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**The analysis of the implementation of the AgriSETA's Internship Programme by the  
Department of Higher Education and Training**

**by**

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## **DEDICATION**

I humbly dedicate this study to my mother, Tumeke Mehlala and my wife, Xoliswa Mehlala - without your love and support this academic accomplishment would not have been possible. I further dedicate this study to the memories of all the Mehlala and the Ngcokovane family members those who are alive and those who have passed on, for their support and spiritual guidance on this academic journey. I also dedicate this study to the extraordinary people, teachers, lecturers and academics who have crafted and shaped my academic journey.

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## **ABSTRACT**

Programme implementation must be driven by clear implementation plans or project plans that have measurable deliverables, milestones and financial resources. Programme implementation and policy formulation are meant to work together and complement each other for the attainment of policy objectives. In essence, public policy should be underpinned by practice and practical programme implementation as opposed to the emphasis that is often placed more on the theory of policy formulation. The practice of policy implementation should be preoccupied with and entail what activities need to be executed by implementers at the policy implementation phase in order to achieve the performance and outcomes set out in policy objectives. The effectiveness of a policy could be determined by the ability of the implementers to put into practice the expected outcomes indicated in the policy, despite various challenges in the policy implementation process.

The study assessed the policy and legislative framework that guides the implementation of the Skills Delivery Programme (SDP). A policy implementation framework has been applied to the AgriSETA Internship Programme to assess and analyse how the programme is doing. The Mazmanian and Sabatier framework, with its six categories of variables, the 7-C protocols of implementation as well as a set of seven questions were adopted to analyse the implementation of AgriSETA's Internship Programme. The theoretical programme implementation framework presented in this research has provided an analysis that has revealed the strengths and shortcomings of AgriSETA's policy formulation and policy implementation process. The analysis has provided AgriSETA with findings and recommendations that need to be considered by the Department of Higher Education and Training (DHET) and AgriSETA in order to improve the implementation of their internship programme.

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## ACRONYMS

<b>AgriSETA</b>	Agricultural Sector Education and Training Authority
<b>APP</b>	Annual Performance Plan
<b>CBO</b>	Community Based Organisations
<b>DAFF</b>	Department of Agriculture Forestry and Fisheries
<b>DED</b>	Department of Economic Development
<b>DHET</b>	Department of Higher Education and Training
<b>DoL</b>	Department of Labour
<b>DPME</b>	Department of Planning, Monitoring and Evaluation
<b>DPSA</b>	Department of Public Service and Administration
<b>ETDPSETA</b>	Education Training and Development Practices Sector Education Training Authority
<b>FET</b>	Further Education and Training
<b>4IR</b>	Fourth Industrial Revolution
<b>HET</b>	Higher Education and Training
<b>HRDSSA</b>	Human Resource Development Strategy of South Africa
<b>HWSETA</b>	Health and Welfare Sector Education and Training Authority
<b>IGDP</b>	Integrated Growth and Development Plan
<b>IPAP</b>	Industrial Policy Action Plan
<b>MTSF</b>	Mid-Term Strategic Framework
<b>NDP</b>	National Development Plan
<b>NPM</b>	New Public Management
<b>NSA</b>	National Skills Authority

<b>NSDS</b>	National Skills Development Strategy
<b>NSF</b>	National Skills Fund
<b>PFMA</b>	Public Finance Management Act
<b>PIVOTAL</b>	Professional, Vocational, Technical and Academic Learning
<b>PSET</b>	Post-School Education and Training
<b>QMR</b>	Quarterly Monitor Report
<b>SDA</b>	Skills Development Act
<b>SDLA</b>	Skills Development Levies Act
<b>SDP</b>	Skills Delivery Programme
<b>SETA</b>	Sector Education and Training Authority
<b>SMART</b>	Specific, Measurable, Achievable, Realistic and Timely
<b>SMMEs</b>	Small, medium, and micro enterprises
<b>SOE</b>	State-owned Enterprises
<b>SSP</b>	Sector Skills Plan
<b>TVET</b>	Technical Vocational Education and Training
<b>WIL</b>	Work-Integrated Learning

# CHAPTER ONE: INTRODUCTION TO THE ANALYSIS OF THE IMPLEMENTATION OF THE SKILLS DEVELOPMENT PROGRAMME

## 1.1 INTRODUCTION

The South African apartheid regime made use of Bantu education as a tool for oppression and segregation amongst the black South African population, leaving it poor, unskilled and illiterate (Gqili 2016:1). This viewpoint also finds expression in the National Development Plan (NDP), as it indicates that:

*“the fragility of South Africa's economy lies in the distorted pattern of ownership and economic exclusion created by apartheid policies. The effects of decades of racial exclusion are still evident in both employment levels and income differentials. The faults lines of these differentials are principally racially defined but also include skills levels, gender and location”.*

(National Planning Commission 2012:110)

As a result of the apartheid legacy, South Africa has become one of the most unequal societies in the world, with large gaps between the rich and the poor. The country is faced with challenges relating to poverty, inequality and unemployment. The South African economy is structurally untransformed; wealth and means of production are controlled by the minority while the majority of the population are struggling. This viewpoint is alluded to by Akanbi (2016:5), when he mentions that South Africa has “long-run relationships and causal effects existing between growth (unemployment), poverty (income and human), and inequality (income, education and land)”. In this regard, South Africa is faced with a particularly high rate of unemployed graduates due to a lack of experiential training which is needed to facilitate the entrance of graduates to the highly competitive labour market. In its attempt to resolve this policy issue, the government has adopted the implementation of internship programmes as a remedial initiative. This research study will analyse the implementation of the Agriculture Sector Education and Training Authority (AgriSETA) Internship Programme within the context of the National Skills Development Strategy III (NSDS III) as one of the government’s public sector internship programmes. The implementation of the AgriSETA Internship Programme will be analysed and assessed as a case study.

## 1.2 ORIENTATION

The Constitution of the Republic of South Africa, 1996 (hereafter referred to as the Constitution), section 29 makes provision for all South Africans to have access to basic education, including adult basic education; and to further education that must be provided for by the state within its available means and resources (AgriSETA 2016:7-8). This constitutional imperative has created a foundation for the establishment of legislation, policies and strategies around the area of public sector human resource development and skills development.

