestry, furniture, general goods, leather, packaging, print media, printing, publishing, pulp and paper, textiles and wood products sectors. The Safety and Security Sector Education and Training Authority (SASSETA) serves the safety and security environment of South Africa with the facilitation of skills development and qualifications. According to the Department of labour (2017), The MICT sector is currently made up of just over 21,000 companies spread across the five sub-sectors (allocated to the MICT SETA through the SARS registration process). Nearly 50% of the sector employer base is constituted by organizations in Information Technology, followed by Telecommunications at 15% and Electronics at 13%; while the Film and Electronic Media and Advertising sub-sectors represent 12% each.

CETA sector covers the entire construction industry (Building Construction, Built Environment Professions, material manufacturing, and Roads & Civil Construction), The CETA initiates skills projects and learner-ships aimed at improving and developing South Africa's human resources, including a construction workforce whose skills are recognised and valued in terms of the National Qualification Frameworks (NQF) (Department of Public Service and Administration, 2006:20). This will ensure that the research covers all directorates and the graduates from different faculties/industries are given a chance to be sampled, therefore holistically addressing the research question that investigates what are the successes and challenges in implementing the Internship Programme in the uMgungundlovu District through the survey.

#### **4.6.5 Sampling technique**

This research uses a non-probability sampling technique to choose the research sample. According to Trochin (2006), what is critical in this sampling technique is to minimize biases when sampling. A core character of non-probability sampling is to identify the relevant participant from the population. Purposive sampling under non-probability sampling this research will focus on purposive sampling. Purposive sampling allows a researcher to choose participant based on their knowledge and the study's purpose or needs. In the uMgungundlovu District Municipal office, from a population of five top-level managers, three of them will be sampled as participants to be interviewed. Using nonprobability sampling, one manager from the technical services, one from the community services sector and one from the corporate services sector are identified to form part of the sample. These three managers from uMgungundlovu District Municipal office are purposefully identified because of their departments & functions and the purpose of their offices as reflected in the Function of the uMgungundlovu top-level management charter.

#### **4.7 METHODS OF DATA COLLECTION AND DATA COLLECTION INSTRUMENTS**

The study employed both primary and secondary data collection methods. Primary through interviews & surveys, and secondary data through journals, articles books, etc. Three semi-structured interviews were conducted within the uMgungundlovu District Municipal office, from within the internship programme.

A key technique or character in these interviews is rooted in maximizing the ability of individuals to talk openly about the topic (Creswell, 2014). Interviews allow a richer approach to explore deeper issues in a particular issue, and not just asking questions, because interviews go far beyond asking questions (Leedy, 1997). What is significant is that semi-structured questions play a fundamental role in maximizing qualitative data in research. According to Burnard, Gill, Stewart, Treasure, & Chadwick, (2008); Gill, Stewart, Treasure, & Chadwick, (2008); Corbin & Morse (2003) although several approaches can be used to interview participants in qualitative research, however, there are three fundamental interview approaches. These three types of interviews are: Structured, Semi-structured and Unstructured.

This research study followed semi-structured approach through establishing interviews that has several key questions which ensured direction towards the specific research areas that was explored, however, also significantly allowed the researcher the flexibility to pursue an idea in a response in more detail, this is a medium between structured and unstructured interviews (Gill, Stewart, Treasures & Chadwick, 2008). Therefore, the rational for the interview pre-arranged questions was to ensure a guide for the researcher in asking relevant questions with an aim based on the realization of the objectives of this research study. Three in-depth interviews were implemented in a face to face interview approach, the semi structured interview schedule can be found in the appendix section.

#### **4.7.1 Questionnaires**

According to Rowley (2013); Winter (1990) & Thomas and Taylor (2011) questionnaires are mostly utilized the effective instrument in conducting quantitative research, where the researcher's objective is rooted towards profiling the sample in terms of numbers, like the proportion of the sample in different age groups. What is also favourable about Questionnaires is that they are one of the most affordable ways to gather quantitative data, therefore this was very advantageous for this study.

#### **4.7.2 The rational of one on one interviews and semi-structured**

In-depth interview/ semi-structured one on one interviews

In this study, individual interviews, which are a form of semi-structured conversations, prosecuted through semi-structured questions. The interviews consisted of semi-structured and open-ended questions which created a platform for the researcher to even probe further. May (2006: 123) maintain that semi-structured interviews enable the interviewer to have more latitude to probe beyond the answers and thus enter into a dialogue with the interviewees. Interviews were implemented face to face interviews included open-ended questions for the purpose of elaboration and they are worth a lot of data, the proceeding of the interviews were done through tape-recorded so that as the researcher could be able to write the correct data without distorting some of it. It also allowed the participants to express themselves in the way they feel is best for them while giving them the opportunity to share their experiences in their own words.

#### **4.7.2.1 Advantages of Open-ended questions**

- Open-ended questions allow respondents to include more information, such as feelings, attitudes, and their individual understanding of the subject. Closed-ended questions, because of the straightforwardness and formal structure, may not offer the respondents choices that reflect their real feelings. Thus, limiting access to identifications of real problem or solutions.
- Open-ended questions offer respondents the opportunity to further explain if they do not relate to the question or do not have an opinion on an issue.
- Open-ended questions may produce more truthful information and unique insight for researchers as respondents may find them less threatening than scaled questions.

#### **4.7.2.2 Disadvantage of open-ended questions**

- Literacy and language- If your respondents are not adequately literate, or if they do not find writing or typing a comfortable way of expressing themselves, this would be a disadvantage if the respondent has to answer the survey question, the answers may be very minimal and may not give the necessary or expected insight. The language the researcher use is very important because it may limit participants to interaction if they are not comfortable or familiar with the language.

- Respondents might perceive open-end questions as taking too much time or demanding too much effort to answer, causing them to give a minimal, less informative answer.
- Responses to open-ended questions could be challenging to interpret and examine, limiting their usefulness for data collection. More specifically in online or self-administered surveys where there is no interviewer accessible to safeguard a sufficient answer to the question.

### **4.7.3 Surveys**

According to Floyd and Fowler (2014) surveys are fundamentally a matter of asking a sample of people from a specific population a set of research question with an aim of using the answers to describe the population. Therefore, this research distributed 37 surveys to interns from the uMgungundlovu District Municipality office. The rationale of the 37 surveys in total is rooted in the, ten percent of the total identified interns' population sampled. Therefore, out of 372 interns from the four purposively sampled SETAs working with the uMgungundlovu District, 37 interns, as 10 percent of the total population was to be sampled. As mentioned previously, full access was permitted and a total of 38 responses was obtained.

The surveys are very relevant in this study, a reason for that being their anonymity approach which allows respondents to answer with more honest and valid answers. To get the most accurate data, the researcher needs respondents to be as open and honest as possible with their answers Foddy (1993). According to Boynton and Greenhalgh (2004) Surveys conducted anonymously create an environment for more honest and unambiguous responses than other types of research methodologies, especially if it is clearly stated that survey answers will remain completely confidential.

### **4.7.4 The Questionnaire**

The questionnaire is one of the most utilized research instrument, however, also the most abused of the data gathering devices (Kenneth, 2005). This could be linked to that questionnaires are very easy to prepare and to administer. A questionnaire is generally a form prepared and distributed to secure responses to certain questions of a study.

It is a device for securing answers to questions by using a form which the respondent will fill by self specifically. It is a systematic compilation of questions. It is an important instrument being effectively utilized to gather information from widely scattered sources. Questioners are very useful where one cannot see personally all of the research participants from whom he desires responses and also where there is no particular reason to see them personally. These characters of the questionnaires made it a perfect instrument that was very much effective and sufficient as data collecting instrument, when one look at the affordability and the mobility of the instrument.

Kothar (2004) notes:

- The key purpose of a questionnaire is to procure data from respondents. (In a form of a clear and simple questionnaire)
- It plays a pivotal role to ensure an inexpensive way to gather data from a potentially large number of respondents (through the mail, email or telephonic)
- It helps to increases the speed and accuracy of recording research data.
- When Questionnaires are properly constructed and implemented professional and effectively they become a very sufficient tool for providing a standardized data collection procedure. Questionnaires as an instrument for data gathering plays a significant role in saving time, minimizing financial cost and towards saving energy. According to this view, improper design of questionnaires can lead to incomplete information, inaccurate data, and higher costs.

#### **4.8 DATA ANALYSIS**

The core analysis approaches for this study is guided by the mixed methods analysis approaches. According to Onwuegbuzie (2011), a mixed analysis involves using quantitative and quantitative data analysis techniques within the same study. According to Creswell & Plano Clark (2007) mixed-method evaluation designs are derived from and illustrated by empirical practice:

- Data transformation.
- Typology development.
- Extreme case analysis.

- Data merging.

Though the four empirical practices emphasized by Creswell & Clark (2007) data analysis for this study occurred after the researcher finished with both the collection of qualitative and quantitative data through surveys and interviews. On the analysis processes, the researcher revisited the field notes, transcripts and voice recorded notes to ensure an effective and correct data analysis. For qualitative data in this study, thematic analysis was utilized. A number of research authors including Braun & Clarke (2006) and Boyatzis (1998) emphasize that “Thematic Analysis” is a qualitative analysis approach. In this view thematic analysis is rooted in classifications and present themes and patterns that relate to the data collected. Another key character of the thematic analysis method is its illustration of the data in great detail and holistically deals with diverse subjects via interpretations (Braun & Clarke, 2006:77). What is pivotal in this stage in every research project is that findings are interpreted to elaborate the meaning/s of all data (in this case both qualitative and quantitative data). According to Gupta (2001) data analysis involves five pivotal activities, these five activities are:

- To pronounce and summarize the data
- To associate the parallel links between variables and
- To define the relationships between variables
- Identify the difference between variables
- To project outcomes

According to Creswell & Plano Clark (2007), Concurrent mixed method data collection strategies play a significant role to validate one form of data with the other form, to transform the data for comparison, or to address different types of questions. Therefore, in this study, the researcher using a current approach to address different types of question. Qualitative instruments focusing on the questions for those implementing the internship program, while the quantitative focus on examining the internship on the perspective on the graduate/interns. This research study advances and used the triangulation approach adopting its characters of seeking convergence and corroboration of findings from different methods that study the same phenomenon (Greene, Caracell, and Grahah, 1989: 258), however, convergence and corroboration are only used to validate general conclusions and recommendations drawn from the obtained data.

Analysing the quantitative data occurred through both descriptive statistics and inferential statistics. According to Caracelli (1993) in quantitative data analysis, what is fundamental is to turn raw numbers into meaningful data through the application of rational and critical thinking. According to Rahman (2017), quantitative data analysis generally includes the calculation of frequencies of variables and differences between variables. The significant step in data analysis stages in this study will be rooted in describing the collected data, using figures to give a visual presentation of data and statistics to generate numeric descriptions of the data. Numerical analysis of research findings will advance through exploring the relationship and differences between two and more variables, with an objective to understand how one variable affects another variable. However, the univariate analysis will also play a significant role in this study where a researcher will analyse one variable at a time. Presentation of the survey data will occur through bar graphs, pie graphs, Histograms, and Frequency tables.

### **What is triangulation in mixed methods?**

According to Martens and Hesse-Biber (2012) Triangulation is a measurement approach/tool often used by surveyors to locate an object in space by relying on two known points in order to “triangulate” on an unknown fixed point in that same space. According to this view social scientists borrowed the concept of triangulation to argue for its use in the validation process in assessing the veracity of social science research results. According to Tashakkori and Teddlie (2003), mixed methods data analysis techniques should not be defined, controlled or limited by the underlying epistemological orientation, however, it is the research purpose significantly influence and directly shape the data analyses techniques. Therefore, the researcher utilized the mixed method data collection for several objectives including the validation of one form of data with the other form, to transform the data for comparison, while addressing different types of research questions (Creswell & Plano Clark 2007: 118).

## **4.9 THE SIGNIFICANCE OF ANALYTICAL COMPONENTS**

According to Teddlie & Tashakkori (2009) significantly, a pivotal aspect of mixed analyses is its flexible ability to give emphasis on both or one approach between the quantitative analysis component(s) and the qualitative analysis component(s). "Either the qualitative and quantitative analysis components can be given approximately equal priority (i.e., equal status) or one analysis component can be given significantly higher priority than the other analysis component (i.e., dominant status)" (Ownuegbuzie and Combs, 2011: 05).



According to Teddie & Tashakkori's (2009) and Onwuegbuzie, Authony and Combs (2011) view, when the quantitative analysis element is given a significantly higher priority, then the analysis essentially is a quantitative-dominant mixed analysis, wherein the analyst adopts a post positivist stance, while believing simultaneously that the inclusion of qualitative data and analysis is likely to increase understanding of the underlying phenomenon. In contrast, if the qualitative analysis component is dominant, then the analysis essentially is a qualitative-dominant mixed analysis, whereby the analyst assumes a constructivist-poststructuralist-critical stance with respect to the mixed analysis process, while believing simultaneously that the inclusion of quantitative data and analysis is likely to provide richer data and interpretations (Johnson et al., 2007).

Effective and relevant techniques were used to analyse the empirical data. It is emphasized by Creswell (2012) and Silverman 2013 that the choice of a particular approached and methods of data analysis are, driven, among others, by the research questions, the research strategies, the theoretical framework, therefore a combination of quantitative and qualitative data analysis were be utilized in this research study. Data analysis for this study occurred after the researcher finishes with the surveys and interviews in a concurrent approach. When analysing the researcher revisited the field notes, transcripts and voice recorded notes then data was analysed. For this study, thematic analysis method was utilized. According to Boyatzis (1998) "Thematic Analysis" is a qualitative analysis approach. It is rooted in classifications and present themes and patterns that relate to the data collected. Another key character of the thematic analysis method is its illustration of the data in great detail and holistically deals with diverse subjects via interpretations. What is pivotal in this stage in every research project is that findings are interpreted to elaborate the meaning/s of all data (in this case both qualitative and quantitative data).

According to Gupta (2011) data analysis involves five important activities, these five activities are:

- To pronounce and summarize the data
- To associate the parallel links between variables and
- To define the relationships between variables

- Identify the difference between variables
- To project outcomes

Analysing the quantitative data occurred through both descriptive statistics and inferential statistics. According to Caracelli (1993) in quantitative data analysis, you are expected to turn raw numbers into meaningful data through the application of rational and critical thinking. Quantitative data analysis generally includes the calculation of frequencies of variables and differences between variables. The significant step in data analysis stages in this study was rooted in describing the collected data, using figures to give a visual presentation of data and statistics to generate numeric descriptions of the data. Numerical analysis of research findings advanced through exploring the relationship and differences between two and more variables, with an objective to understand how one variable affects another variable.

However, the univariate analysis also played a significant role in this study where a researcher analysed one variable at a time. Presentation of the survey data occurred through bar graphs, pie graphs, Histograms, and Frequency tables, thereafter four measurement levels of variables are used to identify the appropriate figure and the visualization method entirely to represent a particular set of data.

#### **4.10 ETHICAL CONSIDERATIONS**

Ethical considerations are fundamental for academic research; therefore, an amount of ethics is key for commencement and continuity of this research, “Informed consent and all the ethical considerations is the major ethical issue in conducting research” (Fouka and Mantzorou, 2011: 04). These ethical considerations include the following:

- Apply to the Ethics Committee.
- Get Gatekeepers letters.
- Ensure confidentiality for participants.

- Informed Consent
- Right to withdraw

Considering all the above ethics issues, the researcher applied for ethical clearance from the university. Ethical clearance is pivotal for the involvement of human subjects in the research, this was obtained prior to any research work being done including surveys and interviews of this study. What is also imperative is the idea of voluntary participation which means that participants must be willing to participate in research. They should not be forced, bribed, threatened or even pressured to participate. Voluntary participation guarantees accurate results (Crow, Wiles, Heath and Charles, 2006). Furthermore, through informed consent, the researcher made participants aware of how, where and when the study will be conducted prior to agreeing to participate in this study.

According to Crow, Wiles, Heath, and Charles (2006), this plays a significant role to ensure that participants are aware of the risks they put themselves into and this also emphasize their right to withdraw if they feel uncomfortable with some of the things that took take place during the process of the research. Crow, Wiles, Heath, and Charles (2012) advances and outline that it is very crucial for the researcher not to conduct research in places or situations where participants will feel unsafe. The researcher ensured the level of confidentiality to the participants because Anonymity and confidentiality go hand in hand. Anonymity means that participants are allowed to participate anonymously, which means that they will remain anonymous during the course of the study. Fictitious names will be used to ensure the anonymity of participants.

In conclusion, this chapter has given a brief presentation of the research methodology. It also outlined the incorporation of the two methods which are quantitative and qualitative research methods, combined to form mixed methods, the emphasis is on that mixed methods mean either that the qualitative and quantitative data are actually merged on one end of the continuum, kept separate on the other end of the continuum or combined in the same way between these two extremes” (Creswell, 2009:208). This chapter advanced and outlined the problem that the study seeks to address and the core objectives of the study. It also presented the procedure taken when analysing data which is thematic analysis and the rationale for utilizing it.

#### **4.11 RESEARCH LIMITATIONS**

The focus on one municipality and few numbers of participants within the chosen municipality was the limitation of this study. However, the findings can be utilized to inform the policy gaps in the implementation of similar policy programs for the South African comparable municipalities.

#### **4.12 CONCLUSION**

This chapter provides an overview of both quantitative and qualitative research methodologies. It further compared these two-research methodologies with an aim to discuss and justify mixed methods as the core methodology of this study. This chapter also briefly discussed the methods of data collection and their significance and relevance in this research study. In conclusion, this chapter presented how finding will be analysed emphasizing thematic analysis in qualitative data and statically analysis for quantitative findings.

## **CHAPTER FIVE: DATA PRESENTATION AND ANALYSIS**

### **5.1 INTRODUCTION**

This chapter presents the discussion of the data. This research adopted a mixed method approach as discussed in details in the previous chapter. Qualitative data and quantitative data acted as the main source of information for this study. Thus, the current chapter discusses the data analysis procedures that were followed. Qualitative was organized through transcribing and the researcher advanced and coded the obtained data compressing the data for a more efficient data analysis process. Thematic analysis was employed.

### **5.2 PRESENTATION OF DATA COLLECTED THROUGH INTERVIEWS**

#### **5.2.1 FINDINGS FROM INTERVIEWS WITH DISTRICT MANAGER**

Interviews are a systematic way of talking and are one of the most relevant methods for in-depth information collection on people's thoughts, views, experiences and feelings on particular issues (Kajornboon, 2005). The interviews were composed of 20 open-ended questions seeking to obtain the opinions of the District Managers and/ or Internship coordinators on the issues of implementation of the Internship Policy Programme within the UMgungundlovu District Municipality. Each of the Managers was emailed a request for a face to face meeting. In the request, they were asked to arrange a convenient date, venue and time, suitable for both parties for the interviews. The interviews schedules and questions can be found in the Appendix section.