The Skills Development Act (SDA), 1998 (Act 97 of 1998), Labour Relations Act, 1995 (Act 66 of 1995), Employment Equity Act, 1998 (Act 55 of 1998), Public Service Act, 1994 (Act 103 of 1994), Human Resource Development Strategy for South Africa (HRD-SA) 2010-2030 and the NSDS III are some of the legislation, policies and human resource development strategies that emanate from these constitutional imperatives. These legislation, policies and strategies are intended to facilitate skills development, transformation and training of personnel from previously disadvantaged groups in the workplace. The Department of Higher Education and Training (DHET), the Department of Labour (DoL), the Department of Agriculture Forestry and Fisheries (DAFF), the Department of Economic Development (DED), and the Department of Public Service and Administration (DPSA) are entrusted with the responsibility to drive key policies and strategies around skills development, human resource development, public sector transformation, employment creation and training in the South African public sector.

The *White Paper on Post School Education and Training: Building an Expanded, Effective and Integrated Post-School System*, 2013 (later to be referred to as White Paper on PSET) emphasises the key role of the Sector Education and Training Authority (SETA) in realising the objectives of the NSDS III. It can be observed from the White Paper on PSET that learners who complete university, college and SETA programmes are not easily absorbed into the labour market due to a lack of skills and work experience. The White Paper on PSET (2013:64) calls for more collaboration and integrated programmes between the SETA, universities and technical and vocational education and training (TVET) colleges and the labour market. This collaboration could enhance the impact of institutions such as the AgriSETA towards achieving the objectives of skills development set out in the

NSDS III. The White Paper on PSET encourages workplace learning and work-integrated learning (WIL) through programmes such as apprenticeships, learnerships and internships for skills development (DHET 2013:64).

Research has been conducted in the areas of training and skills development in the agricultural sector. This research is more prevalent within agriculture economics studies at the University of Pretoria. Terblanche's (2013:105) research focuses on agricultural extension training. The findings and recommendations of this paper suggest that:

*“extension managers (leaders) generally accepted two years of training in Agricultural Extension to be sufficient while two years (or less) of training in the Natural Sciences was considered insufficient. Asked to evaluate their qualification shortcomings, Agricultural Extension training was regarded as the most serious shortfall”.*

(Terblanche 2013:105)

Another research paper in this area by ka Makhaya (2014:86) focuses on the review of agricultural economics training in South African Universities. This paper found that “[t]here was a difference between the skills that should have been attained by students and those taught by the agricultural economics universities”.

Research by Melaphi (2015:72-73) indicates that there is a challenge of misalignment in producing scarce and critical skills that can be absorbed by the job market. This research focuses on the role that state-owned enterprises (SOEs) play in youth skills development in South Africa and mentions that “[w]hile SOCs continue their intervention to support the national skills agenda, challenges still persist as processes of identifying critical and scarce skills, planning and reporting of such skills to the relevant government department and SETA are misaligned”. The paper raises concern about overproduction of artisans that are not being absorbed by the job market. This indicates misalignment between skills planning, supply and demand of scarce and critical skills.

Research by van Rensburg (2014:2) emphasises the legacy of apartheid laws and policies and how they have negatively disadvantaged and resulted in low skill levels and poor training of black citizens in the agricultural sector. This research points to discriminatory policies and how they caused barriers and limited the black majority

from gaining skills and having progressive careers in agriculture in South Africa. Mammadalizade (2012:50) states that South Africa faces a skills shortage and skills demand in its attempts to try and build a developmental state. Nhlabathi (2016:2) investigated the implementation of a skills development programme in the higher education sector and focused on the Education Training and Development Practices Sector Education Training Authority (ETDPSETA) as a case study, which found an existing skills gap and challenge in skills development in South Africa and the need to conduct an evaluation of the implementation of a skills programme set out to close the gap.

The shortage of scarce and critical agricultural skills is not isolated within South Africa. Instead, the shortage of scarce and critical skills, lack of proper skills planning and the unmet skills demand in the agriculture sector are also experienced in other parts of the African continent. The skills challenge in Africa has attracted the attention of international organisations such as the G20, the World Trade Organisation and the International Labour Organisation. Sony, Hay, Karelia and Shaikh (2014:1) share the view that although the need for skills development in Africa is not unique, it is an issue which is regarded as crucial by leaders of African states, as well as a range of international organisations.

In West Africa, the organic agriculture sector is grappling with the issue of the skills gap. Aiyelaagbe and Harris (2015:109) hold the view that “[t]he differences between the skills required to carry out a task and the actual skills possessed by an individual are referred to as skills gap”. The skills gap and skills mismatch contribute to the high rate of unemployment in South Africa and the African continent. As such, the South African agricultural sector is faced with a lack of scarce and critical skills, skills planning and workplace skills (AgriSETA 2017: viii). This challenge contributes to the high unemployment rate and low labour absorption in the South African agricultural sector. In South Africa, AgriSETA has been set up as a public entity to deal with the challenges of scarce and critical skills and skills planning in the agricultural sector.

The South African agricultural sector, through AgriSETA’s efforts, has established its own Sector Skills Plan (SSP) to cater for the agriculture sector’s skills development needs. The AgriSETA SSP is derived from the NSDS III, which forms part of the Human Resource Development Strategy for South Africa (DHET 2011:10). The AgriSETA SSP indicates that there is an unfulfilled demand and need for high-level

technical skills within commercial farming for managerial positions. The SSP suggests that there is also a need to improve recognition of prior learning for the unskilled workforce and co-operatives for better partnerships with business, government departments, other SETAs and industry bodies in the sector. The SSP also highlights the issue of scarce skills and skills mismatch that negatively affect the above-mentioned constituency, which AgriSETA is meant to assist with. The SSP advocates for an updated scarce and critical skills list aligned to government priorities and strategic frameworks, in response to needs identified by the agricultural sector (AgriSETA 2017: ii).

In its Sugar Subsector Skills Plan, AgriSETA further provides statistics to emphasise and label the challenges of skills shortage, mismatch and youth unemployment in the South African agricultural sector. According to AgriSETA, the South African youth “consist of the population aged between 15-35, this group comprises 36% of the total SA population and 70% of them are unemployed” (AgriSETA 2018:16). AgriSETA further reports that today, black Africans aged between 25 and 35 are less skilled than their parents would have been at the same age. This presents a huge challenge for skills development and specifically for the agricultural sector, with a waning interest in agriculture due to rapid urbanisation. In confirming this, Mr Jerry Madiba, CEO of AgriSETA, has commented that “young people do not find agricultural careers attractive” (Kane-Berman 2016:6). The South African Confederation of Agricultural Unions has called on stakeholders to recognise agriculture as a “high skilled business with great opportunities for the youth” (AgriSA 2016). However, when youth are largely unskilled or undereducated, there needs to be major upskilling across the board before they can take advantage of available employment opportunities. Additionally, there is a generalised mismatch between the demand for skilled labour and the supply of unskilled labour (AgriSETA 2016:19).

AgriSETA performs four programmes to achieve its organisational mandate and strategic goals. These programmes are Skills Planning, Skills Delivery as well as Quality Assurance and Administration. AgriSETA was established as a public entity with the mandate to:

*“build a system where its skills development interventions respond to the socio-economic needs of the country, including the improvement and development of South African Human Resources. AgriSETA fulfils its skills*

*development mandate through, bursaries, Internships/workplace experience, learnerships (including New Venture Creation), artisan development, adult education and training, land reform and mentoring, skills programmes and graduate placements”.*

(AgriSETA 2017:33)

AgriSETA's funded programmes range from bursaries for learners and internship opportunities to provide job experience, to experiential learning (from universities of technology, Further Education and Training (FET) and agricultural colleges) for learners who need to complete their qualifications.

This research will focus on AgriSETA's Programme 2, which consists of AgriSETA Skills Delivery Programme (SDP) with a particular focus on the AgriSETA Internship Programme. The purpose of SDP is to make use of skills development to impact on the productivity and profitability of the Agricultural sector and to contribute to food security, vibrant entrepreneurship and self-reliance - especially for rural economies (AgriSETA 2018:25). AgriSETA's SDP is part of the organisation's alignment and response to the NSDS III as a key strategic framework, guiding skills development in South Africa. The NSDS III has eight key strategic goals in line with the SDA, 1997 and Human Resource Development Strategy of South Africa (HRDSSA II). AgriSETA's SDP is a direct response to NSDS III Strategic Goal Number 5, which deals with the encouraging better use of workplace-based skills development programmes. This research will analyse the implementation of AgriSETA's Internship Programme to assess its performance with regards to providing work experience training for scarce and critical skills in the South African agricultural sector.

The AgriSETA Internship Programme is one of many AgriSETA learning programmes set out to achieve its policy mandate on skills development. The AgriSETA Internship Programme is about the on-the-job training for students who need a (up to a maximum of) 12 month structured programme for practical exposure to complete their Higher Education and Training (HET) or FET studies. The programme is for students who require practical experience in order to complete a qualification. The AgriSETA Internship Programme is implemented for the purpose of providing students with work experience training and skills development opportunities within the South African agricultural sector. Amongst the previous challenges noted, the agricultural sector is also faced with the challenge of an ageing

skilled workforce due to lack of entrance and employment of youth with relevant agricultural skills in the sector (AgriSETA 2016:2).

### **1.3 PROBLEM STATEMENT**

The “apartheid policies in respect of human resources development have left a legacy of a low skills base and gross inequalities in terms of skills development in South Africa” (Chelechele 2009:45). The AgriSETA SDP emanating from the NSDS III by the DHET attempts to resolve these complex challenges of scarce and critical skills shortage within the South African agricultural sector by promoting increased access to training and skills development opportunities. Due to South Africa’s history and legacy, there is a need for transformation of inequities with regards to skills development linked to class, race, gender, age and disability. South Africa has to address the challenges of skills shortages and skills mismatch in order to improve productivity and labour absorption in the economy (DHET 2011:3).

The skills mismatch pointed out in the AgriSETA SSP suggests that there is a gap in AgriSETA’s SDP. The SDP appears not to meet the needs and demands of subsistent and commercial farmers (AgriSETA 2017: ix). The issue of the unskilled workforce seems to transcend both commercial and subsistence farming. AgriSETA appears to be doing well when developing lower-level skills while lacking in the promotion of technical, managerial and scientific skills, which are all required by enterprises. It is therefore important to emphasise that “[w]hile South Africa needs more skills, it also needs to ensure the right set of skills for the labour market” (Field, Musset and Álvarez-Galván 2014:58). Hence, the SSP is set out to mitigate the challenges of skills mismatch and insufficient entry to skills development programmes in the agricultural sector by utilising learnerships, bursaries and the internship programme.

### **1.4 RESEARCH OBJECTIVES**

This study attempts to meet the following research objectives:

- To describe the theoretical and conceptual framework that supports the implementation of the AgriSETA Internship Programme.

- To assess the legislative and policy framework that guides the implementation of the AgriSETA Internship Programme.
- To determine the challenges experienced by the different role-players in the implementation of the AgriSETA Internship Programme.
- To make recommendations regarding the implementation of the AgriSETA Internship Programme.

## **1.5 CENTRAL THEORETICAL STATEMENTS AND/OR HYPOTHESIS**

Grindle (1980:6) states that there is a “distinction between policies and programmes; he implies that programme implementation is a function of policy implementation and that the two are contingently related. Effective policy implementation is dependent on establishing effective programmes and carrying out the programmes as effectively and efficiently as possible”. The AgriSETA SDP makes use of bursaries, learnerships and internships to implement and achieve its NSDS III policy objectives effectively and efficiently.

The supply and demand within the public sector skills development environment requires the public sector to implement internship programmes that are focussed on scarce skills and critical occupations, in order to meet the demands of the public sector. The public service human resource practice is obligated to implement internship programmes that meet the needs and demands of the public sector. The public sector internship programmes must deliver value for money and yield a good return on the government’s investment. In response to the need for a solution, the cabinet initiated the public sector internship directive to resolve skills shortage and youth unemployment amongst graduates (DPSA 2015:5).

Global and local literature provides a notion that there is a need to enhance the country’s skill set through policy initiatives in order to resolve any country’s challenges which relate to high levels of poverty, unemployment and inequalities (Nhlabathi 2016:13). Hence, AgriSETA’s implementation of their internship programme is intended to assist the country with skills development and employability of the youth and the unemployed. Research has also shown that the South African agricultural sector is faced with challenges such as the high demand for scarce skills, rapid modernisation, low literacy levels, ageing workforce and

inability to attract youth to take on careers in the agricultural sector (Van Ransburg 2014: ii).

## **1.6 RESEARCH APPROACH**

Social Science makes use of three approaches to enquire and find answers to research questions. According to Kumar (2014:14), these three research approaches are the quantitative or structured approach, the qualitative or unstructured approach and the mixed methods approach. This research study will make use of the qualitative research method for purposes of collecting, analysing and interpreting data.