The interpretations of the responses obtained are as follows:

- **What is your company's /department's strategies to disseminate information on the internship programme to its target population, and how effective are those strategies?**

The District Managers indicated that although there are other means like the District website and email system to ensure that the internship vacancies are exposed to the relevant beneficiary, however, the three major methods used by their offices are; Local News Papers, notice boards and the word of mouth. The District managers responsible for the internship programme mentioned that the Government website was not active and is usually not updated, therefore, they do not use it for advertising internship vacancies. One of the managers from the hosting organizations indicated that other strategies usually used to disseminate information

concerning internship vacancies and other information includes local media more specifically the newspapers, and sometimes local radio stations. One of the managers emphasised that the District office partners with High Education institution and the organizations specializing on youth development and employment like NYDA to inform students about internship and work opportunities using different mediums, such as the implementation of Career Day, Pamphlet distribution and the intranet.

These above strategies to disseminate internship opportunities within the uMgungundlovu District cover a huge number of beneficiaries (graduate and unemployed youth) sufficiently, according to the District office manager. However, the website of the District would maximize the quantities of the beneficiary who have access to the internship's vacancies. The Internet plays a pivotal role as a medium to communicate with the youth.

- **What is the strategy the department employs to distribute interns within the department or to SETAs for them to be allocated to the hosting companies or organizations?**

District Managers indicated that there is a private company hired by the uMgungundlovu District to deal with distributing internship vacancies and all the allocation processes of interns to the relevant hosting Companies, and also directly facilitate how the hosting employers to provide the skills and work experience, and this hired company also plays a pivotal role in the entire processes of monitoring and evaluation of the internship policy program because the fundamental role of this company is implementing the internship. However, the managers also stressed that SETAs are still the main facilitators of the internship programme implemented within the uMgungundlovu District.

All Managers indicated that the private company responsible for allocations of the interns is also responsible for monitoring the progress and interaction of the interns within their workplace. Outsourcing for the implementation of government policies in the country has proven to be good for certain policy domains, however, disadvantageous to domains pertaining to public education, skills development, and public services. However, it worth noting that the managers indicated that the implementing agency hired has been effective in all its tasks.

However, one of the managers indicated they have limited access to the interns since they interact with them through the implementing agency, therefore they do not have adequate knowledge that could enable them to keep in contact with the interns so to understand the effectiveness of the internship on the. Table: 5.1 below indicate dominance or influence level

and their responsibility. The researcher used colours to indicate the level of dominance: Red colour indicates the most dominant institution; Yellow colour indicated the second dominant institution and grey colour indicate the list influential with no dominance.

Influence /Impact on the intern's distribution processes	
Institution	Activities and Responsibility
SETAs	<ul style="list-style-type: none"> <li>• Distributing Government Funds for specific types of graduates for specific skills.</li> <li>• Facilitate the Implementations of the Internship Policy Programme.</li> </ul>
UMgungundlovu District Municipality	<ul style="list-style-type: none"> <li>• Identifies the system or company to distribute the internships.</li> <li>• Marketing the available internship vacancies</li> </ul>
Implementing Agency	<ul style="list-style-type: none"> <li>• Allocation of the interns to the hosting organizations/employers.</li> <li>• Facilitate (Monitors and evaluate) the ground implementation of the internship programme.</li> <li>• Mediator between uMgungundlovu District Municipality and Hosting companies.</li> </ul>

**Table 5.1: INFLUENCE /IMPACT ON THE INTERN'S DISTRIBUTION PROCESSES**

- **What are the significant public benefits rooted in the implementation processes of the internships programme, directly responding to the public's economic & social demands? (If any exist)**

District Managers emphasized that the internships add value (leadership skill and industry knowledge) to the youth who participate in these programmes, thus directly advances the skills and job experience of the available labour force in the country. The internship coordinators from one of the hosting employers indicated that some of the interns were allocated to NPOs, therefore, directly contributing to the social and economic development of the society. One of the managers gave an example where interns were leading a programme of designing reusable sanitary pads which will be provided to young girls from poor families and also distributed to disadvantaged schools.

The responses of the managers hugely reflected that the Internship Policy Programme is directly responding to the needs of the society concerning both the economic and social developments. The most contributions identified by the manager included work experience for the interns, maximizing more equipped and educated relevant skilled labour force for the country.

- **What impact do the designing and the implementation of the internship programme have on youth, especial on young graduates?**

Managers indicated that the Internship Policy Programme is by definition and in practice a youth development programme. Managers also emphasised that the internship proves to be effective in making sure that entry-level employees' especial graduates, as well as employers, benefit from good quality training that leads to a higher productivity rate. Some of the District Coordinators made specific mention that one of the pivotal key benefits of internships is that they offer opportunities to learn "soft" skills and a platform to gain the experience essential in the labour market.

- **What are the bases arrangements guarding the Internship Programme's implementation in the uMgungundlovu District and how effective are they?**

Managers indicated that the internship policy programs are guided by the legislature which includes Policies such as the National Youth Commission Act of 1996, the National Youth Development Policy Framework, the National Youth Policy, the National Qualifications Framework and several other policies, and the emphasis is that all these policies play a pivotal role amongst the policies underpinning youth development in South Africa. All the managers indicated that although they are aware of all these policies as the policy framework guarding



the implementation of the internship, it is not the case on the practical implementation of the Internship Policy Programme due to a multiple stakeholder working together on the implementation processes.

One of the managers highlighted that regarding the second stakeholder, host organizations in which interns are placed, the processes and policies of implementation are amended to ensure that they are aligned with the host organization's objectives and the strategy of the implementing agency.

- **What do you know about the Policy guarding the designing and implementation of the internship programme?**

Some of the Managers indicated awareness of the policies guarding internship implementation such as the National Skills Development Act, National Youth Commission Act and other relevant legislature which are discussed in chapter two under the legislature section as most of their responses on the previous question also mention a number of these policies. The managers from the district expressed that these policies were not controlling or guiding the practical implementation of the internship programme during the period of 2018 business year. According to her, these policies were under review within the District during this period. Other managers indicated that the implementation of the internships was guided by the documentation from the hosting organizations and the internal policies or rules designed between the hosting organization and SETAs as the facilitators.

Managers indicated that the internal policies made between the implementing agency, the uMgungundlovu District and the hosting employers are preferable because of being flexible and conducive to the skills and environment provided by the hosting companies. One of such policies was defined through a file (lock book) which each intern comes with to the hosting organization/company as provided by SETAs. The managers explained that all the report and the progress of each intern are coded on this file and reported back to SETA.

- **Based on your above answer, do you regard those Policies as sufficiently developed to successfully implement the internship programme? Please explain further.**

Managers indicated that both the policies designed by the government and those by the SETAs in agreement with the hosting employers for the implementation of the internships are effective. However, one of the managers from the hosting organizations indicated that the legislature guiding the implementation of the internship is relevant for the overseers of the internship

programme. The manager expressed that the ground implementation lacks the administrative capacity to respond exactly to the aims and objectives of the legislature.

- **In your view, how do the internships, directly and indirectly, respond to graduates' and youth unemployment?**

All Managers indicated that the internship significantly respond more directly to graduates' & youth unemployment because all the key objectives of the Internship Policy Programme are responding to the South Africa's pressing challenges that are impacting on the ability of our economy to expand and provide new sustainable employment opportunities; internships are defined through contributing to the creation of the skilled and capable workforce for inclusive growth path and to ensure promotion of workplace skills development and exposure to sustainable employment opportunities. Managers expressed that this has been the practicality on the implementation of the internship, and the quantity and quality are increasing yearly.

One of the managers mentioned that it should be clear that the strategy of the internship policy to fight unemployment among graduates & the general youth and the increase of unemployment is not based on the absorption rate, but on equipping interns for future employment.

- **What and how are the challenges that you can associate with the availability and distribution of resources for the implementation of the internship programme? Please explain?**

Managers indicated that the number of vacancies for interns is created based on the budgets for the Internship Policy Programme, therefore, the resources are never a problem in terms of material provision for the skills development for the interns within the workplace. However, what was emphasized by this manager is that the slowness in the funding processes by the funders of the internship programme has been very critical.

The manager from the hosting organization expressed how the limitation of funding allocated to the programme limits the intake of the graduates into the internships, therefore, being unable to respond to a huge number of the graduates who depends on the internship program as the only option to gain skills and exposure into the labour market. According to this manager, what is also critical is that the limitation of funding of the internship programme within the District is also disadvantaging the TVET students who require internships as a prerequisite for them to graduate.

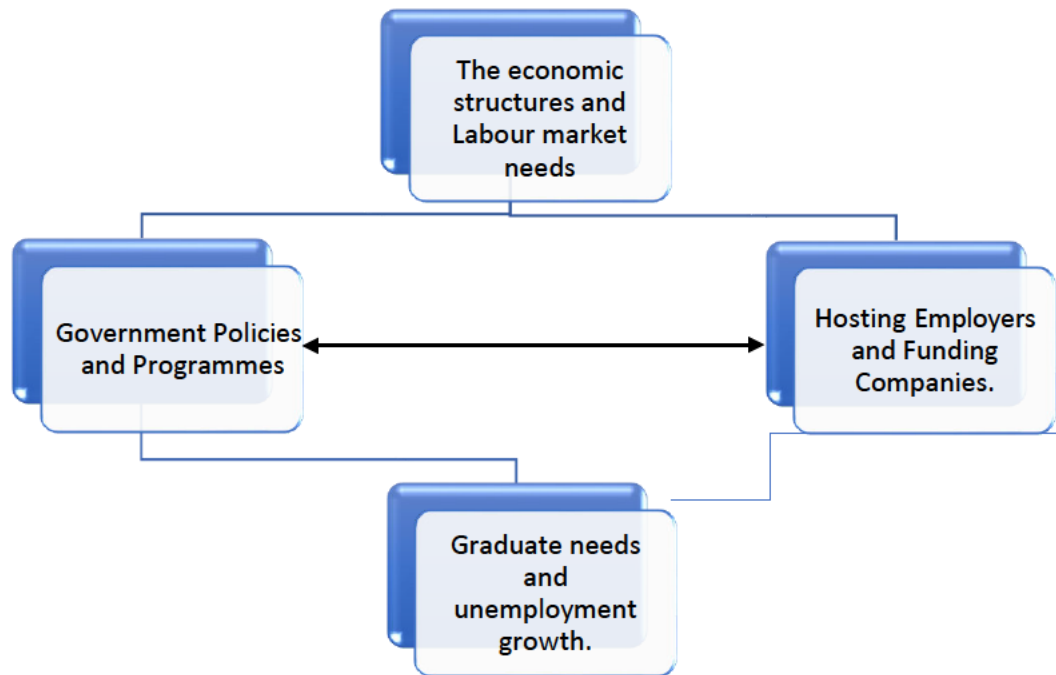
One of the managers expressed that the resources are not sufficient to even respond to 55% percent of the graduates' outputs, who are in desperate need of the internship vacancies.

The responses indicate a great concern on the available funds for the internship program, and the limitations within administration processes for the funding to implement the Internship Policy Programme.

- **How does the internship programme respond to the educational and labour market needs of individual graduates or interns?**

Managers indicated that the internships vacancies are responsive to meet the demand of the skills in the labour market, allowing employment provider to close the gaps in their human resources. However, internships are also responsive to the graduates available in the labour market, where the government provides funds to the companies to host graduates. The aim of the government here is controlled by the aim to provide skills and job experience to the graduates and the general youth.

Managers also indicated that it is important to understand that although the internships respond both to the needs of the graduates and of the labour market, however, the needs of the labour market dominates because funding is a fundamental driving force and it is the labour market which controls the economy and the development of the country as a sovereign body and as a member in the global market. Figure 5.1 indicate how a direct influence from the employer and funding companies directly influence the government policies, while on the other hand the economic structure influence both the government policies and the hosting employers. Funding companies always profile candidate for their internship thus being very specific on the types and the level of graduate they are looking for, thus there is very less flexibility towards adjusting the internship vacancies to suit the available unemployed graduates.



**Figure 5.1: Power distribution and the dominance of the institution influence the nature of the internship**

- **What are the platforms of communication between the management, programme implementers and interns within the Organization or SETAs for reporting, suggestion, and feedback?**

Managers from the uMgungundlovu Municipal District office indicated that the communication between them as the Skill Development Facilitator, the hosting employers, and the interns is handled by the implementing agency that is hired by the District to implement and monitor the internship programme on the ground. Therefore, the interns report through their mentors from the hosting employers, then the report goes to the managers of the hosting companies who report to the implementing agency, from then the District office receives the information from the independent hired implementing agency.

The managers did indicate that there is no formal written policy guarding the reporting processes between all the beneficiaries, however, they are effective means of reporting implemented by each hosting employers.

- **Based on your above answer how influential are the reports and comments made by stakeholders and beneficiaries including internship coordinators and the public in reshaping implementation and governance approach of the internship programmes?**

All the managers indicated that all the reports (recommendation and complaints) received from the beneficiaries and the stakeholders are always considered and they influence the

improvements made by the policy makers and the government for every financial year on the internship programme. The managers indicated that the interest of the public is represented by the labour commit working within the district office, while interns express their views during their mentorship.

- **What shapes and regulate the duration and content of the mentoring session for the interns?**

Out of the three internships program's managers within the uMgungundlovu District, two of them were also responsible for the duties of mentoring the interns and evaluating the work done by the interns. More of them interacted with their interns daily, however, due to the workload one of the managers that were interview made a specific mention that they are sometimes unavailable to the interns, therefore, interns had to be responsible with their freedom within the work place and learned to scout for relevant work to do. Therefore, manpower and the workload allocated to those mentoring the intern's controls the duration of the mentoring sessions.

- **What are the committees in place to evaluate the distribution of interns in the entire Internship Policy Programme and assess their development holistically, and how effective are they?**

The Managers indicated that the District has a local labour forum which plays multiple roles on the Internship Policy Programme including roles of the being an employment committee and the roles of a training and skill development committee. Therefore, according to their response, it is this local labour forum that evaluates the distribution and the effectiveness of the internship programme, however, the forum work in consultation with the independent implementing agency that was hired by the District office.

- **Are there any means for ensuring the alignments of Internship Work with their Qualifications?**

The Managers from the uMgungundlovu District office indicated that SETA as an institution has 8 different SETAs catering for graduates from different discipline, therefore, SETA as a facilitator group the graduates according to their qualification to ensure that they are allocated according to what they studied, while many employers implement the correct human resources selection practices as defined by the legislature, for example, interviews and job descriptions, However, they do not always expose interns to the relevant work that will enable them to

acquire the essential experience as promised for the vacancies. Some interns, because of being placed in entry-level positions, are only expected to do general administration and filing despite their qualifications.

- **Is there any show of appreciation for the intern for performed work?**

Responses from managers indicate that there are no formal means of showing appreciation to the interns by the hosting company. However, all the managers reflected that all the interns who complete the internship receive a certificate of acknowledgment and if there are areas where a particular intern excelled in they do get prizes like certificate, skill development opportunities (short courses) and sometimes bonuses.

- **What training is or has been provided to people tasked with mentoring interns?**

The managers indicated that since they are the ones who are assigned to mentor the interns, there is no need for them to be provided with training because of the experience they have. However, they mentioned that for other hosting employers who are part of the program, training to the assigned mentored is an internal responsibility of each hosting company and not the District office as the facilitators.

- **Has your internship programme been able to permanently absorb any of the interns into the department, and on average at what post level?**

Managers from the uMgungundlovu District office indicated that 65% of the graduates was absorbed by the employment providers after completing internships in the participating companies. One of the managers, however, indicated that in one of the companies which provided significant numbers of internship opportunities to the graduates and general youth within the District did not absorb any of the interns after the completion of the internships in the year 2018.

- **What are the Monitoring and Evaluation systems used by your department/organization for the entire internship programme?**

All the managers indicated that the mentors and the local labour committee are the core actors responsible for the ground evaluation. While the implementing agency and the District office both plays a role in monitoring and evaluation.

- **Do you have any suggestions and general comments about how the internship program could be improved?**

Responding on the general comments and suggestion question, the managers indicated that there is a significant Political interference hindering the effectiveness of the internships. According to the managers' who also played the role of the internship coordinators, they are unable to discipline some interns because of their political connection and affiliation. They expressed that this perpetuates nepotism and hinders the internships program from achieving its objective of instilling professionalism and essential experience to the interns.

### **5.2.2 Conclusion**

From these interviews, it can be summarised that: The designing of the Internship Policy Programme and the legislative framework should be amended to enable this programme to providing permanent employment to the unemployed graduates. The designs of the policy framework and implementation of the internship policy program are clear on that provision of employment is not among its objectives. Thus, the small absorption rate does not indicate failure and ineffectiveness of the Internship Policy Programme.

The Internship Policy Programme is directly relevant to providing experience and skill development. Managers within the hosting employers/organization need to be more informative on the policy framework guiding the implementation in accordance with the skills development act. A more effective way of consultation and reporting must be adopted into the regular implementation of the internship program, to include a combination of the bottom-up and top-down approach. Outsourcing the implementing company creates a gap between the interns, the government and the hosting organization, and its shift the responsibility from the government departments to that implementing private agency. The department must adopt a strategy which will allow effective and transparent consultation where the local government as a facilitator can totally account for the evaluation and monitoring of the internship's implementations.

This section is responsible for a detailed provision of the data collection using the self-administered questionnaire.

## **5.3 PRESENTATION OF DATA COLLECTED USING THE SELF-ADMINISTERED QUESTIONNAIRE**

### **5.3.1 THE RESEARCH INSTRUMENT**

The research instrument consisted of 56 items, with a level of measurement at a nominal or an ordinal level. The researcher divided the survey's question into 9 sections which measured various themes as illustrated below:

The survey questions in the discussion guides can be broadly outlined to cover the following:

**SECTION A: Biography information of the participants.**

**SECTION B: Accessibility to the program.**

**SECTION C: Preparation and Planning for the program.**

**SECTION D: Policy Knowledge**

**SECTION E: Monitoring and Evaluation of the relevance of training.**

**SECTION F: Progress assessment.**

**SECTION G: Remuneration**

**SECTION H: Training needs and Skills development.**

**SECTION I: Employability.**

### **5.3.2 THE SAMPLE AND RESPONSE RATE**

Full access was permitted and a total of 38 responses was obtained. Out the 38 questionnaires, two surveys were slightly incomplete, however, the researcher included the entire 38 surveys from the research findings.

The Supervision/manager of the Internship Policy Programme from the uMgungundlovu District office assisted the researcher to gain access to the interns within the uMgungundlovu District office and the interns who were sent to other hosting companies which were participating in the internships programme implemented by the uMgungundlovu District Office. Arrangements were made with the interns for the distribution of the self-administered questioners, and they were given four working days to fill and complete the questioners. The



uMgungundlovu manager was very hands-on in making sure that the questioners are distributed to all the identified interns and on ensuring their returns. This played a significant role in achieving the 100% completion and the returning of the questioners.

### 5.3.3 RELIABILITY STATISTICS

Reliability is fundamental because in the absence of reliability it is impossible to validate associated with the score of the scales. “The two most important aspects of precision are reliability and validity. Reliability is computed by taking several measurements on the same subjects” (Mohamed Sayeed, 2014: 205).