### **1.6.1 Qualitative approach and case study design**

The qualitative research method can be defined as:

*“the study of research problems inquiring into the meaning individuals or groups ascribe to a social or human problem. To study this problem, qualitative researchers use an emerging qualitative approach to inquiry, the collection of data in a natural setting sensitive to the people and places under study, and data analysis that is inductive and establishes patterns or themes”.*

(Lichtman 2014:9)

This research approach is mostly used in Social Sciences and is more geared towards understanding human behaviour, social factors and uses reasoning as opposed to a mere collection of statistical data. The advantages of qualitative research methods are that it is inductive, descriptive, focuses on meaning and the process rather than being quantitative and rigid (Atieno 2009:14).

### **1.6.2 Research instruments**

There is a dominant notion in Social Sciences research that for research to be original, new data must be collected. To this end, most social researchers will embark on data collection processes using instruments such as surveys, questionnaires, interviews and participation in observation. Although these are tried and tested social research instruments, these are not the only methods and are not always suitable to all research enquiries - nor are they always cost-effective (Mogalakwe 2009:43-44). There is an alternative in the form of the documentary

research method, which uses data collection and data analysis from both primary and secondary document sources. The document analysis research method to be applied in this research regards:

*“the analysis of documents that contain information about the phenomenon we wish to study. The documentary research method is used in investigating and categorizing physical sources, most commonly written documents, whether in the private or public domain”.*

(Ahmed 2010:2)

This research method can include documents such as institutional performance reports, memoranda, annual reports, government publications and statistics, as well as visual and pictorial sources. The advantages of using document research are that data is readily available, it saves time, it is cost-effective and the researcher does not have to be present during data collection which minimises biases in the data collection process. For the purposes of this research document, sources such as annual reports, internship policies, strategic documents, legislation, presentations, newspaper articles and annual performance plans (APPs) will be used.

Due to the qualitative nature of the problem statement and research objectives, this study will adopt an inquiry that requires the use of qualitative methods in data collection and data analysis. Where necessary, some performance figures and quantitative aspects of the research will be narrated and presented in a simple and easy to understand format. A combination of the qualitative research method, coupled with the document analysis method will be applied to explore the implementation and performance of a skills development programme using AgriSETA’s Internship Programme as a case study.

### **1.6.3 Data analysis**

Document analysis as part of the broader domain of documentary research will be used to analyse the primary, secondary and tertiary document sources. As part of document analysis and assessment, Wagner, Kawulich and Garner (2012:147) insist that documents be assessed considering their authenticity, credibility, representativeness and meaning. To further enhance this criterion, this research will make use of triangulation to test and verify that the understanding of data analysis is

correct and authentic. Matshego (2011:5) supports the use of triangulation as follows: (i) constant comparative method (if an issue appears more frequently, this increases its saliency) (ii) interdisciplinary triangulation (the use of knowledge from different disciplines to solve one problem) and (iii) investigator triangulation (the use of multiple researchers who conduct the investigation independent of each other). The analysis and presentation of the data collected will accommodate the qualitative nature of the research. The qualitative data collected from various document sources will be analysed and presented in a qualitative, simplified, narrated method by making use of thematic analysis.

#### **1.6.4 Limitations and delimitations**

The documentary research method, like any other research method, has limitations in relation to data collection. There is an inherent risk that the researcher may select document sources that suit a prejudged perspective and leave out information that does not support their view (Wagner *et al.* 2012:147-148). Another limitation to documentary research is the availability of information on the Internet that may not always be authentic and reliable. The research will circumvent this limitation by making use of the criteria that insist on authenticity, credibility, representativeness and meaning when handling document sources to avoid biases.

The research may encounter challenges and limitations with regards to gaining access to documents from AgriSETA, DAFF, co-operatives, farmers, the DoL and the AgriSETA stakeholders due to lack of an established relationship with the researcher. This limitation may be circumvented by making use of documents sourced through the Internet and websites of these institutions.

#### **1.6.5 Ethical implications**

Ethical clearance to conduct this research work needs to be obtained from the University of Pretoria and the DHET in order to comply with ethical requirements. The research will be transparent and information collected will be kept anonymous.

### **1.7 SIGNIFICANCE OF THE STUDY**

As part of the developmental state agenda, the South African public service is faced with difficult policy choices and the need to develop and implement policies that are effective and efficient to ensure service delivery. The Department of Planning,

Monitoring and Evaluation (DPME) in the Presidency has set out to assess the performance of government programmes based on 14 government priority outcomes. Furthermore, the DPME (2013:1) places emphasis on the top five government priorities which must take precedence amongst the 14 outcomes. The DHET and AgriSETA have a mandate to deliver towards outcome number five, which relates to building a skilled and capable workforce to support an inclusive growth path.

AgriSETA is one of the 21 SETAs under DHET set out to contribute towards the achievement of government priority outcome number five. AgriSETA and TVET colleges form part of many role-players involved in skills development in South Africa. These institutions are entrusted with the mandate of training artisans and producing other mid-level skills (National Planning Commission 2012:295). AgriSETA has discovered that farmers lack skills such as farm management, resource management, financial planning, marketing, packaging, and mechanical and electrical knowledge to mention but a few. In the commercial sector, the critical constraint identified was the poor educational levels of a large proportion of the labour force, which demanded a considerable investment (Joubert 2013:1). AgriSETA is thus charged with the duty of implementing learning programmes, as well as disbursing discretionary grants through its bursary programme to fund scarce and critical skills in the agricultural sector.

## **1.8 FRAMEWORK OF THE STUDY**

Chapter One provides the introduction and background to skills development and its impact on skills, education and training. The chapter further presents the problem statement and motivation for the research.

Chapter Two conceptualises policy and programme implementation within the discipline of Public Administration. Chapter Three assesses the legislative, strategic and policy framework that guides the implementation of the SDP in line with SDA, Skills Development Levies Act (SDLA), NDP, NSDS III and SSP within the context of the DHET and AgriSETA as the implementing agency.

Chapter Four determines the challenges experienced by the different role-players in their respective roles in the implementation of the AgriSETA Internship Programme SDP. Chapter Five summarises the various chapters and provides recommendations

for ways forward with regards to the implementation of the AgriSETA Internship Programme in line with the NSDS III policy objective.

## **1.9 CONCLUSION**

This chapter has provided an introduction and background orientation to skills development within the context of South Africa. In its introduction and orientation, the chapter has reflected on the role played by the Constitution as it laid the foundation for the SDA, the White Paper on PSET and the existing research conducted around skills development in the agriculture sector and AgriSETA's SSP. The chapter highlighted the impact of apartheid policies, skills mismatch and lack of proper training programmes as the main problem areas facing the South African agricultural sector. The chapter concludes by laying out the research approach, research instruments and the methods of data analysis, as well as the significance of the research.

## **CHAPTER TWO: CONCEPTUALISATION OF POLICY AND PROGRAMME IMPLEMENTATION WITHIN THE DISCIPLINE OF PUBLIC ADMINISTRATION**

### **2.1 INTRODUCTION**

A conceptual and analytical framework is intended to guide the interpretation and analysis of this research. This chapter will introduce the conceptual and analytical framework through which the data will be examined, with particular emphasis on linking public administration, public policy, policy process and programme implementation with one another. This research will make use of the policy implementation process to analyse the implementation of the AgriSETA Internship Programme as part of phase four of the public policy process.

### **2.2 LINKING PUBLIC ADMINISTRATION, PUBLIC POLICY, POLICY PROCESS, AND PROGRAMME IMPLEMENTATION**

Public Administration can be viewed in broad terms as a process that entails the development, implementation and study of government policy within the public sector. The locus of Public Administration as a discipline can be traced back to disciplines such as Political Science, Sociology and Social Science. Public Administration has administrative functions that are pursued in order to give effect to government policies (Thornhill, Van Dijk and Ile 2014:4-5). Furthermore, Thornhill (2012:87) outlines the generic administrative functions of public administration as follows: policy-making and analysis, organising, staffing, financing, determining work methods and procedures and controlling. It is evident and notable from these administrative functions that policy formulation and policy implementation form an integral part of public administration functions that are executed to achieve government policy objectives.

The South African public sector has embraced New Public Management (NPM) as the driver for effective policy formulation and implementation. The government has adopted this approach in order to improve the performance of its programmes in delivering services to its citizens. NPM is mainly concerned with the introduction of management methods in the public sector, such as performance management, finance management and public accountability. Auriacombe (2011:37) suggests that the performance of a policy programme or project can be assessed based on its

relevance, efficiency, effectiveness, sustainability and the impact the programme or project has. Good governance, accountability and attainment of programme objectives are good measures to use to assess how a programme is performing. Public Administration and the NPM allow for the formulation and implementation of public policy which can be reflected in the various stages of the public policy process.

### **2.2.1 Public policy**

Public policy is about the “study of what governments choose to do or not to do, including studies of the policy process, policy implementation, policy impact and evaluation” (Birkland 2015:15). This definition of public policy suggests that government and its administration are constantly faced with the task of making tough choices and decisions in relation to which policy programmes to pursue and which programmes will not be pursued based on limited public resources. Therefore, public policy objectives have to be achieved through effective and efficient implementation of prioritised programmes.

Public policy can also be viewed as a sum of government activities, acting directly or through agents to influence and impact on the life of its citizens. In other words, public policy is a written document articulating a goal that the executive and legislator intend on pursuing or a memorandum of understanding between the government and its people (Gqili 2016:33). The pertinent public policy document for the purposes of this research are the White Paper on PSET, NDS III and AgriSETA SSP, to name but a few. The Minister of HET as an executive authority together with the Director-General and the Chief Executive Officer of AgriSETA as accounting officers are responsible for formulating these policies and ensuring that there are programmes that are implemented to achieve the predetermined public policy goals.

Public policy defines principles that should be followed when attaining goals. According to Cloete, Wissink and Coning (2006:3), the policy process includes the initiation, design, analysis, formulation, dialogue and advocacy, implementation and evaluation of said policy. There are three types of policy, namely public policy, non-governmental policy and private sector policy. Public policy, in turn, can be divided into political policy (legislation) and executive policy (Cabinet decisions). For the purposes of this research, legislation, policy frameworks and strategies made at the

political and executive level will be analysed to determine the effectiveness of programme implementation. As achieving the goals of a developmental state is the priority of the South African government, adequate policies and actions should be in place to facilitate the process (Cloete *et al.* 2006:3 & 19).

Public policy comes about as a result of attempting to respond to policy demands and problems facing society. In South Africa, there are issues with a low skills base, gross inequalities and skills mismatch due to previous unjust laws and policies from the apartheid regime, which have been identified as a public policy issue for this research. Hence, the government has established the NSDS III as the policy to drive skills development in South Africa, headed by the DHET and supported by implementing agencies such as AgriSETA. The public policy process has to be strengthened in all its phases - particularly the policy implementation phase, where government policies seem to be facing the most challenges.

### **2.2.2 Public policy process**

Although the central focus of this research is particularly based on the implementation phase as part of the public policy process, it is important to briefly contextualise the policy implementation phase within the broader public policy process. The policy process is viewed by Anderson (1997:19) as a sequential pattern of action involving a number of functional categories of activity that can be analytically distinguished. It is important to understand the policy-making process in order to understand the stages at which policy can be researched or evaluated.