A test was conducted on the results obtained from the questionnaire to determine whether it is justifiable to interpreted scores aggregated together as the statistic from our quantitative data. Cronbach’s Alpha Score Theory was used as the basis of this analysis. All the items that constituted the questionnaire were combined on an analysis in the Cronbach’s Alpha score format. However, it is vital to mention that Cronbach’s Alpha removed 9 items due to that those items were defined by SPSS (IBM SPSS 22) as component variables that has zero variance. What is pivotal however is that the reliability score of these combined items exceeds the recommended value of 0. 700. Therefore, Cronbach's Alpha score of 0.813 indicates a high (overall) degree of acceptable, consistent scoring for this research (Miles and Shevlin, 2001).

**Reliability Statistics**

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
.813	.660	29

**Table 5.2: Cronbach’s Alpha Score of All items combined.**

According to Stevens (2009) the fewer the items the small the value from the Cronbach’s, it is for that reason that the items were combined on the validation test. Therefore, the value of 0.813 indicates a high (overall) degree of acceptable, consistent scoring for this research.

Although the limitation of fewer items on sections on the survey was addressed by the balance brought by the qualitative finding, however, for maximizing validation more items would require for further analysis.

#### **5.3.4 FACTORS ANALYSIS**

According to Landau and Everitt (2004), the foundational and central attributes of factor analysis is transforming a set of correlated variables into a set of uncorrelated variables that account for decreasing proportions of the variation of the original observations. The objective behind the method is aimed at reducing the complexity of the data by minimising the number of variables. Factor analysis can be defined as a statistical technique whose main goal is data reduction (Mohamed Sayeed, 2014:205). Therefore, the researcher through Factors analysis aimed at reducing data through identifying significant correlation on findings, therefore, designs new inclusive themes and variables.

#### **Correlations**

The researcher decided to think through the two-sided theoretical perspectives where a possibility of positive or negative correlation is considered. The test relies on the assumption of bivariate normality for all variables (Landan and Everitt, 2004). Correlations among variables and understanding the strength of association between two variables. Correlation coefficient: the closer  $r$  is to +1 or -1, the greater is the strength of the association (Simon and Goes, 2011:08). Therefore  $-1 < r < +1$

		Ethnicity of Participants	Age of respondents	Gender of respondents
Ethnicity of Participants	Pearson Correlation	1	-.069	.049
	Sig. (2-tailed)		.682	.769
	N	38	38	38
Age of respondents	Pearson Correlation	-.069	1	-.512**
	Sig. (2-tailed)	.682		.001
	N	38	38	38
Gender of respondents	Pearson Correlation	.049	-.512**	1
	Sig. (2-tailed)	.769	.001	
	N	38	38	38
Education qualification obtained	Pearson Correlation	.077	.056	.040
	Sig. (2-tailed)	.644	.740	.810
	N	38	38	38

**Table 5.3: Correlations on personal information**

		Education qualif ication obtained
Ethnicity of Participants	Pearson Correlation	.077
	Sig. (2-tailed)	.644
	N	38
Age of respondents	Pearson Correlation	.056
	Sig. (2-tailed)	.740
	N	38
Gender of respondents	Pearson Correlation	.040
	Sig. (2-tailed)	.810
	N	38
Education qualification obtained	Pearson Correlation	1
	Sig. (2-tailed)	
	N	38

**Table 5.4: 2nd correlations of a biography information**

The Cronbach's Alpha reflected there is no significance on age and gender in connection with the issues pertaining educational qualifications and ethnicity in this research study. However, this could be due to the small difference in terms of the race within the research respondents that were surveyed by this study.

		Education qualification obtained	Ethnicity of Participants	Were you given adequate working equipment and relevant support to complete the daily	Were you sent for a formal public service programme upon joining	Did you find the job description effective and sufficient?	Rate your Knowledge of section 36 of the constitution.	There is a direct link between your tertiary qualification and the task allocated to you?
Education qualification obtained	Pearson Correlation	1	.077	.407*	.263	.168	.173	.009
	Sig. (2-tailed)		.644	.011	.121	.312	.320	.959
	N	38	38	38	36	38	35	38
Ethnicity of Participants	Pearson Correlation	.077	1	-.080	-.133	.189	.221	-.373*
	Sig. (2-tailed)	.644		.632	.439	.257	.202	.021
	N	38	38	38	36	38	35	38
Were you given adequate working equipment and relevant support to complete the daily task?	Pearson Correlation	.407*	-.080	1	.354*	.072	.530**	.364*
	Sig. (2-tailed)	.011	.632		.034	.669	.001	.025
	N	38	38	38	36	38	35	38
Were you sent for a formal public service programme upon joining the department/organisation?	Pearson Correlation	.263	-.133	.354*	1	.302	.123	.023
	Sig. (2-tailed)	.121	.439	.034		.074	.494	.893
	N	36	36	36	36	36	33	36
Did you find the job description	Pearson Correlation	.168	.189	.072	.302	1	-.043	-.014

effective and sufficient?	Sig. (2-tailed)	.312	.257	.669	.074		.808	.936
N		38	38	38	36	38	35	38
Rate your Knowledge of section 36 of the constitution.	Pearson Correlation	.173	.221	.530**	.123	-.043	1	.123
	Sig. (2-tailed)	.320	.202	.001	.494	.808		.481
N		35	35	35	33	35	35	35
There is a direct link between your tertiary qualification and the task allocated to you?	Pearson Correlation	.009	-.373*	.364*	.023	-.014	.123	1
	Sig. (2-tailed)	.959	.021	.025	.893	.936	.481	
N		38	38	38	36	38	35	38
The sector that you are assigned to is relevant to your tertiary qualification?	Pearson Correlation	-.016	.082	.009	.081	.189	.148	.107
	Sig. (2-tailed)	.922	.627	.957	.639	.255	.397	.523
N		38	38	38	36	38	35	38
Do you feel that you are compensated adequately for the job you do in the department?	Pearson Correlation	-.075	-.525**	.190	-.147	-.296	-.151	.469**
	Sig. (2-tailed)	.654	.001	.254	.393	.071	.387	.003
N		38	38	38	36	38	35	38
Have you been sent to external training related to the job you do?	Pearson Correlation	-.234	-.172	.062	-.140	.283	-.076	.078
	Sig. (2-tailed)	.157	.302	.713	.415	.085	.665	.642
N		38	38	38	36	38	35	38
Are there any mechanisms in	Pearson Correlation	-.111	-.358*	-.079	.022	.149	-.358*	.114

place effective help you secure permanent employment?	Sig. (2- tailed)  N	.511 37	.030 37	.641 37	.899 35	.379 37	.038 34	.502 37
The content of your mentoring session.	Pearson Correlation  Sig. (2- tailed)  N	.091 .588 38	-.092 .583 38	-.081 .629 38	-.221 .195 36	.078 .643 38	-.033 .852 35	.162 .330 38
Do you feel that the majority of the task executed within the internship programme are education and develop your employability capacity?	Pearson Correlation  Sig. (2- tailed)  N	.030 .856 38	-.431** .007 38	.076 .650 38	.039 .821 36	-.228 .169 38	-.193 .267 35	.326* .046 38

\*\* . Correlation is significant at the 0.01 level (2-tailed).

**Table 5.5: Correlations between eight items**

## Correlations

		The sector that you are assigned to is relevant to your tertiary qualification?	Do you feel that you are compensated adequately for the job you do in the department?	Have you been sent to external training related to the job you do?	Are there any mechanisms in place effective help you secure permanent employment?	The content of your mentoring session.	Do you feel that the majority of the task executed within the internship programme are education and developed your employability capacity?
Education qualification obtained	Pearson Correlation	-.016	-.075	-.234	-.111	.091	.030
	Sig. (2-tailed)	.922	.654	.157	.511	.588	.856
	N	38	38	38	37	38	38
Ethnicity of Participants	Pearson Correlation	.082	-.525**	-.172	-.358*	-.092	-.431**
	Sig. (2-tailed)	.627	.001	.302	.030	.583	.007
	N	38	38	38	37	38	38
Were you given adequate working equipment and relevant support to complete the daily task?	Pearson Correlation	.009	.190	.062	-.079	-.081	.076
	Sig. (2-tailed)	.957	.254	.713	.641	.629	.650
	N	38	38	38	37	38	38
Were you sent for a formal public service programme upon joining the department/organisation?	Pearson Correlation	.081	-.147	-.140	.022	-.221	.039
	Sig. (2-tailed)	.639	.393	.415	.899	.195	.821
	N	36	36	36	35	36	36
Did you find the job description effective and sufficient?	Pearson Correlation	.189	-.296	.283	.149	.078	-.228
	Sig. (2-tailed)	.255	.071	.085	.379	.643	.169



N		38	38	38	37	38	38
Rate your Knowledge of section 36 of the constitution.	Pearson Correlation	.148	-.151	-.076	-.358*	-.033	-.193
	Sig. (2-tailed)	.397	.387	.665	.038	.852	.267
	N	35	35	35	34	35	35
There is a direct link between your tertiary qualification and the task allocated to you?	Pearson Correlation	.107	.469**	.078	.114	.162	.326*
	Sig. (2-tailed)	.523	.003	.642	.502	.330	.046
	N	38	38	38	37	38	38
The sector that you are assigned to is relevant to your tertiary qualification?	Pearson Correlation	1	-.074	.091	-.239	.236	-.091
	Sig. (2-tailed)		.658	.586	.154	.155	.589
	N	38	38	38	37	38	38
Do you feel that you are compensated adequately for the job you do in the department?	Pearson Correlation	-.074	1	.285	.189	.140	.400*
	Sig. (2-tailed)	.658		.083	.263	.403	.013
	N	38	38	38	37	38	38
Have you been sent to external training related to the job you do?	Pearson Correlation	.091	.285	1	.230	-.010	.198
	Sig. (2-tailed)	.586	.083		.170	.955	.232
	N	38	38	38	37	38	38
Are there any mechanisms in place effective help you secure permanent employment?	Pearson Correlation	-.239	.189	.230	1	-.131	.022
	Sig. (2-tailed)	.154	.263	.170		.438	.898
	N	37	37	37	37	37	37
The content of your mentoring session.	Pearson Correlation	.236	.140	-.010	-.131	1	-.153
	Sig. (2-tailed)	.155	.403	.955	.438		.358



N	38	38	38	37	38	38
Do you feel that the majority of the task executed within the internship programme are education and developing your employability capacity?	Pearson Correlation -.091	.400*	.198	.022	-.153	1
	Sig. (2-tailed) .589	.013	.232	.898	.358	
	N 38	38	38	37	38	38

**Table 5.6: Correlations between six research items**

\*. Correlation is significant at the 0.05 level (2-tailed).

\*\*. Correlation is significant at the 0.01 level (2-tailed).

1. A very strong negative correlation between the age of respondents and gender of respondents,  $r(38) = -0.512$ ;  $p < 0.01$  at a p-value of .001.
2. A significant positive correlation between education qualification obtained and the adequateness of the working equipment and relevant support given to the interns,  $r(38) = 0.407$ ;  $p < 0.01$  at a p-value of .011.
3. There was also a significant negative correlation between the ethnicity of participants and a direct link between the tertiary qualification of the interns and the task allocated to them,  $r(38) = -0.373$ ;  $p < 0.05$  at a p-value of 0.02.
4. A significant correlation between adequate working equipment and relevant support to complete daily task and “Were you sent for a formal public service programme upon joining the internship”,  $r(36) = 0.354$ ;  $p < 0.05$  at a p-value of 0.03.
5. There was also a significant moderate positive correlation between “Were you given adequate working equipment and relevant support to complete the daily task?” and “There is a direct link between your tertiary qualification and the task allocated to you?”  $r(3) = 0.364$ ;  $p < 0.05$  at a p-value of 0.03.
6. A significant correlation between “Rate your knowledge of section 36 of the constitution” and “Where you give adequate working equipment and relevant support to complete the daily task?”  $r(35) = 0.530$ ;  $p < 0.01$  at a p-value of 0.001.

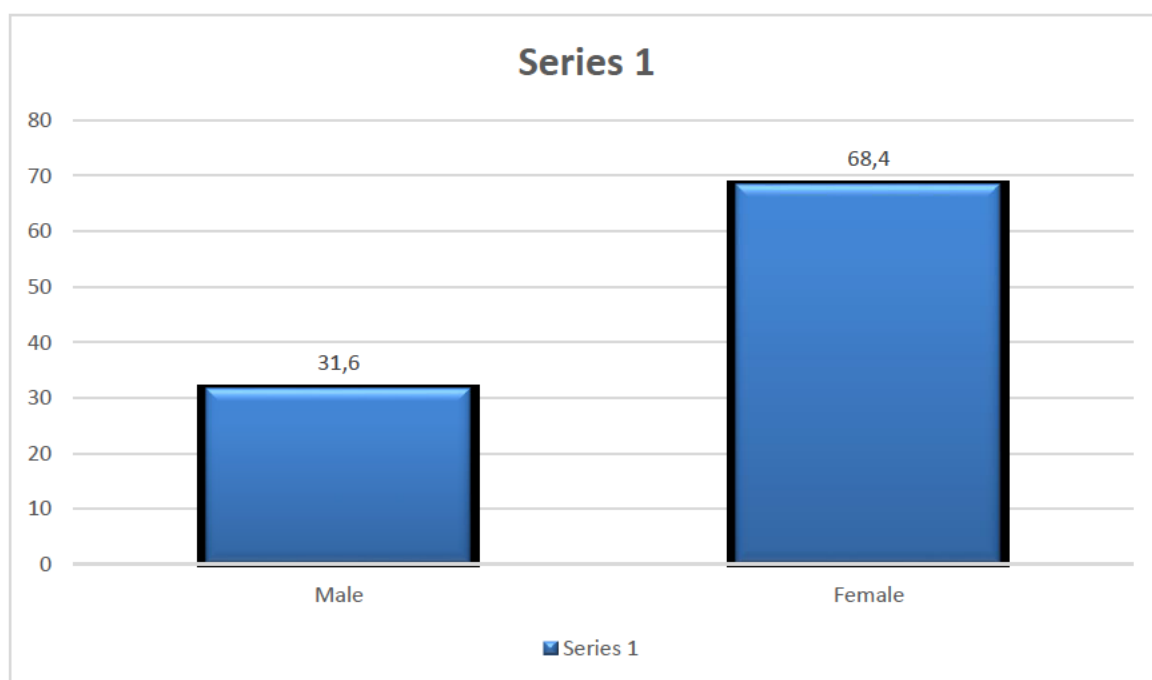
7. A very strong negative correlation between “Do you feel that you are compensated adequately for the job you do in the department?” and “Ethnicity of participants”  $r(38) = -0.525$ ;  $p < 0.01$ .
8. There was also a significant correlation between “Do you feel that you are compensated adequately for the job you do in the department?” and “There is a direct link between your tertiary qualification and the task allocated to you?”  $r(38) = 0.469$ ;  $p < 0.01$ .
9. There was also a significant correlation between “There is a direct link between your tertiary qualification and the task allocated to you?” and “Do you feel that the majority of the task executed within the internship programme are educational developing you thus advancing your employability capacity?”  $r(38) = 0.326$ ;  $p < 0.05$ .
10. There was also a significant moderate positive correlation between “adequateness on compensation and the question of the ability of task to educational develop the interns”,  $r(38) = 0.400$ ;  $p < 0.01$ .

#### 5.4.1 Section A – Frequencies of biographical Data

Gender of respondents					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	12	31.6	31.6	31.6
	Female	26	68.4	68.4	100.0
	Total	38	100.0	100.0	

**Table 5.7: Gender Frequency**

The gender frequencies of the interns indicated a female dominant internship programme, where 68.4% of the interns are female and only 31.6% of the interns are males. This probably is due to equity policy’s objective of advancing females as a previously disadvantaged gender



**Figure 5.2: when compared to males. This high gender split shows that female graduates participate more than their male counterparts.**

Ethnicity of Participants				
	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Black	27	71.1	71.1	71.1
Indian	4	10.5	10.5	81.6
Coloured	7	18.4	18.4	100.0
Total	38	100.0	100.0	

**Table 5.8: Race Frequency**

Interns by race and gender combinations

The internship programs have a strong representation of African interns compared to Coloured, Indian in all hosting organizations. Reflected on Table 5.8 below which show the breakdown

of race and gender, African females are by far the largest group at 47.3% (18 interns), with African males as the second largest group at 23.6% (9 interns). There were no white respondents on the obtained result.

**Table 5.9: The racial and gender quantities and percentage of interns**

Race						
		Black	White	Coloured	Indian	Total
Female	Number	18	0	5	3	26
	%	47.3 %	0.0 %	13.1 %	7.8 %	68.4%
Male						
	%	23.6 %	0.0%	5.2 %	2.6 %	31.5%
Total	Number	9	0	2	1	12
	%		0			100 %
	Numbers	27	0	7	4	38

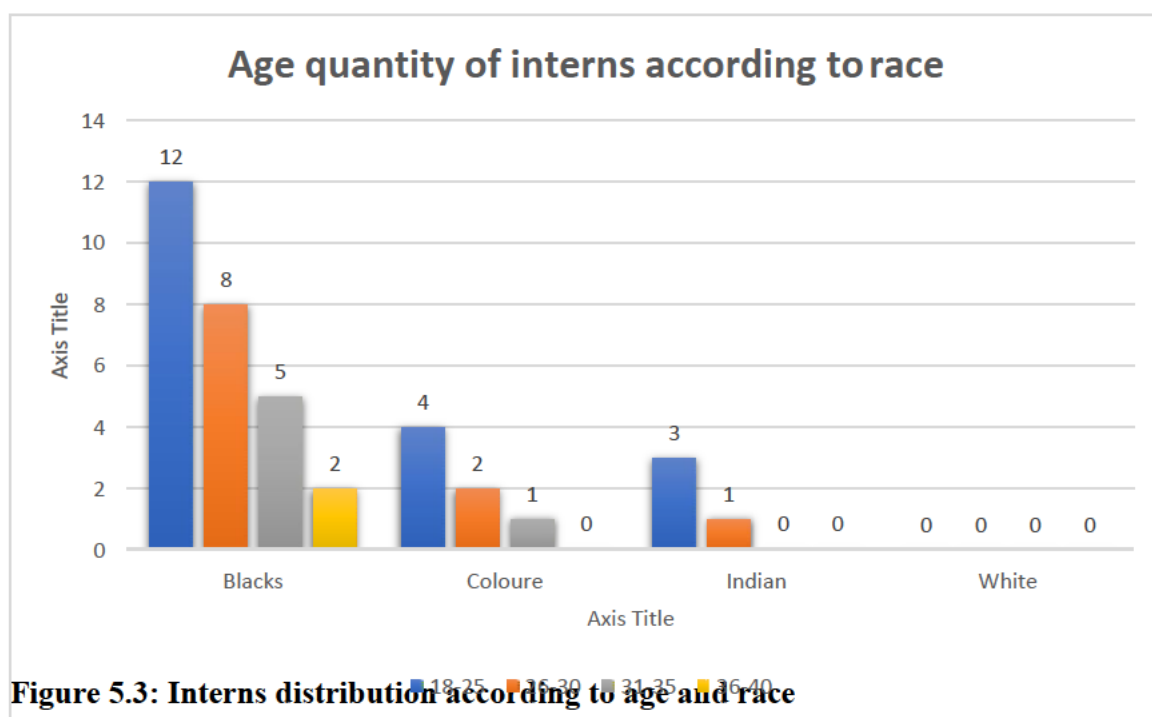
**Source: Researchers Own Calculations based on the SPSS outputs.**

### Age of respondents

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 18-25	23	60.5	60.5	60.5
26-30	6	15.8	15.8	76.3
31-35	8	21.1	21.1	97.4
Above 35	1	2.6	2.6	100.0
Total	38	100.0	100.0	

**Table 5.10: Age of respondents Frequency**

The uMgungundlovu District municipality internship has a dominating representation of interns who are at the ages 18 to 25 in all the hosting employers with a final percentage of 60.5%. However, the internship program implemented within the uMgungundlovu District also has a significantly huge number of interns between the ages of 31-35 which is 21.8% followed by 15.8% of the interns between the ages 26-30. However, what is also pivotal is the percentage of the interns above 35 years of age which is reflected by 2.6% of the respondents. This is pivotal because most internship vacancies do not give opportunities to graduates above the age of 35. The age distribution from the research findings shows that the internship is correctly targeting recent graduates, given that most graduates complete their degrees between ages 21 and 26.



### Highest Qualification obtained

### Education qualification obtained

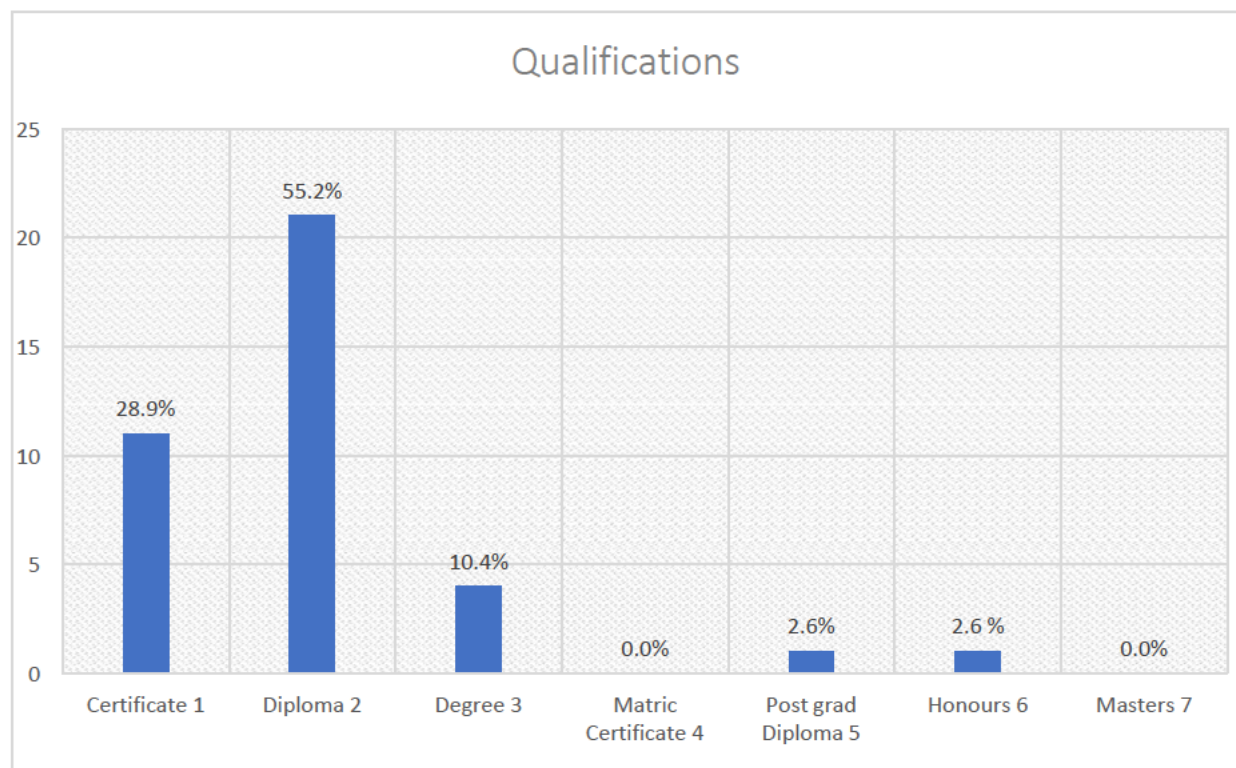
	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Certificate	9	23.7	23.7	23.7
Diploma	22	57.9	57.9	81.6
Bachelor Degree	4	10.5	10.5	92.1
Honours or Postgraduate Certificate	2	5.3	5.3	97.4
Masters	1	2.6	2.6	100.0
Total	38	100.0	100.0	

**Table 5.11: Frequency of Education qualification obtained**

**Figure 5.4**

The research finding showed that the distribution of the highest qualification among the interns is reflected by the highest number of diplomats at 57.9% (22 in numbers) which is dominating all other qualifications. The internship programme within the uMgungundlovu District has a significant number of interns with certificates at 23.7% (9 in numbers) who graduated from FET Colleges, which have the second-highest number of graduates. Even though it has a noticeable quantity of interns with Bachelor University degrees, however, interns with university degrees are represented by 10.5% (4) while postgraduates were represented by only 5.2% (2). There were only 2 interns with a postgraduate certificate at 5.3% and 1 Masters Graduate at 2.6%. The huge quantity of interns with diplomas probably reflect the focus of the Internship Policy Programme to qualifications and the level and types of vacancies.

Graph 3 below shows the highest qualification distribution among interns.



**Figure 5.4: Qualifications**

### SETAs of respondents

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid FP & M	7	18.4	18.4	18.4
SASSET A	11	28.9	28.9	47.4
MICT SETA	11	28.9	28.9	76.3
CETA	9	23.7	23.7	100.0
Total	38	100.0	100.0	

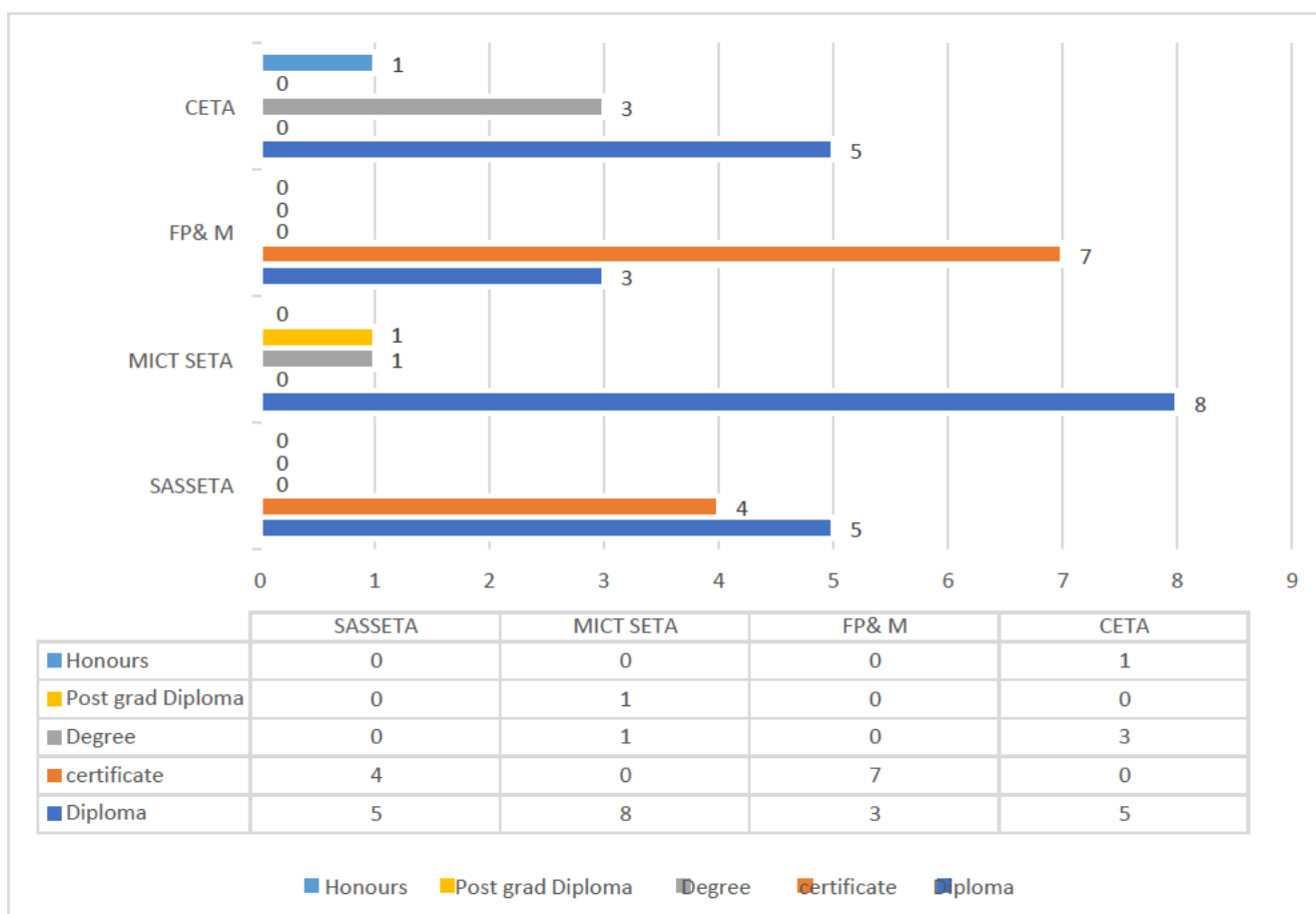
**Table 5.12: Sector Education and Training Authority (SETA)**

#### Highest qualifications in the four sampled SETAs

The research findings reflected that different industries as represented by SETAs in this study differ in terms of the highest qualifications of interns that are recruited as shown below in Figure 5.3 in a bar graph. Mict SETA which includes organizations in Information Technology, followed by Telecommunications at 15% and Electronics at 13%; while the Film and Electronic Media and Advertising sub-sectors represent 12% each (National Skills Authority, 2015), has a dominant intern with Diplomas represented by 21.05%, no certificate graduate, 2.6 % each for both Bachelor Degree and Postgraduate Diplomas. FP & M SETA show a dominant quantity of interns with College certificate at 18.4 % compared to the interns who obtained Diplomas only represented by 7.8%.

CETA is the SETA with more graduate who possesses a bachelor's degree. CETA is also the only SETA with University postgraduate intern at the honours level. It is also worth noting that in this sector on the sampled interns there was no FET/TVET graduate.





**Figure 5.5: Highest qualifications in the four sampled SETAs**

The above table indicates that SETAs do have an impact on what level of graduate are offered internships. Interns with a certificate are shared between two SETAs. The interns with a certificate as their highest qualification were 28.9% of the entire respondent percentage, and 10.5 of them belonged with SASSETA while the remaining 18.4% belonged with FP&M. A similar situation was reflected with the honours and bachelor degree graduates distributed between two SETAs. The interns with bachelor degrees amounted to 10.5% of the entire respondent, 7.8% belonged to CETA and 2.6% belonged to MICT SETA. It is only interns with diploma certificate who were spread across all the four sampled SETAs. The interns with Diplomas were dominant in terms of occupied internship vacancies, 7.8% belonged to FP&M, 13.1% belonged to CETA, another 13.1% belonged to SASSETA and the remaining 21.1% belonged to MICT SETA.

## **SECTION B: ACCESSIBILITY TO THE PROGRAM**

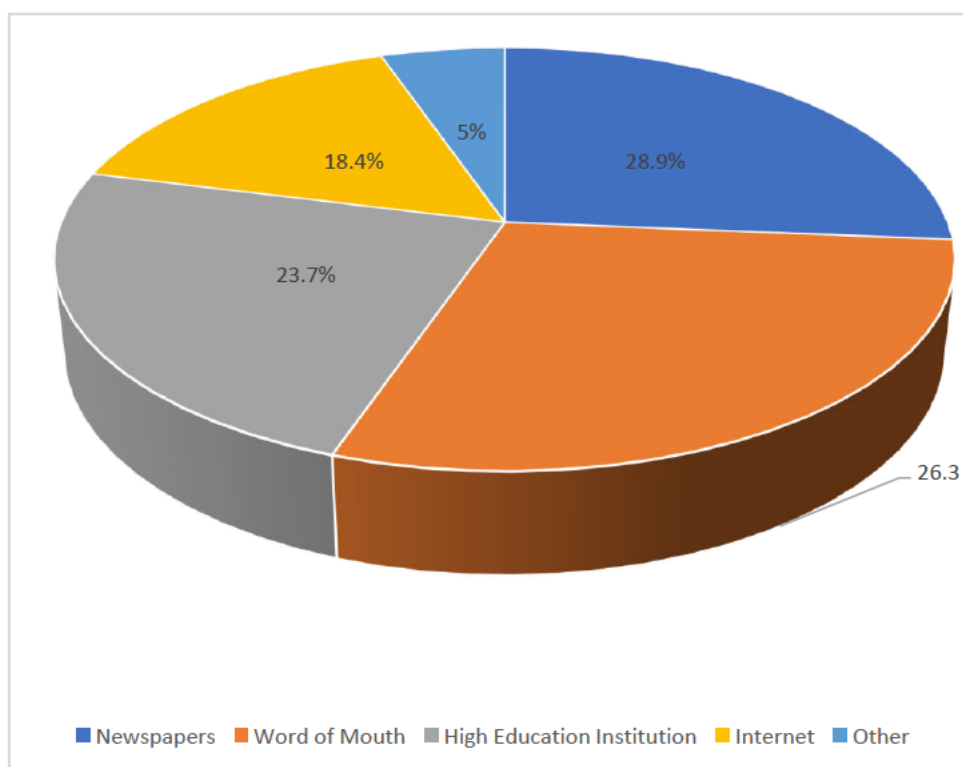
### **How did you hear about the internship opportunity?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Local Newspaper & Radio	11	28.9	28.9	28.9
Word of Mouth	10	26.3	26.3	55.3
Tertiary Institution	9	23.7	23.7	78.9
Internet	7	18.4	18.4	97.4
Other	1	2.6	2.6	100.0
Total	38	100.0	100.0	

**Table 5.13: The platform/s where the respondent had about the internship.**

The research findings obtained within all the hosting employers reflected that they utilize a variety of media to advertise vacancies and in recruiting interns. The mainly used instruments are both the local newspapers & Radios (28.9) and word-of-mouth (26.3%). However, other means disseminate the vacancies to the youth and graduate plays a significant role which includes tertiary campus notice boards and students' employment offices (23.7%) and student employment offices, as students are mostly on campus for most of the learning activities), and the internet/web (18.4%) and other (2.6%).

Internship advertising medium (how interns found the internship)



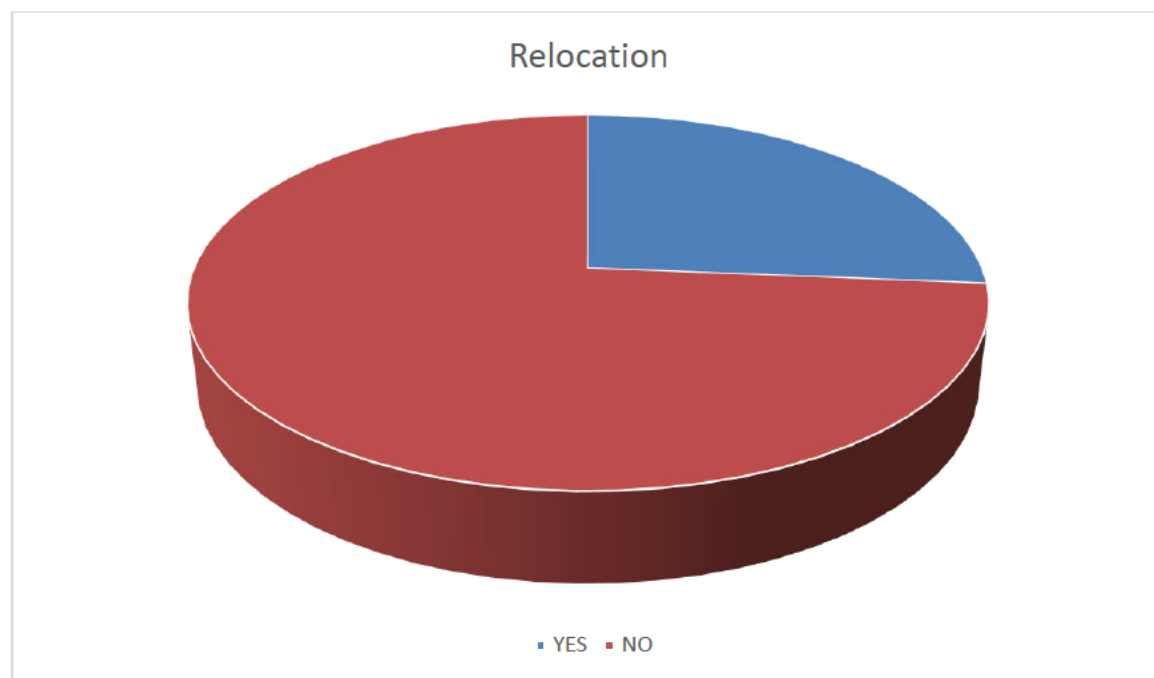
**Figure 5.6: Percentage of interns distributed according to strategies to disseminate the internship vacancies`**

**Did you need to relocate in order to accept the Internship?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid YES	10	26.3	26.3	26.3
N0	28	73.7	73.7	100.0
Total	38	100.0	100.0	

**Table 5.14: Interns who needed to relocate.**

Only 26.3% of the respondent responded that they needed to relocate for them to acceptant the internship vacancies. Probably this is due to that the District focuses on the local unemployed youth. The huge gap between those who responded yes and those who responded no is clearly shown below on figure 5.7.



**Figure 5.7: Relocation during the internship**

**If yes on the above question, how much of your stipend did you use for residence cost?**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Less than 30 %	2	5.3	22.2	22.2
	More than 30%	4	10.5	44.4	66.7
	50% and More	3	7.9	33.3	100.0
	Total	9	23.7	100.0	
Missing	10	29	76.3		

Total	38	100.0		
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**Table 5.15: Stipend in percentage used for rent/resident.**

Out of the 10 respondents who answered yes to the question asking if the graduates needed to relocate for them to accept the internship, 2 of them (5.3%) spend less than 30% of their stipend to rent/resident, 4 (10.5%) spend more than 30% of stipend to rent and 3(7.9%) spend more than 50% and more of their stipend to rent. Although it only 23.6% of the respondent who had to spend their stipend which according to the findings was already inadequate, however, this is a critical issue and it needs attention.