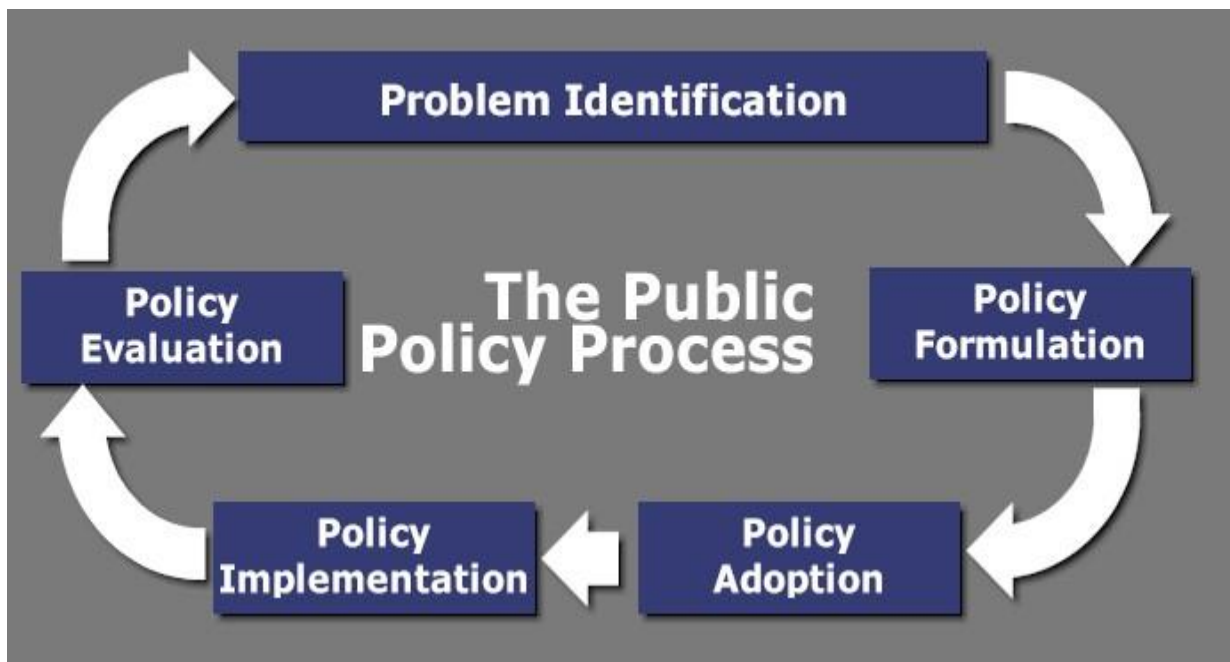
The public policy process, also referred to as the policy-making cycle by Dlamini (2010:9), can generally be understood as being a system that policy goes through in different yet interlinked stages. These stages are important in the development and pursuit of a goal. The stages do not follow a line but rather a circular pattern of events, suggesting that there is natural movement or a link from one phase to the following phase. The public policy-making cycle can be viewed as an ongoing cycle from the beginning to the end, where each phase follows the next.

The five public policy process stages can be summed up as follows:

- i. **Problem identification**, where the magnitude of the problem must be diagnosed in order to prepare correct solutions.

- ii. **Policy formulation**, which deals with representing an idea and solution that resolves the problem in a way that pleases society and is politically acceptable.
- iii. **Policy adoption**, which is concerned with formally representing a governing entity's commitment to enforcing the policy; involving a participatory process with many stakeholders across agencies and governing bodies.
- iv. **Policy implementation** deals with enforcement of policy by all actors ensuring that solutions presented solve the problem identified in the initiation and policy formulation stages.
- v. **Policy evaluation** sets out to assess the successes and failures of the policy that will inform the development of subsequent policies (<https://www.e-education.psu.edu/eme803/node/516>).

Diagrammatically, the public policy cycle is illustrated in Figure 1 below.



**Figure 1: Public policy process**

*Source: Adapted from <https://www.e-education.psu.edu/eme803/node/516>.*

This research will be centred on the policy implementation stage (fourth stage) of the public policy process. The research will analyse the implementation of the AgriSETA Internship Programme to assess the effectiveness and efficiency of implementing the programme toward attaining the NSDS III policy goals. The South African government is faced with the challenge of having good policies on paper but failing

to translate these policies to tangible activities, actions, projects and programmes that will yield the desired policy outcomes. The lack of effective and efficient policy implementation can be attributed as one of the main causes of public policy failure in South Africa. Policy implementation is receiving a lot of focus in an attempt to improve public policy outcomes and quality programme implementation. This requires a greater focus on how government programmes are designed and implemented to realise policy goals.

### **2.2.3 Policy and programme implementation**

Programme implementation is viewed by the DPME (2013:4) as activities that are implemented to obtain policy objectives and goals. A programme can consist of a number of projects and processes that can be implemented across national, provincial and local government departments and entities. Programme implementation is normally driven by clear implementation plans or project plans that have measurable deliverables, milestones and financial resources. Furthermore, Grindle (in Koma 2010:17) states that there is a distinction to be made between policies and programme implementation and implies that programme implementation is a function of policy implementation and that the two are contingently related. In other words, effective policy implementation is dependent on establishing effective programmes and carrying out programmes as effectively and efficiently as possible Grindle (in Koma 2010:17).

Programme implementation and policy formulation are meant to work together and complement each other for the attainment of policy objectives. The effectiveness of a policy could be determined by the ability of the implementers to put into practice the expected outcomes indicated in the policy, despite various challenges in the policy implementation process. The challenges that face those actually having to implement the policy are substantial. According to Koma (2010:17), challenges affecting policy implementation range from the availability of sufficient resources to the structure of intergovernmental relations, from the commitment of lower-level officials to reporting mechanisms within the bureaucracy, from the political leverage opponents to accidents of timing, luck, and seemingly unrelated events. These challenges can and do frequently intervene between the statement of policy goals and their actual achievement in society.

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

*“every programme carried out in the public sector should be sustained by continuous monitoring for progress, success or failure. Policymakers and program managers are responsible for effectively and efficiently using community resources to promote social goals”.*

It is thus also important to note that implementation studies do not only ask “what is happening?” but also “is it what is expected or desired?” and “why is it happening as it is?”. Through an explanatory analysis, implementation research seeks to understand why a programme operates and performs as it does, as well as develop recommendations for change or lessons for effective programme improvements (Koma 2010:18-22).

The development of action (in this case the internship programme) translates into action programmes (training programmes, induction programmes, mentoring) that aim to achieve ends. The goals of the internship programme will be recognised by the development of action programmes, such as those mentioned in the guidelines for implementing policy directives on the internship programme, as delineated in Chapter Three. These include the Graduate Development Programme, Occupational Directed Skills Programme, Induction Programme for Public Service and Mentorship and Coaching Strategy. These are merely means employed to achieve the ends of the programme. The legislative frameworks governing the internship programme have disaggregated action programmes; their execution is a means of implementing a broader policy. The implementation of the AgriSETA Internship Programme will be analysed and assessed as the function of attaining NSD III policy goals. The purpose of studying the implementation of the AgriSETA Internship Programme is to establish which features of programme implementation are successful and which are not and to allow for programme modification and alterations. There is, therefore, a need to investigate and analyse the implementation process that is undertaken for the realisation of the broader public policy goals.

#### **2.2.4 Policy implementation process**

Maselesele (2010:127-128) holds a view that the “effectiveness of the policy could be determined by the ability of the implementers to put into practice the expected outcomes indicated in the policy”. This implies that there is some level of responsibility that is entrusted with implementers during the implementation process of the programme. Therefore, the capacity, expertise and skills of the implementers play a vital role in the attainment of policy objectives during the implementation process. During the implementation process, a critical balance must be struck between the inputs and outputs in order to achieve desired goals. This requires implementers to have practical know-how in order to implement and contribute meaningfully to the implementation process.