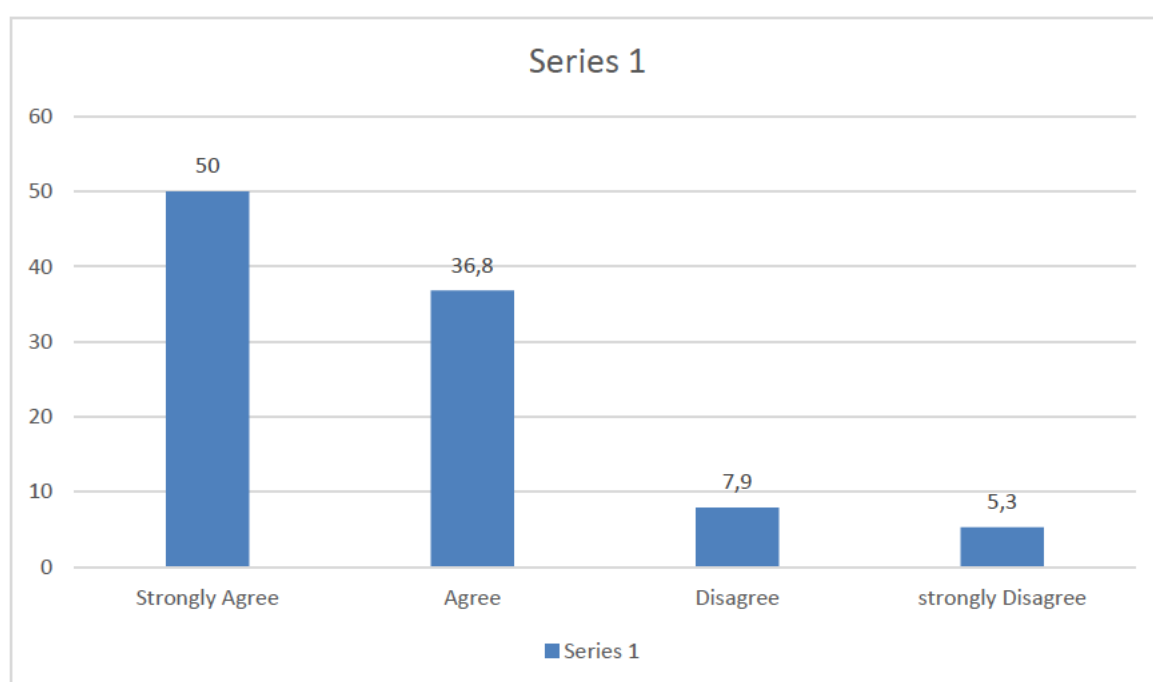
### **Section C:**

**Were you given adequate working equipment and relevant support to complete the daily task?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	19	50.0	50.0	50.0
Agree	14	36.8	36.8	86.8
Disagree	3	7.9	7.9	94.7
strongly Disagree	2	5.3	5.3	100.0
Total	38	100.0	100.0	

**Table 5.16: Working equipment and support**

50% of the respondents strongly agreed that they were given adequate working equipment and relevant support to complete daily task in their workplace, while only 5.3% strongly disagreed. Equipment is very vital for successful implementation of skills development in the working place and in terms also enabling interns to acquire proper experience, therefore, this reflects a strong character ineffective implementation of the internship programme with the uMgungundlovu District.



**Figure 5.8: Working equipment and support**

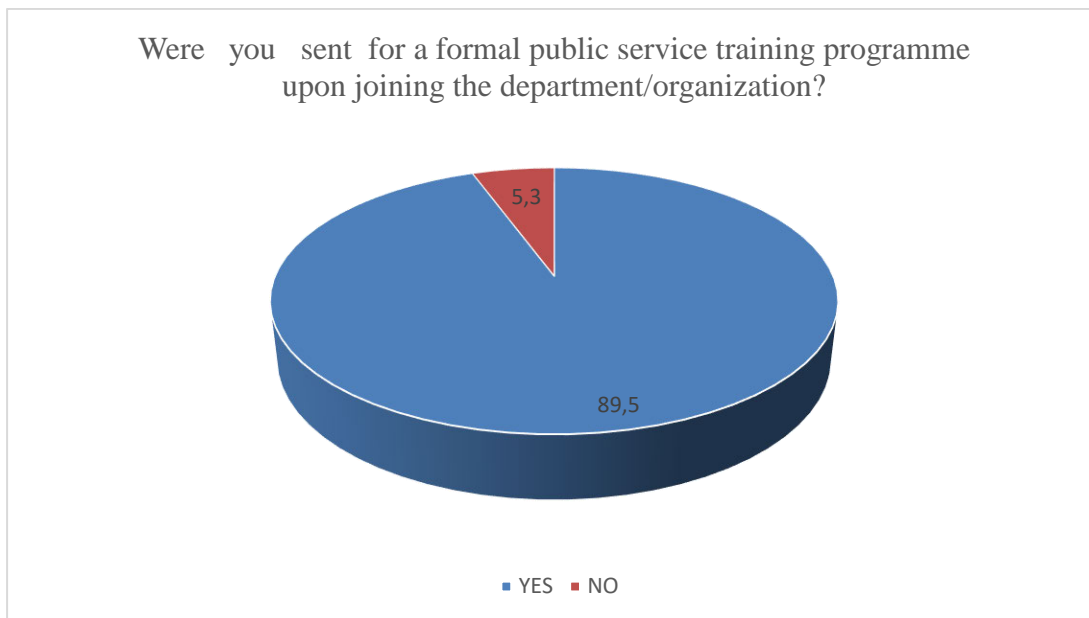
**Were you sent for a formal public service training programme upon joining the department/organization?**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	YES	34	89.5	94.4	94.4
	NO	2	5.3	5.6	100.0
	Total	36	94.7	100.0	
Missing	10	2	5.3		

Total	38	100.0		
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**Table 5.17: formal public service training programme**

89.5% of the respondent were sent to a formal public service training programme to prepare them for the workplace environment and equip them for the vacancies they were recruited to fill in the hosting companies. This reflects that the internship programme within the uMgungundlovu District is aligned with the objectives of the skills development act that is implemented through the Internship Policy Programme. The difference between the responses are clear visible on the figure 5.9 below.



**Figure 5.9: Provision of formal public service training**

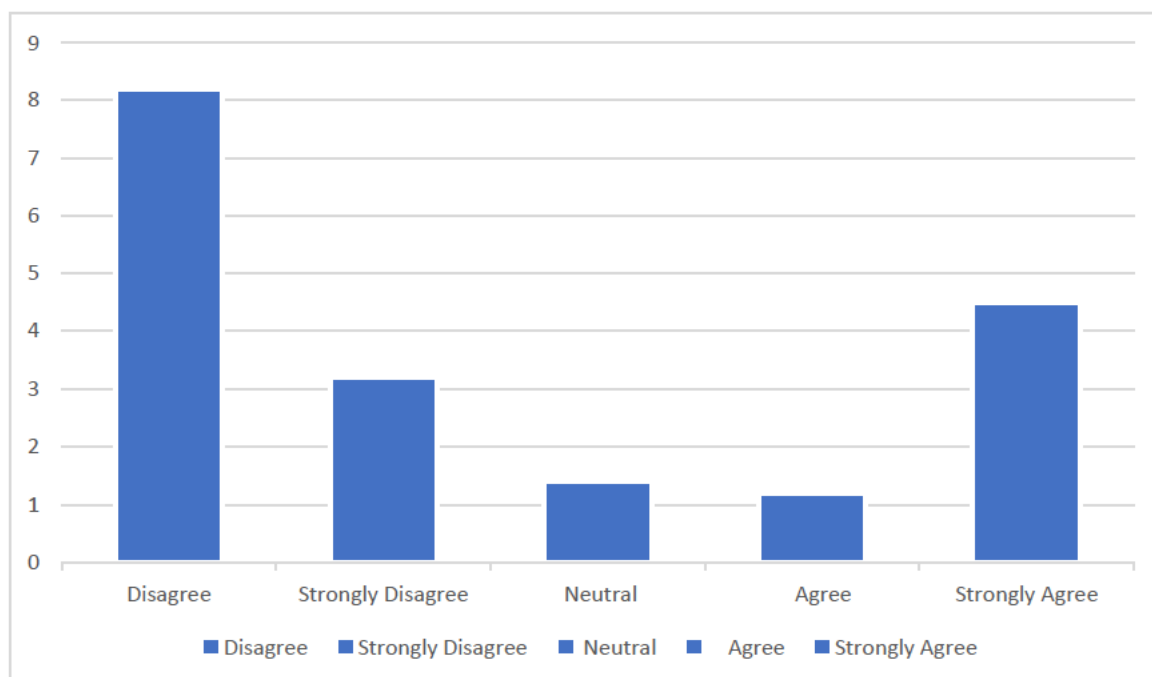
**Did you find the induction effective and relevant?**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	2	5.3	5.9	5.9
	Agree	26	68.4	76.5	82.4
	Neutral	1	2.6	2.9	85.3
	Disagree	4	10.5	11.8	97.1
	Strongly Disagree	1	2.6	2.9	100.0
	Total	34	89.5	100.0	
Missing	10	4	10.5		
Total		38	100.0		

**Table 5.18: The effectiveness and relevance of the induction frequency.**

A total of 73.7% (5.3% strongly agreed and 68.4% agreed) reflected that the induction was effective and relevant. This means that the pre-training or induction is aligned to what the interns need for a successful and effective internship programme.





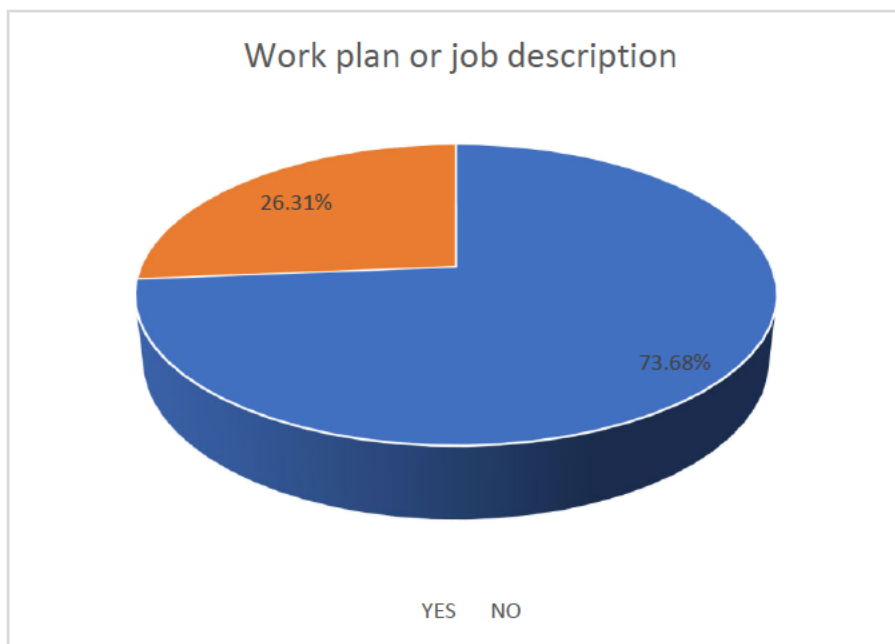
**Figure 5.10: Effectiveness of the induction.**

**Were you given a work plan or job description at the beginning of the internship program?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid YES	31	81.6	81.6	81.6
NO	7	18.4	18.4	100.0
Total	38	100.0	100.0	

**Table 5.19: Work Plan Distributed Frequency**

Out of 38 respondents 7 said, they were never given a job description, therefore, 81.6% said that they did receive a job description at the beginning of the internship program.



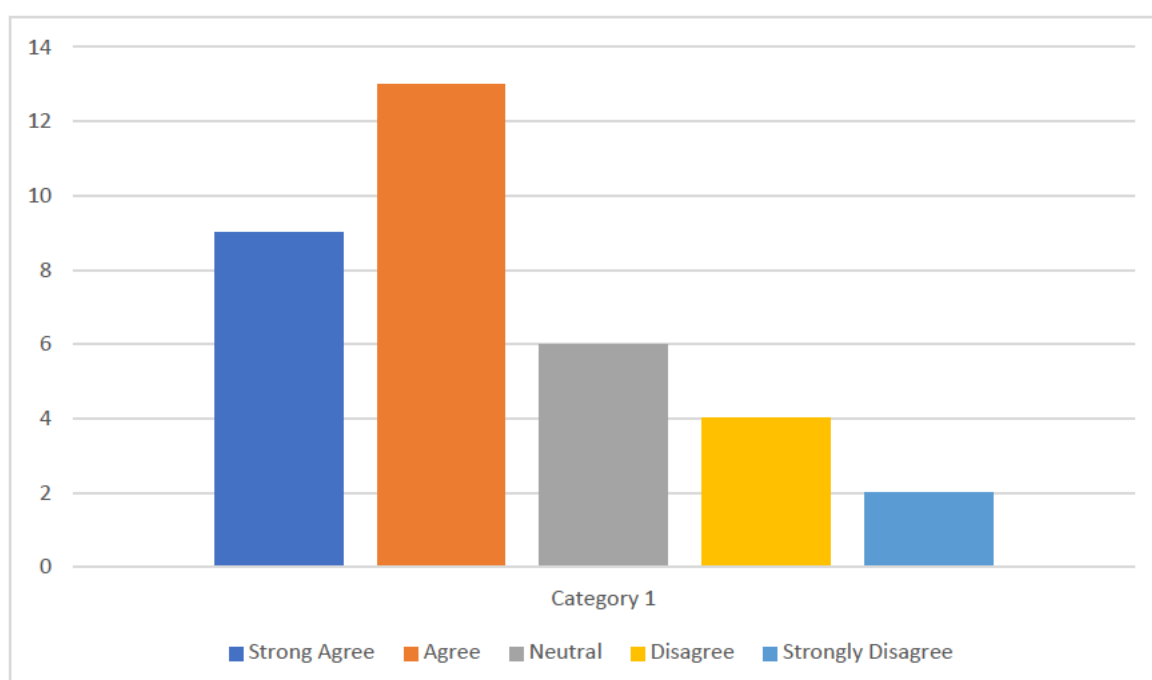
**Figure 5.11: Work Plan or Job description.**

**Did you find the job description effective and sufficient?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strong Agree	9	23.7	23.7	23.7
Agree	13	34.2	34.2	57.9
Neutral	6	15.8	15.8	73.7
Disagree	4	10.5	10.5	84.2
Strongly Disagree	2	5.3	5.3	89.5
10	4	10.5	10.5	100.0
Total	38	100.0	100.0	

**Table 5.20: Work Plan effectiveness frequency**

The respondents indicated 58% of the interns found the job description relevant and sufficient, while 26.3% of the interns disagreed that the job description was effective and sufficient.



**Figure 5:12: Work Plan effectiveness**

#### **Section D: Policy Knowledge**

**Rate your knowledge of the skill development act and its objective.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Very Poor	5	13.2	13.2	13.2
	Poor	16	42.1	42.1	55.3
	Not Sure	6	15.8	15.8	71.1
	Good	8	21.1	21.1	92.1
	Excellent	3	7.9	7.9	100.0
Total		38	100.0	100.0	

**Table 5.21: Knowledge of the Skill Development Act**

The obtained result from the survey indicated that 55% of the responded indicated that their knowledge is poor thus inadequate in term of the skill development act as core legislature or policy guarding the designing and the implementation of the Internship Policy Programme. 13.2% answered as having very poor knowledge and 42.1 answered as having poor knowledge 7.9% sad that they have excellent knowledge of the skills development acts, 21.1 indicated that they have good knowledge of the Skill Development Act, while 15.8 indicated that they are not sure.

**Rate your Knowledge of section 36 of the constitution.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Very Poor	8	21.1	22.9	22.9
	Poor	12	31.6	34.3	57.1
	Not sure	11	28.9	31.4	88.6
	Good	2	5.3	5.7	94.3
	Excellent	2	5.3	5.7	100.0
	Total	35	92.1	100.0	
Missing	10	3	7.9		
Total		38	100.0		

**Table 5.22: knowledge of section 36**

The result indicated that 21.1 percent of the interns have very poor knowledge of section 36. When the respondents rated their knowledge of section 36 of the South African constitution, 31.6% rated their knowledge as poor, 28.9% were not sure, 5.3% good and another 5.3% rated their knowledge as excellent.

**Is there any policy guarding your relationship and communication with the employers?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid YES	27	71.1	71.1	71.1
NO	2	5.3	5.3	76.3
Not Sure	8	21.1	21.1	97.4
10	1	2.6	2.6	100.0
Total	38	100.0	100.0	

**Table 5.23: Policy guarding the relationship between interns and the hosting employers.**

Interns were asked if they are aware of any policy or policies guarding their relationship with that of their employers. 71.1% percent indicated that they did been informed of the policies guarding their relationship with that of their employer. Only 5.3% indicated that there no policy guarding their relationship with their employers. 21.1 percent indicated that they are sure if there are any policies guarding their relationship with the employers. This reflects a lack of learning and teaching culture in policy knowledge and to a limited extent probably reflect a lack of public participation in issues pertaining policy implementation.

## **Section E**

**Their e is a direct link between your tertiary qualification and the task allocated to you?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	11	28.9	28.9	28.9
Agree	7	18.4	18.4	47.4
Neutral	4	10.5	10.5	57.9
Disagree	11	28.9	28.9	86.8
Strongly Disagree	5	13.2	13.2	100.0
Total	38	100.0	100.0	

**Table 5:24: A direct link between tertiary qualification and the task allocated to the interns.**

In the above question asking if there is a strong link between tertiary qualification the interns obtained and the task allocated to them while serving the interns, their responses indicated that only 28.9% strongly agreed that yes there is a direct link, and 18.4% agreed. The result also showed that 10.5% remained neutral on this question, while 13.2% strongly disagreed and 28.9% disagreed.

**Indicate the type of task you are mainly exposed to**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Administrative	19	50.0	50.0	50.0
Leadership of Project	3	7.9	7.9	57.9
Problem-solving and taking significant decisions.	3	7.9	7.9	65.8
Planning	5	13.2	13.2	78.9
Other	8	21.1	21.1	100.0
Total	38	100.0	100.0	

**Table 5:25: Mainly task exposed towards**

The research participants were, specifically the interns were asked to indicate the types of the task they were mainly exposed to or assigned for within their workspace. The administration was the dominant task with 50% of the respondents. 13.2% percent indicated that were most interns were exposed to planning, 7.9% indicated that they were exposed to leadership roles of project and another 7.9% indicated that they were exposed to problem-solving and significant decisions making task. The remaining 21.1% ticked “other” as their response. The administrative tasks are still dominant in the internship programme, and this is problematic because and number researchers have outlined that graduates are given administrative task that are irrelevant with their tertiary qualifications and defeat the key purposes of the internship’s objectives of provided relevant experience to unemployed graduate.

**The sector that you are assigned to is relevant to your tertiary qualification?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	19	50.0	50.0	50.0
Agree	13	34.2	34.2	84.2
Neutral	1	2.6	2.6	86.8
Disagree	4	10.5	10.5	97.4
10	1	2.6	2.6	100.0
Total	38	100.0	100.0	

**Table 5:26: The relevant task to intern's sector.**

50% as half of the respondent of the surveys indicated that the sector that they are allocated under is relevant to their tertiary qualification by strongly agreeing to the above question. 34.2% agree the sector that they are in is relevant to their tertiary qualification, 2.6% remained neutral to this question. None of the responded strongly disagree that the sector they are serving their internships under is relevant to what they studied (tertiary qualification). 2.6% did not respond to this question, therefore indicated under missing data. On aligning internship distribution in accordance with the tertiary qualification possessed by graduate 50% is not enough because this is monitored by professional and internship vacancies clearly state the perfect candidate need for each job portfolio.



## Section F: Progress assessment

### How often is your progress assessed by your mentor/supervisor?

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Weekly	7	18.4	18.4	18.4
Monthly quarterly six	9	23.7	23.7	42.1
Monthly	17	44.7	44.7	86.8
Other	5	13.2	13.2	100.0
Total	38	100.0	100.0	

**Table 5:27: Times/period of interns' assessment.**

44.7 % of the interns are assessed monthly by their mentors, 23.7% are assessed on a monthly quarterly basis. 18.4% of the interns are assessed weekly, while 13.2% ticked on the "other" in terms of their assessment. This could reflect how much of the time the mentor can spare for the interns. The labour market is a competitive industry and job experience is tritacale as it has been emphasised through the literature review in this research study. Therefore, one could argue that more time should be invested to graduate during the internship programme so to maximise their practical job experience and this should reflect through the assessments period.

**Through task allocation how would you rate your contribution toward organizational performance?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Very Good	15	39.5	39.5	39.5
Good	10	26.3	26.3	65.8
Adequate	6	15.8	15.8	81.6
Poor	7	18.4	18.4	100.0
Total	38	100.0	100.0	

**Table 5:28: Contribution to organizational performance**

Interns indicated that through the output of the task allocated to them have a significant contribution due to their hard work. 39.5% of the interns rated their contribution as “very good” while 26.3% rated their contribution as “good”. 15.8% rated their contribution as adequate and 18.4% rated their contribution as poor. This reflects complexity on the perception of the internship contributions towards in the employing organisation, this probably due to diversity of the industries the interns’ service in accordance with their qualification.

## **Section G: Remuneration**

**Are you compensated for the work you do as an intern?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	38	100.0	100.0	100.0

**Table 5:29: Compensation of interns Frequency.**

All the participants indicated that they receive a stipend on the internship programme. This show that it very uncommon for the opportunities/vacancies provided by the government through the skills development act to provide no stipend or any kind of financial support to the beneficiaries.

### **Stipend cover of basic living costs**

As an instrument to examine the level of satisfaction with the amounts of their stipends, interns were questioned whether the stipend they receive covered all their basic costs of living as shown in Tables 46 and 47 below. The majority of the interns showed to be dissatisfied with their stipends (62.6%; 151 interns) due to that the amounts do not cover their basic needs.

**Do you feel that you are compensated adequately for the job you do in the department?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	3	7.9	7.9	7.9
Agree	7	18.4	18.4	26.3
Neutral	2	5.3	5.3	31.6
Disagree	16	42.1	42.1	73.7
Strongly Disagree	10	26.3	26.3	100.0
Total	38	100.0	100.0	

**Table 5:30: Stipend cover Frequency**

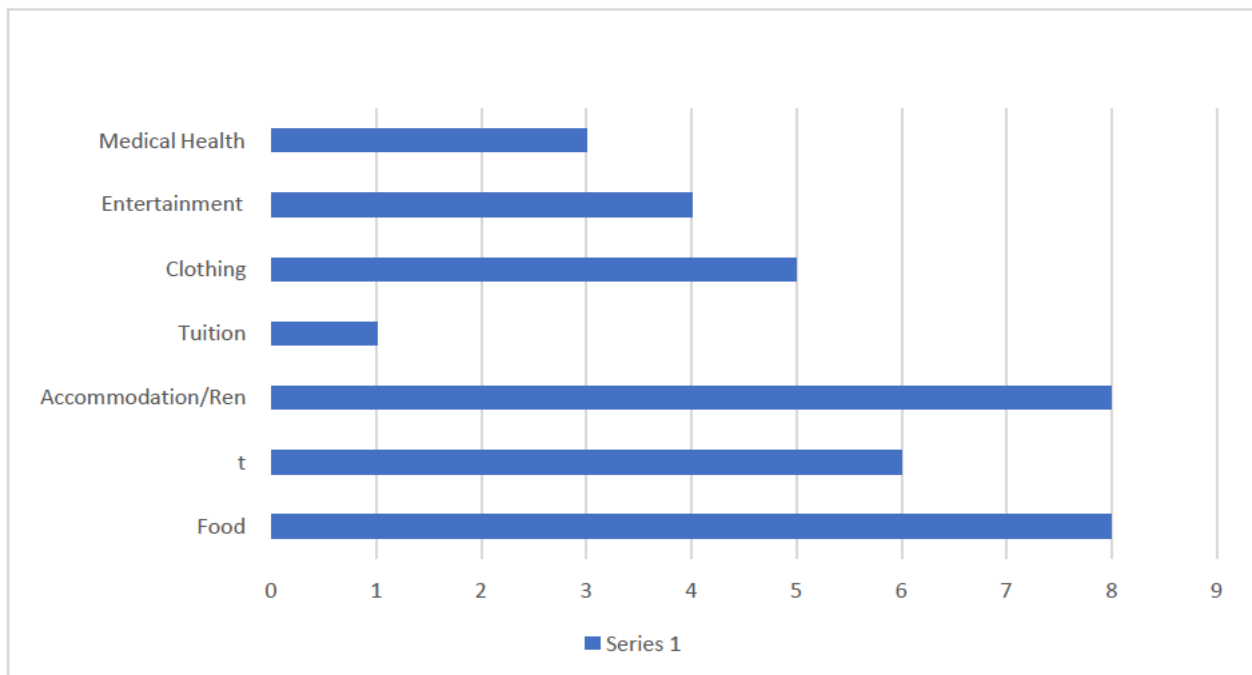
The interns were asked to indicate if they feel that they are/were compensated adequately for the job they did in the department within the hosting organization. 26.3% of the respondent said they are adequately compensated, within this 26.3 %, 7.9% strongly agreed. 26.3% strongly disagreed that they are compensated adequately and 42.1% disagreed. In totally, 68.4% felt that they are not compensated appropriately. This data reflects that as much a majority of interns are not happy with the stipend shown by 68.4, however, there still complexity in this issue since 26.3% strong agreed that the stipend is sufficient to the services they provide during their internships.

### Stipend Use

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Medical Health	8	21.1	21.1	21.1
Entertainment	6	15.8	15.8	36.8
Clothing	8	21.1	21.1	57.9
Tuition Fees	1	2.6	2.6	60.5
Accommodation	5	13.2	13.2	73.7
Food	4	10.5	10.5	84.2
Transport	3	7.9	7.9	92.1
Fees/ Petrol				
Other	3	7.9	7.9	100.0
Total	38	100.0	100.0	

**Table 5.31: Stipend Use Frequency**

Given nine options to choose from; medical health, entertainment, clothing, tuition fees, accommodation, food, transport fees, petrol and other, the clothing and medical health had equal and highest quantities of interns both at 21.1%. The second-highest number of interns were among those who use their stipend on entertainment at 15.8%. 13.2% of the interns use their stipend on accommodation and 7.9 % each uses the stipend for transport/petrol and other. Only 10.5% of the interns use their stipend to buy food. This in totality showed that 85% of the interns use their stipend for ensuring access to their basic needs which are part and parcel of their constitutional right. This is also defined in figure 5.9 below.



**Figure 5.14: Stipend Use**

**Does the stipend cover all your basic living cost?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	3	7.9	7.9	7.9
Agree	9	23.7	23.7	31.6
Neutral	3	7.9	7.9	39.5
Disagree	5	13.2	13.2	52.6
Strongly Disagree	18	47.4	47.4	100.0
Total	38	100.0	100.0	

**Table 5.32: Stipend cover of basic living cost.**

On the above question examining the ability of the stipend to cover the basic needs of the interns. 7.9% of the respondent were neutral to this question, which is equal to the 7.9% that strongly agreed that the stipend does cover their basic living cost. 23.7% of the respondent agreed that the stipend covers their basic needs, 13.2% disagreed and 47.4% of the respondents strongly disagreed that the stipend covers their basic need. This indicates that a total of 61% cannot depend on the stipend for basic living cost, while only 32% can depend on the stipend for their basic living cost.

Race	Disagree		Strongly Disagree		Neutral		Agree		Strongly Agree		Total	
		%		%		%		%		%		
Black	4	14.81%	16	59.26%	0	00%	4	14.81%	2	11.11%	27	100%
Indian	0	00 %	0	00%	1	25%	2	50%	1	25%	4	100%
White	0	00	0	00	0	00	0	00	0	00	0	00%
Coloured	1	14.29%	2	14.29%	2	28.57%	3	42.86%	0	00%	7	100%

**Table 5.33: Stipend cover of basic living costs by race and age**

- Calculations (percentages and numbers) are specifically a reflection of each specific race and not to the entire respondents. This is due to the racial gap and significant correlations on the research finding that are based on ethnicity.

Research findings from self-administered question showed that the satisfaction majored by the stipend capability to cover the basic living cost of the interns' as shown in figure 5.8 and table 5.27, stipend capability to cover the basic living cost differs between races, 59.26% of the black interns strongly disagreed and 14.81% disagreeing that the stipend was adequate and equitable to cover their basic living cost. While 50% of the Indians interns agreed and 25% strongly agreed that the stipend was adequate. The black interns and the Indian interns had a significant opposite feeling about the stipend. The total of Black interns who express dissatisfaction with the stipend adds up to a total of 74.07 % while a total of 75% of Indianan's interns were satisfied with the stipend they were receiving. Due to that, the internships within the uMgungundlovu District has 71. % of black inters, and 74. % of these interns are dissatisfied with the stipend, therefore this calls for serious attention on how the payments of the interns are designed and implemented.

Coloured interns had a noticeable number of interns who were neutral about the stipend represented by 28.57%, while 28.58% are dissatisfied with the stipend. The remaining 42.86% of the coloured interns agreed that they are satisfied with the stipend.

### 5.4.3 Section H: Training needs and Skill development

**Have you been sent to external training related to the job you do?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid YES	10	26.3	26.3	26.3
NO	28	73.7	73.7	100.0
Total	38	100.0	100.0	

**Table 5.34: External training related to the job interns do**

73.7% of the respondent responded that they were not sent to an external training relating to the job they are doing as part of the internship programme. This is alarming because the Skill Development Act emphasise proving of skill and education as the key objectives of the internship policy programme.

**Do you feel that the training was effective?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	7	18.4	19.4	19.4
Agree	3	7.9	8.3	27.8
Neutral	26	68.4	72.2	100.0
Total	36	94.7	100.0	
Missing 10	2	5.3		
Total	38	100.0		

**Table 5.35: Effectiveness of external training**

68.4% remained neutral on the question of effectiveness on the provided external training, this could be linked to that most of the intern respond that they were never sent to any external training during their internship programme. However, it is to a limited extent a positive sign that in this context 18.4% strongly agreed that the training was effective for them.

## Section I: Internship expectation and satisfaction

**Does your involvement in the internship program have an impact on your means to access the job market?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	15	39.5	39.5	39.5
Agree	4	10.5	10.5	50.0
Neutral	10	26.3	26.3	76.3
Disagree	7	18.4	18.4	94.7
Strongly Disagree	2	5.3	5.3	100.0
Total	38	100.0	100.0	

**Table 5:36 Interns perception on the impact of the internship programme on the ability to access the job market.**

Only 39.5% reflected that the internship policy programme improved their chance to be successful in the labour market, while 10 remained neutral. Two percent of the respond strongly disagreed that the internship contribute on their ability to access relevant employment in the local labour market, and 7% disagree that the internship have an impact on their employability in the labour market.

**Are there any mechanisms in place to effectively help you secure permanent employment?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	5	13.2	13.5	13.5
Agree	14	36.8	37.8	51.4
Neutral	3	7.9	8.1	59.5
Disagree	12	31.6	32.4	91.9
Strongly Disagree	3	7.9	8.1	100.0



Total	37	97.4	100.0	
Missing System	1	2.6		
Total	38	100.0		

**Table 5.37: Mechanism in places to effectively help secure permanent employment.**

32.4% disagreed that are mechanisms implement through the internship which assist them to secure permanent employment, while 8.1% strong disagreed. It only 36.8% that agreed that such instruments are implemented during their internship services.

**Did you complete or intend to complete the internship programme?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid YES	17	44.7	47.2	47.2
Neutral	19	50.0	52.8	100.0
Total	36	94.7	100.0	
Missing 10	2	5.3		
Total	38	100.0		

**Table 5.38: Intern's intent to complete the internship programme**

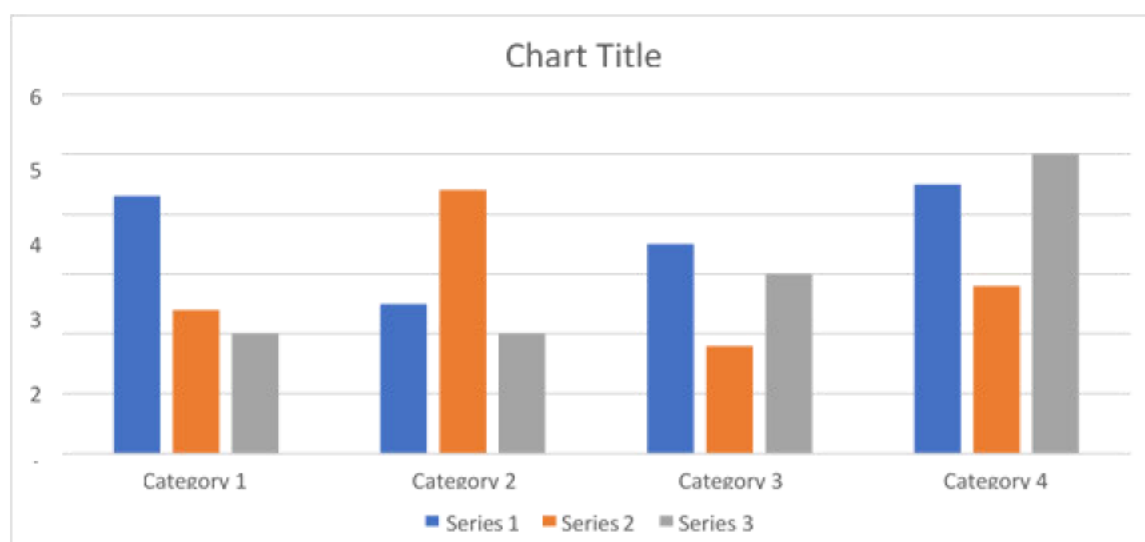
50% of the interns' remained neutral about completing the internship programme, while 44.7 percent responded that they will complete their internship programme. The remaining 5.3% did not respond to this question.

### Do you feel that your mentor is committed towards your learning?

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly agree	23	60.5	60.5	60.5
Agree	5	13.2	13.2	73.7
Neutral	2	5.3	5.3	78.9
Disagree	6	15.8	15.8	94.7
Strongly Disagree	2	5.3	5.3	100.0
Total	38	100.0	100.0	

**Table 5:39: Commitments of mentors**

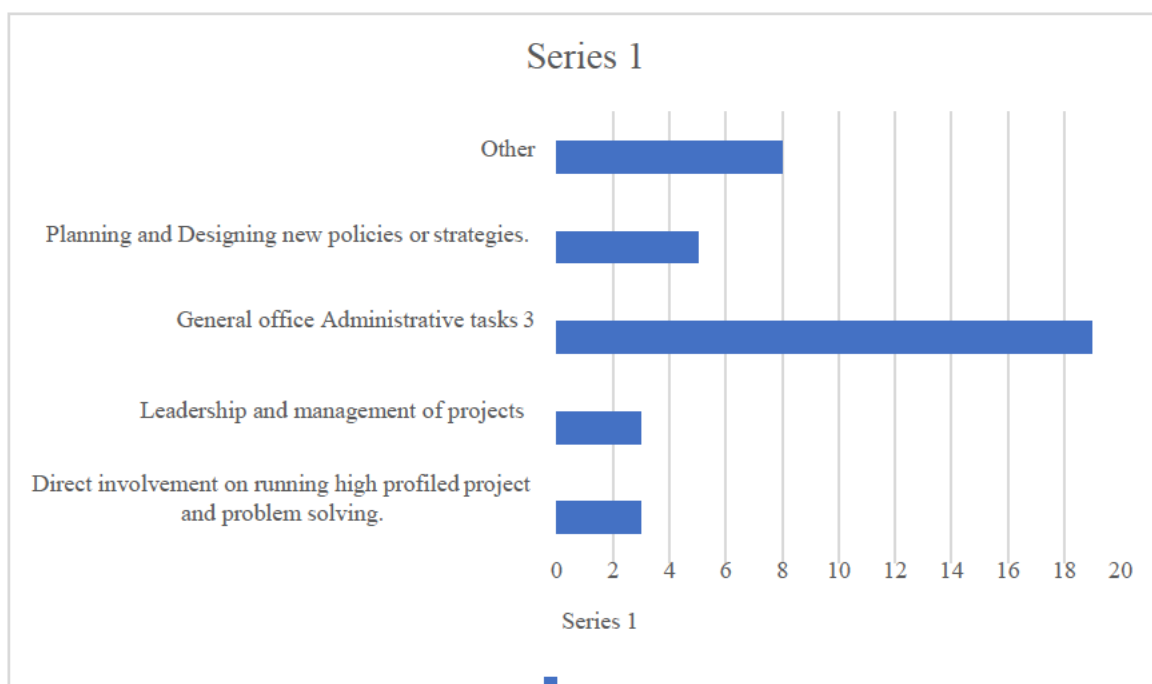
The issue of the commitment of mentors toward grooming the interns shows a positive response. 60.5% of respondents strongly agreed that their mentors are committed towards the culture of learning and providing educational guidance to the interns, and 13.2% agreed. 15% disagreed and only 5.3% strongly disagreed.



**Figure 5.15: Commitment of Mentors**

### Section C: Relevance of training

Links between tertiary qualification and the tasks allocated.



**Figure 5.13: the task assigned to you were relevant to your tertiary qualification**

#### 5.4.5 Section

weekly	7
monthly quarterly Six	9
Monthly	19
Annually	2
Never	0

**Table 5.40: How often is your progress assessed by your mentor?**

The responses obtained from the above questioned showed that monthly is the dominant period used by mentors to assess and evaluate the interns. 50% of the interns ticked that they are assessed monthly, 18.4% ticked that they are assessed on a weekly basis while 23.6 % reflected that they are assessed quarterly. It only 5.2 % who ticked on being assessed on annual bases.

You feel that you are compensated adequately for the job you do in the department.