In essence, public policy should be underpinned by practice and practical programme implementation as opposed to the emphasis that is often placed more on the theory of policy formulation. The practice of policy implementation should be preoccupied with and entail what activities need to be executed by implementers at the policy implementation phase in order to achieve performance and outcomes set out in policy objectives. In most instances, the government would deploy policies without clear implementation plans and monitoring mechanisms. Policies cannot implement themselves - it is thus important to support the policy theory on paper with practical implementation activities (Maselesele 2010:128).

This research intends to give attention to the implementation phase of AgriSETA's Internship Programme. The AgriSETA Internship Programme implementation process will be assessed against what legislation says ought to be happening in implementing internships in the public service. The aim is to extract the difference between what happens in the course of those disaggregated programmes established to give effect to the internship programme, including training initiatives, induction programmes, mentorship and so on. Once a programme or policy is implemented, decision-makers and casual observers tend to wonder whether the programme is working as intended by those who initiated and developed it therefore conducting an analysis of the programme's process provides feedback on all the stages of the process.

It is worth emphasising that this analysis will focus only on one stage of the process, namely the implementation stage. Through explanatory analysis, implementation research seeks to understand why a programme operates and performs as it does, as well as develop recommendations for change, or lessons for effective programme improvements.

## **2.3 FRAMEWORK FOR PROGRAMME IMPLEMENTATION ANALYSIS**

Notwithstanding the available research on programme implementation theory, Cloete and Wissink (2000:165) argue that policy implementation does not yet have a formulated common theory of implementation. In the quest to determine policy implementation theory, one can observe within the debates an advancement of three frameworks that can be utilised to analyse policy implementation. These frameworks are a top-down approach, bottom-up approach and the Mazmanian and Sabatier's framework. These frameworks have been advanced to form part of the policy implementation theory. Added to these three theoretical frameworks are the 7-C protocols of implementation, which are content, context, commitment, capacity, clients/coalitions, communication and coordination (Cloete, DE Coning, Wissink and Rabie 2018:206-212).

These observations on programme implementation theory open up an interesting debate as to what are the best approach, theoretical framework and criteria that must be utilised to analyse the policy implementation process. This research will examine and discuss the three frameworks, 7-C protocols and a set of criteria questions of policy implementation with the intention to suggest a suitable theory, framework and criteria that can be used to analyse the implementation of AgriSETA's Internship Programme.

### **2.3.1 Top-down approach**

The top-down approach advocates for a centralised authoritative approach towards decision-making and programme implementation. The top-down approach places the burden of making policy decisions at the top level of government. In so doing, the top-down approach puts forward the following questions to guide and assess policy implementation:

- i. *To what extent the actions of implementing officials and target groups were consistent with the objective and procedure outlined in that policy decision?*
- ii. *To what extent were the objectives of the policy attained over time?*
- iii. *What the principal factors affecting policy outputs and impacts were; and*
- iv. *How the policy was formulated over time on the basis of experience.*

(Cloete *et al.* 2018:200)

The criticism of the top-down approach is that it places too much emphasis on the top level of government to make policy decisions that will automatically realise the attainment of policy objectives and goals. However, over time, policy implementation has proven to be highly complex and requires more than instructions from the central authority in order to ensure effective implementation. The top-down approach has also been criticised for not taking into consideration the contribution of local actors and it also ignores political implications.

### **2.3.2 Bottom-up approach**

The bottom-up approach is presented as an alternative approach intended to remedy the weaknesses identified in the top-down approach. The bottom-up approach as an alternative mainly focuses on outputs (or outcomes) rather than on inputs (Cloete *et al.* 2018:200). The bottom-up approach allows for policy implementers to execute policy as opposed to following instructions from the top as required in the case of a top-down approach. The bottom-up approach encourages subordinates to exercise their discretion when implementing policy. The strength of the bottom-up approach is its ability to identify and describe the factors that might have resulted in the non-achievement of policy objectives in the implementation process.

Both the top-down approach and the bottom-up approach have their strengths and weaknesses. Therefore, the application of one over the other or the application of both frameworks will be determined by the conditions and circumstances of each case they need to be applied to. However, the two frameworks are mutually exclusive and complement each other well when combined together for the purposes of programme implementation. Over time, the policy implementation process has proven to be complex, dynamic, and multileveled with multiple actors; it is influenced

by the content and context of the policy being implemented. With this complexity in mind, it is important to consider a more synchronised and unified implementation framework.

### **2.3.3 Mazmanian and Sabatier's Framework**

The Mazmanian and Sabatier's framework is a more synchronised and unified framework that combines both the top-down and bottom-up approach. Mazmanian and Sabatier's is the most comprehensive framework to date, having identified three main actors in the policy implementation process. According to Cloete *et al.* (2018:202), these actors are identified as policy planners/designers (policy centre), policy implementers/field operatives (policy periphery) and the policy beneficiaries/target audiences. The Mazmanian and Sabatier framework further consists of six variables that enhance interaction between the three actors. These variables are:

- i. Clear and consistent objective;
- ii. Adequate causal theory;
- iii. Legal structure to enhance compliance by implementing officials and target groups;
- iv. Committed and skilful implementing officials;
- v. Support of interest groups and sovereigns; and
- vi. Change in socioeconomic conditions which do not substantially undermine political support or causal theory.

The combination of a top-down and bottom-up approach, the identification of policy implementation actors and the application of the six variable presents the Mazmanian and Sabatier framework as the most comprehensive framework for programme implementation in the field of policy implementation to date. This research will adopt Mazmanian and Sabatier's framework as the theoretical framework and criteria to be used to analyse and assess AgriSETA's Internship Programme implementation.

## **2.4 THE 7-C PROTOCOL FOR POLICY IMPLEMENTATION**

Brynard emphasises and unpacks the complex nature of policy implementation by stating that:

*“in understanding implementation as a complex political process, rather than a mechanistic administrative one, the study of implementation becomes an attempt to unravel the complexity of the following policy as it travels through the complex, dynamic maze of implementation; to understand how it changes its surroundings and how it is changed itself in the process; and, most importantly, to see how it can be influenced to better accomplish the goals it set out of achieve”.*

(Brynard 2005:658)

Although the process of policy implementation might be complex, scholars in different countries at various levels of economic development have identified common variables that are critical for policy implementation.