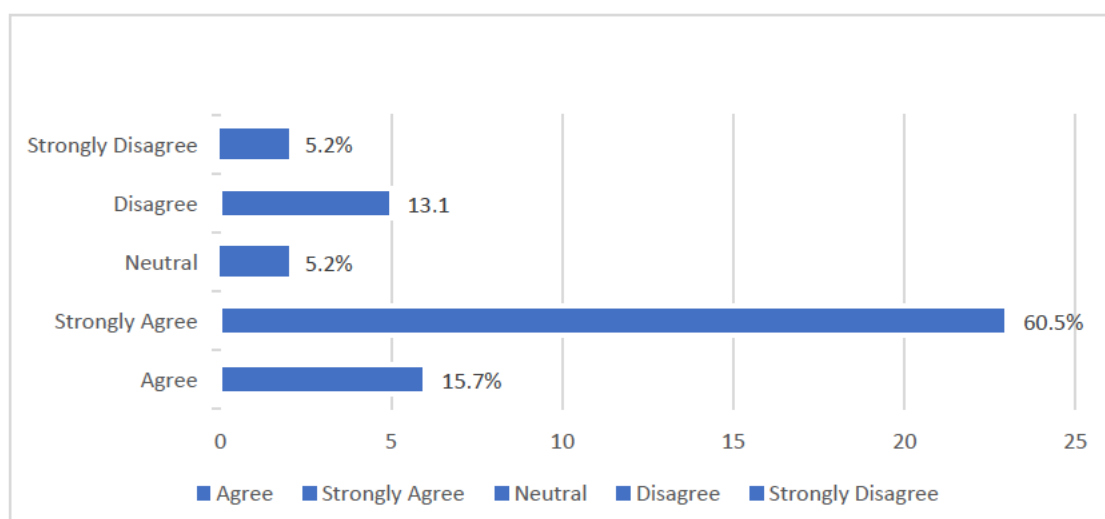
#### 5.4.6 Section F: Commitment towards interns' learning processes

**Do you feel that your mentor is committed towards learning?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly agree	23	60.5	60.5	60.5
Agree	5	13.2	13.2	73.7
Neutral	2	5.3	5.3	78.9
Disagree	6	15.8	15.8	94.7
Strongly Disagree	2	5.3	5.3	100.0
Total	38	100.0	100.0	

**Table 5.41: Commitment of mentors**

With an objective to examine the effectiveness of the mentoring system as a monitoring and evaluation mechanism, interns were also asked if they feel and see commitments from their mentors. 60.5% of the survey's respondent strongly agreed that their mentors are committed towards developments of the interns during the internship programme. While only 5.3% strongly disagree that their mentors are committed towards their learning and developments. Another 5.3% responded neutrally to the commitment of mentors with 15.8% which disagreed to the question. A total of 26.4 % reflected no confidence in the commitment of mentors to the developments of the interns and to the internship programme entirely.



**Figure 5.16: Do you feel that your mentor is committed towards your learning?**

### **Duration of Mentor Meetings**

Consultation and consultation play a pivotal role in the effectiveness of policy implementation, and mentoring meetings are the fundamental tool for both communication and consultation in the internship programme. Therefore, to investigate how much time is invested in communication and consultation, interns were asked to indicate the regular duration of their meetings with mentors.

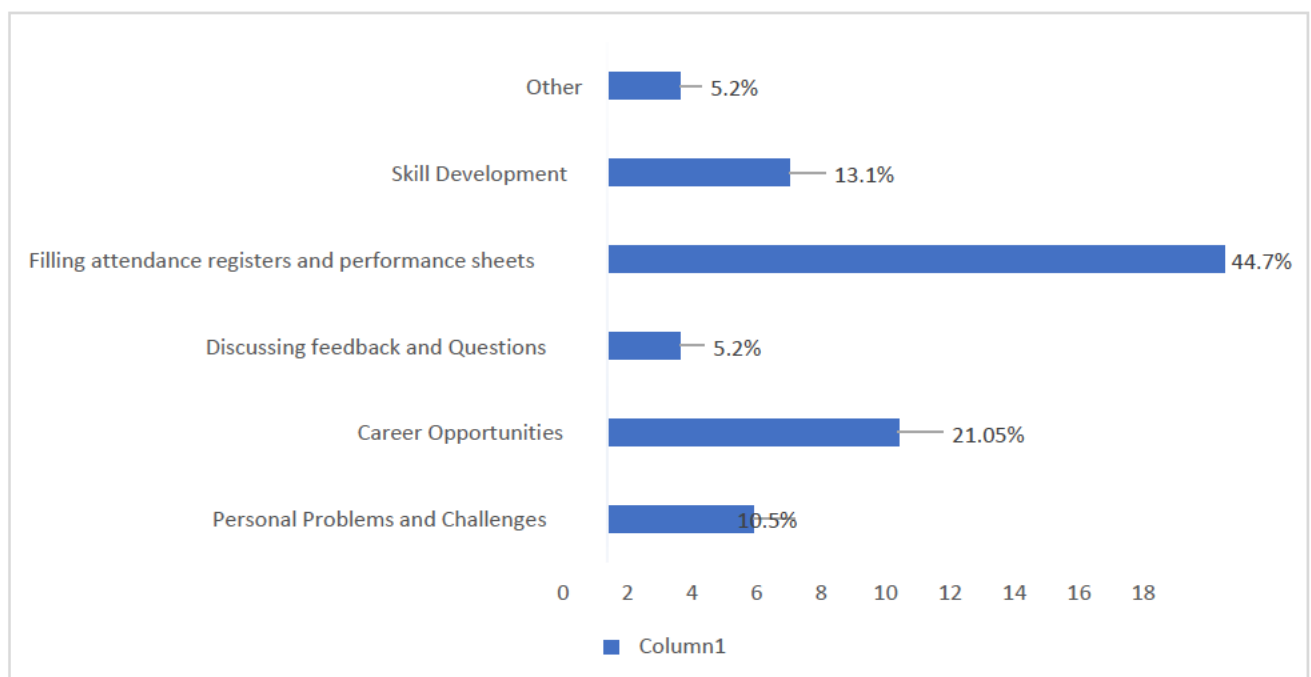
Result as reflected in table 5 below indicated that 50% of the interns spend 15 -30 on their mentoring sessions, 31.5% spend 35-45 minute and 13% spend more than 1 hour on their mentoring meetings. It is also vital to mention that another 5.2% Percent of the interns did not respond to this question, therefore the response on this question was 94.7%.

Duration/Period	Numbers	%
15-30 minutes	19	50%
35-45 minutes	12	31.5%
More than a 1 hour	5	13.1%
Total	36	94.7%

**Table 5.42: Duration of interns meeting**

## The content of your Mentoring Session

Respondents were also given a choice to pick from options the most content that dominate their mentoring session, in this question interns could pick more than one options. Results are shown in Figure 2 below.



**Figure 5.17: Duration of meetings (mentors and interns)**

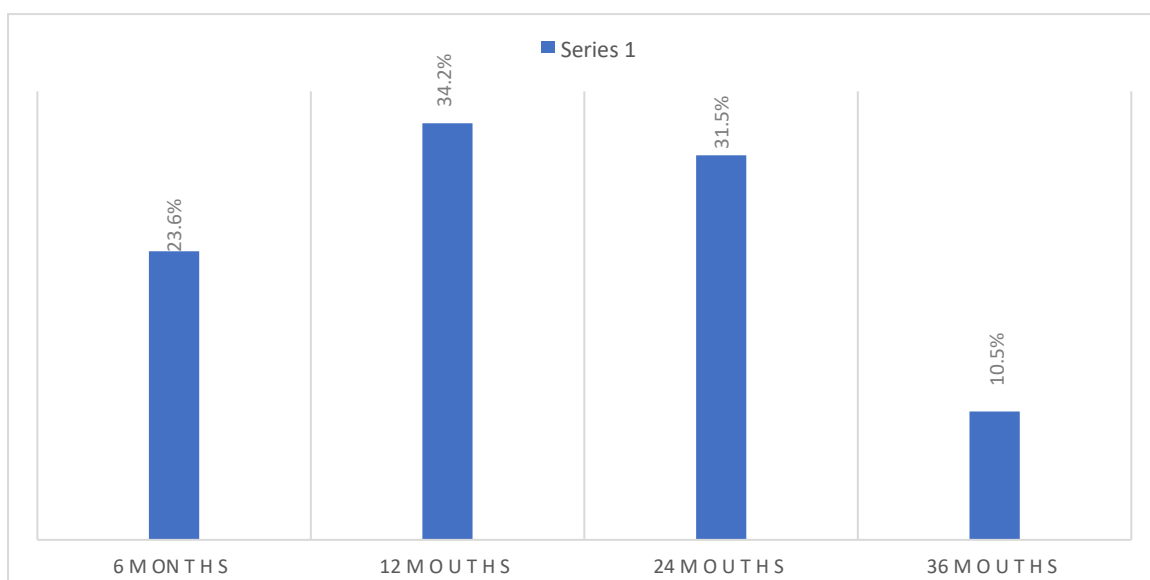
## Monitoring and Evaluation

The majority of organizations assigned mentors in order to monitor and evaluate the interns' labour progress, and acquisition of relevant skills as it is required by the internship legislature governing the implementation of internship in South African entirely. The mentors are the one expected to provide work for the interns (DPRU, 2007). Therefor mentors are often the ground roots implementers responsible to provide feedback and report on the progress of the interns and the internship entirely. Interns expressed that the lack of mentorship skills and the limited mentorship period is one of the major issues that if resolved properly could increase absorption rates.

## Duration of the mentorship program

To investigate the satisfaction rates of the interns with the duration of the internships, interns were asked to indicate if the duration of the programme is satisfactory for their needs of gaining practical experience, development of labour market essential skills and networking in the labour market. Respondents were spread across all the four choices although there were significant differences in quantities. 34.2% of the respondents said that 12 months is the effective, second largest percentage at 31.5% reflected that 24 months could be the effective duration for the internships. 23.6% of the respondents said that 23.6% is satisfactory duration while 10.5% as the smallest number reflected that 36 months could be an effective and sufficient duration.

The findings as shown in graph on figure 5.18 below reflected a possible relationship between a numbers of variables. 7 which is 64% of the intern who possessed certificate preferred 6 months as the satisfactory duration of the internship while all bachelor degree graduate chose 12 months as the satisfactory duration. The intern was split to almost equal portions between 12 months and 24 months. The qualifications obtained by the interns seem to have an influence on the preferred duration of the internship.



**Figure 5.18: Preferences of the duration of the internship program**

In addition, to examine the perception of the intern concerning the design and the implementation process of the internship programme, interns were also asked if they have any suggestions on how the internship program could be improved. Interns were also given an opportunity for general comments on how they like or dislike the internship programme. The researcher used a thematic approach to summarise their responses as reflected below on Table: 5. Colours were used to indicate the level of appearance of themes on the responses. The red colour indicated the most raised issues reflected by 50% and more respondents.

Variable	General Suggestion	Number	%
<b>Section A</b>			
<b>Nepotism</b>	Corruption through favouritism is limiting the effectiveness of the internship policy. Abuse of power (political, social professional) is damaging the objectives of the internship policy. All these should be dealt with accordingly so that the true potential of the internships can be realized.	19	50%
<b>stipend differences</b>	The differences on the amount paid to interns who are at the same levels of qualification and within the same Internship Policy Programme are coursing dissatisfaction, therefore, demotivating the interns who receive a lesser stipend.	23	60.5%
Tedious and/or repetitive	Given task/activities are usually the same and not stimulating or challenging. The more educational and stimulating task should be given to the interns.	8	21.05%
Work that is not related to the qualification or interests of the interns.	Work that is not relevant to the intern's qualification should not be given to the interns. Interns need experience that is relevant to their qualifications.	6	15.7%
Sitting in meetings without adding value	Sitting in several meetings without being given a chance to participate and add value to the meeting is demotivating and a waste of valuable times.	8	21.05%
There were times when there was no work for me to do	A lot of times interns stay in the offices without any work or task, this worries interns a lot.	5	13.1%
<b>Section B</b>			
Obtained valuable skills	Significant soft skills are learned through the internship programme and this is a pivotal contribution to the youth.	10	26.31
<b>Gain relevant experience</b>	The internship provides valuable practical work experience; therefore, we are grateful.	28	73.68%



Availability of career information/advice	Internship plays a pivotal role in exposing interns to career information and to the industry.	25	65.8%
Support and guidance from co-workers	Support and guidance from co-workers play a pivotal role in skill development and smooth and effective operation, therefore it should be encouraged more.	6	15.7%
Concerns about the absorption rate.	A very small number of interns is absorbed after finishing internships and in the past year, these internships within the District absorbed none of the internships.	27	71.05%

**Table 5.43: General Comments**

### **Corroborating and Comparing (Concurrent triangulation design)**

Corroboration is generally defined as the evidence that tends to support a proposition which has previously been supported by some initial evidence, therefore confirming the proposition. Therefore, in this research paper, the critical internship issues developed through the quantitative research findings, however, also emphasized by the conclusions from the literature review on chapter two, will be corroborated through the qualitative finding of this study.

### **Conclusion**

Chapter Five played a significant role in presenting and examining the research findings. Chapter Five advanced by providing the analysis of the research data obtained through both the interviews and questionnaires. The qualitative data was thematically analysed, while the quantitative data collected through self-administered questions were examined through utilising SPSS and descriptive statistics. The researcher presented the findings through bar charts, tables, and graphs, which were after interpreted and supported through reference to relevant literature. For statistical analysis, Cronbach's Alpha, Frequencies and Bivariate correlations were used.

## **CHAPTER SIX: CONCLUSIONS AND RECOMMENDATIONS**

### **6.1 SUMMARY OF KEY THEMES ADDRESSED IN PREVIOUS CHAPTERS (1-5)**

Chapter one of this study outlined the issue of the labour market which affects employability of the young graduates and the youth entirely in South Africa. The issue of unemployment perpetrates poverty among the youth and the community at large. The researcher thus defines different definitions of poverty as they affect youth due to being unable to access the labour market and unable to contribute to the economy of the country, despite their investments on education and the tertiary qualifications the young graduates possess. Chapter one also outlines how has the failure in public policy implementation by the leading government of the country, significantly contribute to graduates unemployment and poverty, viewing specifically the effectiveness of the internship policy programme as one of the policy programmes forwarded by the government to address graduate and youth unemployment.

Chapter one outline growth of graduates' unemployment as the statement of the problem in this research study. Key issues that significant contributing to the increase of graduate unemployment mentioned in the problem statement are; ineffective implementation of good policies, theoretical approach models that demise public participation and consultation, and the impact issue of gender and race in the labour market. From these issue within the problem statement, chapters one outlines the objectives and the research questions of this study.

In chapter two, the meaning and nature of public policy is explained. Thus, this study focused on the issues of public policy implementation through the hybrid model of the policy implementation theories. The researcher then advanced by utilising the hybrid theory to analyse the trends in policy implementation.

Chapter three examine how the internship implementation in South Africa impacts the growth of graduates' unemployment. In this view the policy gaps are very much significant towards shaping the quantities and qualities of jobs within the local labour market. Chapter three also discuss the legislature, analysing the nature of policy which influence youth and graduate unemployment, examining the skill development policy that are direct specifically toward the issue of employability of the young graduate and the youth in South African labour market.

Chapter four introduces the research methodology to be utilized a research instrument of data collection. The research method is introduced and discussed in details through viewing the qualitative research and quantitative research with an aim to combine them as mixed method tool.

Chapter five presents the obtained data through graphs and statistical analysis, the key is that

the analysis is rooted towards outlining the correlation between the internship policy and issues of graduate unemployment.

## **6.2 CONCLUSIONS FROM THE LITERATURE REVIEW**

### **The Debates on the increase of graduate unemployment rates in South Africa.**

As detailed in the literature review section on chapter two, a significant number of scholars including Evelein and Altbeter (2013), and Ostaizen (2005) concluded that graduate's unemployment is a myth in South African. This conclusion was based on quantities (comparing the employed and unemployment graduates). However, the literature review concluded that this argument is limited to only quantitative perspectives thus undermining the social and economic impact the existing unemployment growth of graduates caused. The literature review concluded that this growth in graduate unemployment can be only explained by the local labour market inability to absorb thousands of local graduates. The outputs of graduates are defined by a literature review to be irrelevant to the skills needed by the labour market, where the skills gap in the labour market persist and a significant number of graduates are unemployable.

### **Labour policies, the Internship Policy Programme and the policy gap in South Africa.**

In the conclusion remarks the literature review emphasised that a good policy framework to regulate the implementation of the internships programme exist, and the policy framework includes the Skill Development Act and the Skills Development Levies Act which are aligned to other labour policies like the Labour Relations Acts, Employment Equity Act, and the South African Constitution. This public policy gap arises because both the government and bureaucracy lack good governance characters. According to Mohamed Sayeed (2014:17), good governance is interpreted through discussing the nature and matters of accountability, levels of ethical standards and the extent to which the government responds to the needs of the society utilising its administration. The lines of accountability in the internship programme by the South African government are proven to be blurred due to limited monitoring and evaluation and levels of power giving to hosting employers and privates' funders of the Internship Policy Programme.

**The ethical standards are hugely questioned on the ground's implementation of the internship programme.**

The research findings revealed that the Internship Policy Programme is affected by the domination of politically affiliated people in the local municipality. Due to this power abuse, there is corruption (where unqualified companies are assigned as hosting employers, and graduates are given internship vacancies multiple times), nepotism where graduates are given opportunities on the bases of being related or having relationships with local government members. The literature review also concludes that there is a huge policy gap caused by a lack of policy knowledge on both the bureaucracy and the local administrative structure as part of the implementers.

**How Graduate unemployment, youth unemployment, and Poverty is are affected by the Internship Policy Programme and vice versa?**

The South African government, like any other governments, uses public policy to address public issues. The rules of good governance as defined by Peters (2007), emphasises transparency, participation consultation, and monitoring and evaluation. Good policies are designed; however, effective implementation of these policies is struggling. The literature review showed that the policy gaps also arise from political abuse of power through corruption and nepotism, therefore policy programmes are hindered to become effective and thus unable to realise their core objectives.

### **Education and Poverty**

The literature review indicated that the available graduates are irrelevant to the skills needed in the labour market. Therefore, the skill gap is still a critical issue in South Africa and the education system need to respond to the labour market. This creates an environment where the government and the individuals' investments in education becomes a loss and ineffective to the economy and the labour market of the country, and results in a higher unemployment and poverty.

When defining poverty, the literature review discussed lack of shelter, the inability of the people to access basic health care, lack of access to the labour market and the economic resources (Dielliens and Meny-Gibert, 2008), (Mckenzie: 2017). Most of the local unemployed graduates and the general youth are suffering from more than two of the above poverty signs. A significant population of our unemployed graduates are unable to access what the community generally defines as essentially for decency and dignified life, thus unwilling living outside the grades which the community regards as respectable. Therefore, due to unemployment, a significant quantity of our graduates and the general youth are poor in this sense (Muller, 2006). Therefore, the literature concluded that poverty is a phenomenon that can be defeated through working together of the government, private and public institution in the labour market and the rich & poor people (Zing, 2010).

#### **The extent and the role of racial, gender and political historical discrimination.**

Race still plays a significant role in accessing the economy and resources in South Africa. This is due to the democratic government being unable to effectively implement its policies of equality and equity within the labour market (Bhorat, Haroon & Leibbrand, 2001). The capitalist system promotes privatisation thus create an environment where the few minorities control the significant portion of the labour market and the economy. Employment Equity act seems to be hugely visible on the internship policy, internship vacancies are dominated by female graduates. Although this is a realization of the Employment Act Equity objectives, however, it should be monitored carefully.

### **6.3 CONCLUSIONS FROM THE EMPIRICAL STUDY**

The conclusions in consideration of the research findings and the analysis, the empirical research study are directly connected with the core purposes of the study.

#### **Objective 1: How is the current policy context for graduate unemployment in South Africa and within the uMgungundlovu District?**

There are various policies and programmes. However, in practicality, a significant number of the government departments do not strictly use the official policies of which are forwarded by the government to align youth and graduate's employment with the constitution and the needs of society. A significant number of hosting employers also did not have sufficient knowledge of the Skill Development Act (SDA), the Skills Development Levies Act (SDLA) and section 39 of the constitution. This policy gap contributes to the poor implementation of policies, including the Internship Policy Programme. Which is also confirmed by the huge numbers of survey respondents who lack relevant policy knowledge.

#### **Objective 2: What are the governance arrangements for the Internship Programme implementation in the uMgungundlovu District?**

The uMgungundlovu District outsourcing a private implementing agency to control the implementation is problematic. This shifts some of the implementing responsibility away from the District office as a government department, and this blurs the lines of accountability. This kind of implementation limits good governance because no transparency was visible more specifically in the administrative. Therefore, this hinders the ability of the Internship Policy Programme to achieve the mandates of the government.

#### **Objective 3: What are the successes and challenges in implementing the Internship Programme in the uMgungundlovu District?**

Even after internships, employability has become an issue for graduates in uMgungundlovu District Municipality and in the South African country entirely, especially for those graduates from historically black institutions. Literature outlined in the literature review section highlighted that in South African 'although employers and recent graduates recognise that the practical job experience is extremely essential for both the personal development and workplace effectiveness. Therefore, due to a lack of practical experience in the tertiary course, especial university degrees, the degree course does not effectively prepare students for work'

(University of Pretoria, 2015). Among other several limitations of recent graduates, the lack of soft skills is on top of the list, leading a massive number of graduates to remain unsuccessful in the recruitment phase. These studies show that there is a serious mismatch between graduate aspirations and the reality of the labour market and that new graduates are ill equipped for the local labour market. It is therefore understandable that employers are dissatisfied with the skills and attributes of recently qualified graduates, and another huge concern is that the lack of proper internship policy implementation worsens the situation. Therefore, Skills and talent development are thus central to effective internship programmes. Thus, although internship programmes still need serious improvement on their design and implementation processes, however, they do play a pivotal role. The internship programme has developed skills of a significant number of graduates, by giving them practical job experience and absorbed some of the interns for the permanent posts. The Internship Policy Programme also assists the labour market to fill the essential labour force, providing for human resources needs. The Internship Policy Programme effectively assisted TVET and University of technology student to complete their qualifications by providing platforms for their practical's. The Internship Policy Programme is unable to provide vacancies for degree graduates and postgraduates. Therefore, it only effectively provides for only a specific kind of graduates. The Internship Policy Programme failed to achieve effective implementation which reflects good governance (corruption, no accountability and blurred transparency).

## **6.4 RECOMMENDATIONS**

### **• Recommendation One**

It is recommended that the government must adopt recruitment and distribution strategies of the internships that are sensitive to equity and equality on the gender perspective, and on different types of graduate (Certificate graduates, diplomas graduates, bachelor degree graduate and postgraduate).

The internship programme reflected that 52% of the internship's vacancies were specifically for graduates with diplomas and 29% specifically for the graduates with certificates, therefore less than 20% cater for the graduates with bachelor degrees and postgraduates' qualifications. This was also specified by the managers in the District office that the funders of the programme specified on the type of graduates they are funding, and it is more of a norm that the funders provide for graduates with diplomas and sometimes those with the certificate. Thus, for the Internships Policy Programme to address the lack of practical experience it should also focus

on university graduate who possess more theoretical skill than practical experience when compare with other graduates.

• **Recommendation Two**

Advertising and Recruitment processes of graduate vacancies and internship opportunities by hosting Organizations and other relevant youth employment agencies need to consider the rural areas. It is recommended that advertising and dissemination of the internship opportunities be exploited to increase internships in the rural areas and within the uMgungundlovu District Municipality to address the shortage of critical skills throughout the country. Therefore, promote an Inclusive growth to close the economic divides between the various geographic locations.

• **Recommendation Three**

Some clear formalized procedures of aligning the qualification obtained and the organizational goals specifically for internship vacancies should be designed and adapted for the Internship Policy Programme. It is recommended that internships must necessarily not be only linked to the needs of the industry in general or of the organisation, however, internships must be also directly linked to the qualifications and career goals of the interns. This can play a pivotal role to address the required productivity levels. Therefore, the systematic process of aligning interns to strategic organizational goals or the sector's trajectory with the graduate qualifications and career goals are essential.

• **Recommendation Four**

All hosting employers need to be checked and be regularly monitored for the preparedness of the hosting companies and the workplace holistically.

• **Recommendation Five**

There is a need for the government to work with the HEIs in order to ensure relevant graduates' outputs. Thus, eradicating the existing lack of communication and partnership between the HEIs, the Employers and the Government institution.

• **Recommendation Five**

The uMgungundlovu District Municipality ought to adopt a synthesis of top down and bottom up approach on the ground implementation of the Internship Policy Programme.



Communication is pivotal between the policy implementers, the government and the peoples/masses. This ensures that policy designers have enough information about a policy problem due to public consultation and participation. This would also increase policy acceptance and allow smooth processes of implementation and administration.

• **Recommendation Six**

It is recommended that the government should consider designing the Internship Policy Programme that goes beyond the skills development provision and experience provided for the unemployed graduate and youth. Internship Policy Programme should be adaptive and flexible so that it can respond to the entire youth and graduates unused labour force effectively and sufficiently, and internships should promote long term or permanent employment for the graduates.

• **Recommendation Seven**

Accountability and transparency among facilitators and implementers of the Internship Policy Programme with the uMgungundlovu District should be strengthened and be observable, for this to be achieved it is recommended that the District Municipal establishes a simplified and adequate system for recording and reporting on financial transactions and be accurate and verifiable. Operational administration should be available to all the stakeholders and beneficiaries at large, adopting a consultative approach and open implementation approach.

• **Recommendation Eight**

Public Sector Management in connection with the stakeholders and beneficiaries as the facilitators and the implementers of the Internship Policy Programme must be enhanced on policy knowledge and legislature framework through awareness. Sufficient policy knowledge is pivotal for the realization of effective implementations which will ensure the objectives of the government mandate because the policy implementers should be well informed of both long term and short-term target of the policy programme. This will also create more effective continual monitoring and evaluation.

• **Recommendation Nine**

With regards to the stipend, it is very clear that a different approach is essential due to a huge dissatisfaction of interns. The government and all the funders must consider the basic living cost when deciding on the stipend of the interns.

- **Recommendation Ten**

The Internship Policy Programme should be regularly monitored, from the formulation processes to the implementation processes, the evaluation and monitoring processes should also be analysed and monitored. Regular monitoring is vital after the placement of the graduates because it is essential for the Capacity Development and Employment Services Board to conduct regular monitoring visits to the host institutions to ensure a realization of a smooth implementation of the program. Clear short term and long-term goals and expected outcomes by the Internship Policy Programme to ensure a detailed and direct guideline during monitoring visits need to be developed.

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School of Social Sciences,  
University of KwaZulu-Natal,  
Howard College Campus,

Dear Participant

My name is Msizi Errick Mkhize, I am a Masters candidate studying at the University of KwaZulu-Natal, Howard College campus, South Africa. I am currently conducting a research study titled: *“The Internship Policy gap: A Case Study of uMgungundlovu District Municipality”*. Your Department/organization is purposively selected to participate in the study, and you have also been randomly selected to be one of the employees within the organization to participate. This study seeks to generate a wider understanding of the implementation challenges currently being experienced in the Internship Policy Programme. The findings of the research will be feedback to the Department and hopefully, improvements will be made where necessary. This, in turn, can offer alternatives to the governance structure of the public sector an opportunity for improving implementation of the Internship Programme, both in the uMgungundlovu District, and other Municipalities with similar programmes.

To gather the information, I am interested in asking you some questions.

Please note that:

Your confidentiality is guaranteed as your inputs will not be attributed to you in person, but reported only as a population member’s opinion.

The interview may last for about 1 hour and may be split depending on your preference.

Any information given by you cannot be used against you, and the collected data will be used for purposes of this research only.

Data will be stored in a secure storage and destroyed after 5 years.

You have a choice to participate, and not participate or stop participating in the research. You will not be penalized for taking such an action.

The research aims at knowing the implementation gap that might exist on the internship policy program, how the internship affects the employability of graduate and the community at large, as well as to policy recommendations to the internship program.

Your involvement is purely for academic purposes only, and there are no financial benefits involved.

If you are willing to be interviewed, please indicate by signing on the signature line below and also (by ticking as applicable) whether or not you are willing to allow the interview to be recorded by the following equipment:

Participant Signature.....

	Willing	Not willing
Audio equipment		
Photographic equipment		

I can be contacted at:

Email: 209510085@stu.ukzn.ac.za

Cell: 0839242570

My supervisor is Cheryl Mohamed Sayeed who is located at the School of Social Sciences, Political Science Department, Howard College campus of the University of KwaZulu-Natal.

Contact details: email: Mohamed-sayeedc@ukzn.ac.za Phone number: 0312601583.

You may also contact the Research Office through:

P. Mohun

HSSREC Research Office,

Tel: 031 260 4557 E-mail: [mohunp@ukzn.ac.za](mailto:mohunp@ukzn.ac.za)

## **The Internship Policy gap: A Case Study of uMgungundlovu District Municipality**

I am a Public Policy masters student at the University of KwaZulu Natal, Howard College Campus. I hereby ask your assistance in the collection of data for my research project titled above. The aim of the study is to examine the implementation processes of the internship program in the government departments. The findings of the research will be feedback to the Departments and hopefully, improvements will be made where needs are. 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. Please understand that your participation is voluntary and that anonymity and confidentiality are guaranteed.

### **Instructions**

Please tick in the 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**

Msizi Mkhize

[mtidera@gmail.com](mailto:mtidera@gmail.com) or 209510085@ukzn.ac.za

### **Section A**

## Biographical information

### 1. Gender

Male	1
Female	2

### 2. Race

Black	1
Indian	2
Coloured	3
White	4

### 3. Age

18-25	1
25-30	2
31-35	3
Above 35	4

### 4. Level of education/Qualification attained

TVET Certificate	1
Diploma	2
Degree	3
Honours or Post grad Diploma	4
Other	5

### 5. SETA

FP & M SETA	1
SASSETA	2
MICT SETA	3
CETA	4
Other	5

### 6. Please indicate the year you enrolled into the internship in the department

2016	1
2017	2
2018	3
2019	4

## SECTION B

### Accessibility to the program

7. How did you hear about the internship opportunity?

Local newspaper & Radio	1
Word of mouth	2
Public Poster	3
Tertiary Institution	4
Internet	5
Other	6

8. Did you need to relocate in order to accept Internship?

Yes	1
No	2

9. If yes on the above question, how much of your stipend did you use for residence cost?

Less than 10 %	1
Less than 30 %	2
More than 30 %	3
More than 50 %	4
Other (Please specify)	5

Gap between the commencement of the internship and graduation date.

3 -6moths	1
12-24 moths	2
36 moths	3
48 moths	4
5 years and More	5

## SECTION C

### Preparation and Planning of the hosting employers

Were you given adequate working equipment and relevant support to complete your daily task?

1	2	3	4	5
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree

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

Yes	1
No	2

13. If the answer above is yes: you found the induction effective and relevant.

1	2	3	4	5
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree

14. Were you given a work plan or job description at the beginning of the program?

Yes	1
No	2

15. If the answer above is yes: did you find the job description effective and sufficient?

1	2	3	4	5
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree

## SECTION D

### Policy Knowledge

16. Rate your knowledge of the skill development act' and its objectives.

Very Poor	Poor	Not sure	Good	Excellent
1	2	3	4	5

17. Rate your knowledge of section 36 of the constitution.

Very Poor	Poor	Not sure	Good	Excellent
1	2	3	4	5

18. Is there any policy guarding your relationship and communication as the intern with your employer as the host?

Yes	1
No	2
Not Sure	3

## SECTION E

### Relevance of Task

19. There is a direct link between your tertiary qualification and the tasks allocated.

1	2	3	4	5
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree

20. Indicate the type of tasks you are mainly exposed to.

1	2	3	4	5
Administrative	Leadership of projects	problem solving	Planning	Other

21.1 The sector that you are assigned to is relevant to your tertiary qualification?

1	2	3	4	5
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree

## SECTION F

Progress assessment

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

Weekly	1
monthly quarterly Six	2
Monthly	3
Annually	4
Others	5

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

1	2	3	4	5
Very Good	Good	Adequate	Poor	Very Poor

## SECTION G

Remuneration

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

Yes	1
No	2

25. If your answer is yes above, you feel that you are compensated adequately for the job you do in the department.

1	2	3	4	5
Strongly agree	Agree	Neutral	Disagree	Strongly Disagree

27. Do you receive any show of Appreciation for Performed Work?

1. Provided with relevant training in work related technical skills	1
2. Showcased your work through presentation/exhibitions	2
3. Increased your stipend	3
4. Gave you a certificate/awards	4
5. Gave you a send-off party	5
6. Other (Please specify): _____	6.

## SECTION H

Training needs and skills development.

28. Have you been sent to external training related to the job you do in the department?

Yes	
No	

29. If the answer above is yes, you feel that the training is effective?

1	2	3	4	5
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree

30. Reason/s for not having gone for training, if the answer to question 22 is no.

Company's or organisation's decision	
Personal decision (Personal issues)	
Limited access or resources	
Other	

## SECTION I

Employability and internship satisfaction rate



31. 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?)

1	2	3	4	5
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree

32. Are there any mechanisms in place to effective help you secure permanent employment?

1	2	3	4	5
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree

33. Did you complete or do you intend completing the program?

Yes	
No	
Neutral	

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

1	2	3	4	5
Very low	Low	Not sure	High	Very high

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

1	2	3	4	5
Disagree	Strongly Disagree	Neutral	Agree	Strongly Agree

36. Duration of Mentor Meetings

15-30 minutes	1
35-45 minutes	2
More than a 1 hour	3
Other	4

37. Content of your Mentoring Session

	1
	2
	3
	4
	5

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

1	2	3	4	5
Very Satisfactory	Satisfactory	Neutral	Unsatisfactory	Very Unsatisfactory

39. You feel that there are/were adequate resources provided for completing your task effectively throughout the programme.

1	2	3	4	5
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree

40. You feel all task executed within the programme are educational and contribute to the development of your employability capacity.

1	2	3	4	5
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree

41. What were your expectations upon joining the program?

Obtain business skills and networks	1
Acquire advance job skills	2
Access Permanent Employment	3
Other	4

42. In your opinion how long should the internship program run to allow graduate acquire meaningful experiential training?

1	2	3	4	5
Six months	12 months	18 months	24 months	3 years

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

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36. General comments

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Thank you for your time and participation...!

## **In-depth interview schedule**

Interviewee:.....  
Date:.....  
Start Time:.....End Time:.....  
Place/setting:.....

### Interview questions

What is your company's or department's strategies to disseminate information on the internship programme to its target population, and how effective are those strategies?

What is the strategy the department employs to distribute interns in the department or to SETAs and to other organisations?

What are the significant public benefits rooted in the implementation processes of the internships programme, directly responding to the public's economic & social demands? (If any exist)

What impact do the designing and the implementation of the internship programme have on youth, especial on young graduates?

What are the bases arrangements guarding the Internship Programme's implementation in the uMgungundlovu District and how effective are they?

What do you know about the Policy guarding the designing and implementation of the internship programme?

Are there any links between the skills development act and the internship policy program that implemented within the District?

Based on your above answer, do you regard those Policies as sufficiently developed to successfully implement the internship programme? Please explain further.

In your view, how do the internships, directly and indirectly, respond to graduate and youth unemployment?

What and how are the challenges that you can associate with the availability and distribution of resources for the implementation of the internship programme? Please explain?

How does the internship programme respond to the educational and labour market needs of individual graduate or interns?

What are the platforms of communication between the management, programme implementers and interns within the Organisation or SETAs for reporting, suggestion and feedbacks?

Based on your above answer how influential are the reports and comments made by stakeholders including internship coordinators and the public in reshaping implementation and governance approach of the internship programmes?

What shapes and regulate duration and content of the mentoring session for the interns?

What are the committees in place to evaluate the distribution of interns in the entire Internship Policy Programme and assess their development holistically, and how effective are they?

Are there any means for ensuring the alignments of Internship Work with their Qualifications?

Is there any show of appreciation for the intern for performed work?

What training is or has been provided to people tasked with mentoring interns?

Has your internship programme been able to permanently absorb any of the interns into the department, and on average at what post level?

What are the Mentoring and Evaluation systems used by your department/organisation for the entire internship programme?

Do you have any suggestions and general comments about how the internship program could be improved?

Thank you for your time and participation...!



13 April 2015

Acting Municipal Manager  
uMgungundlovu District  
Municipal  
PO Box 3235, Pietermaritzburg,  
KwaZulu Natal, 3200

Ms S. Ncube

**RE: Permission to Conduct Research within uMgungundlovu District Municipality**

My name is Msizi Errick Mkhize (Student No: 209510085). I am a Master of Public Policy student at the University of KwaZulu Natal (UKZN), in the School of Political Science, within the College of Humanities. As part of the requirements of my degree, I am currently engaged in a research investigation entitled **"Minding the Internship Policy gap: A Case Study of uMgungundlovu District Municipality"** under the guidance of my supervisor, Dr Cheryl Mohamed Sayeed.

The study seeks to examine the implementation process of the internship as a policy programme, with the core objective rooted on identifying any challenges prohibiting effectiveness of the implementations of the internships within the uMgungundlovu District Municipal. More specifically the research project will give more attention to the following issues:

- Assessing the mechanisms in place that facilitate the implementation of the internships through good governance.
- Examine the effectiveness of these mechanisms in facilitating the implementation of the internship to address graduate unemployment.
- Offering of recommendations grounded on the outcomes of the study.

In order to complete this investigation and meet the objectives of the study, I need to interview members of senior management and other officials located within the uMgungundlovu District office. I also need to interview mentors and survey some of the interns absorbed by the Sector Education and Training Authorities (SETAs) working with the uMgungundlovu District office in implementing the internship programme. As a result, this letter serves to request permission to undertake this research among the above mentioned stakeholders.



Attention : Mr Msizi Mkhize (STUDENT NO. 200510085)

Date : 06 November 2017

**RE : REQUEST FOR PERMISSION TO CONDUCT RESEARCH**

Your email dated November 13, 2017 that was sent to uMGUNGUNDLOVU MUNICIPALITY requesting permission to conduct research study has reference.

You are hereby granted permission to conduct your research within uMGUNGUNDLOVU DISTRICT MUNICIPALITY titled " Discipline: Public Policy"

All necessary support will be made available for the study to be a success. We wish you all the best with your research and we will appreciate a copy of your completed dissertation.

Yours in development



MRS SINEGUGU NCUBE-DLAMINI  
ACTING MUNICIPAL MANAGER

**Financial Services**

742 Langalibalele Street, Pietermaritzburg 3201 • P O Box 3235, Pietermaritzburg 3200  
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