According to Cloete *et al.* (2018:206), there are 7 critical variables for studying policy implementation which is referred to as the 7-C protocol. The 7-C protocol consists of content, context, commitment, capacity, clients/coalition, communication and coordination. The 7-C protocol is an improvement and offers an upgrade from the previous 5-C protocol within the analytical implementation body of research. The 7-C protocol is not presented in this research to constitute the theory of programme implementation but rather is merely presented as the most common explanatory variable that allows for a better understanding of programme implementation.

## **2.5 CRITERIA TO BE ADOPTED FOR THE ANALYSIS OF POLICY IMPLEMENTATION**

Having observed the debates around policy implementation theory, it has become clear that there is no formal, well-established theory for analysing policy implementation. However, Mazmanian and Sabatier's framework is an ideal framework to be adopted as a guiding theory to analyse policy implementation. The 7-C protocol has also emerged as the most common variables that scholars agree on regarding the theory of analysing policy implementation. Therefore, for the purposes of this research, Mazmanian and Sabatier's framework together with the 7-

C protocol will be adopted to analyse the implementation of the AgriSETA Internship Programme.

## **2.6 CONCLUSION**

This chapter discussed public administration and NPM within the context of public policy formulation, policy process and programme implementation in pursuit of policy goals. The chapter reflected on the relationship between Public Administration and programme implementation as a function of public policy. The chapter has shown that policies can be implemented using generic administrative functions in order to solve problems faced by public service and society. The chapter has illustrated that the public policy process consists of five stages of which implementation as the fourth stage forms the core focus of this research. The chapter has presented a theoretical framework and proposed criteria to be used to analyse the implementation of the AgriSETA Internship Programme.

## **CHAPTER THREE: ASSESSMENT OF THE LEGISLATIVE AND REGULATORY FRAMEWORK FOR SKILLS DEVELOPMENT**

### **3.1 INTRODUCTION**

The South African constitutional imperatives have given rise to the development of policy and legislative frameworks that guide the implementation of skills development programmes in the South African public sector. South Africa has a number of legislation and policies that are worth analysing and assessing within the context of implementing effective and efficient skills development programmes. The South African Government's Mid-Term Strategic Framework (MTSF) outlines 14 government priority outcomes across the entire public sector, with different departments heading programmes to implement each outcome.

The DHET is responsible for delivering on outcome number five of the MTSF which relates to building a skilled and capable workforce to support an inclusive growth path. The AgriSETA, as one of the 21 SETA entities under DHET draws from the NSDS III, is preparing its strategic plans, operational plans and APPs in line with the MTSF and the NDP. The AgriSETA further prepares and makes use of SSP to implement sector-specific skills programmes that are in line with MTSF, NDP, NSDS III and other government strategies around skills development programmes. The success and improvement of these government strategies and policies are dependent on the proper implementation of government programmes.

### **3.2 MID-TERM STRATEGIC FRAMEWORK**

The administration, led by the African National Congress (ANC) won the 2014 general elections and have been in power to implement their manifesto through the policies they have developed and continue to implement. The government translated its manifesto to the MTSF, to be implemented over a five-year period. The purpose of the MTSF is to reflect the South African government's strategic plan for the 2014-2019 electoral term. It reflects the commitments made in the election manifesto of the governing party, including the commitment to implement the NDP. The "MTSF sets out the actions government will take and targets to be achieved. It also provides a framework for the other plans of national, provincial and local government" (MTSF 2014:4). The main intention of the MTSF is to ensure that the government policies,

strategies, plans and budgets are seamlessly integrated and coordinated for maximum performance - for example the MTSF is clear and insists on full implementation of the NDP in order to achieve radical economic transformation, create decent work and building a capable and developmental state (MTSF 2014:5).

The implementation of the MTSF is executed through strategic documents and plans for national and provincial departments, municipalities and public entities, such as the AgriSETA under the DHET, over a period of five years. The MTSF lists eight priorities from its electoral mandates and 14 outcomes that are to be translated into departmental strategic documents for implementation through programmes and projects. The MTSF is intended to enhance planning and improve programme implementation and problem-solving in pursuance of service delivery. The MTSF does not introduce a wholesale of new policies but rather seeks to strengthen policy implementation and programme evaluation to achieve policy objectives (MTSF 2014:14).

The monitoring and evaluation of government policies and programmes have been placed high on the agenda of the MTSF 2014-2019. The administration has been governing for almost 25 years and has developed good policies on paper yet has fallen short on policy implementation and programme evaluation. The establishment of the DPME in the office of the Presidency was undertaken to improve government performance and reporting. Through performance agreements between the president and ministers, the setting of accurate strategic plans, targets and clear indicators the priorities and outcomes set out on the MTSF 2014-2019 can be realised. One of the major strides for the MTSF is to ensure that national and provincial departments incorporate key elements of the NDP into the APPs and submit strategic plans for 2015-2020 (MTSF 2014:15).

The DHET and the AgriSETA, in line with MTSF requirements, have prepared their APPs, strategic plans and operational plans to achieve and deliver on outcome number five of the MTSF and NDP goals. It is envisaged in the NDP that South Africa must increase and open up more access to quality Higher Education and Training (HET) in order to bring about highly skilled individuals. These skills have to be in scarce and high demand professions and careers such as engineers, doctors, nurses, artisans, mining, industry and logistics in order to contribute towards an inclusive growth path for the economy. The PSET system will need to have more

interface between SETAs and workplaces and education and training institutions (TVETs, universities and adult education institutions) to deliver the skills required by the economy (MTSF 2014:22-23). It is thus important to analyse and evaluate the implementation of the AgriSETA Internship Programme in line with MTSF outcome number 5, NSDS III objectives and the targets set out on the AgriSETA APP and strategic plan.

### **3.3 WHITE PAPER FOR POST-SCHOOL EDUCATION AND TRAINING**

The White Paper on PSET training provides a framework that brings together three major components of PSET, skills development and employment. The following key implications for skills development can be deduced from the White Paper on PSET.

There is a need for the development of occupationally directed programmes that address real skills needs. The White Paper advocates for workplace learning such as Internships to form an integral part of qualifications and programmes (White Paper on PSET 2013:64). Finally, the White Paper requires the expansion of the role of public colleges and universities in the provision of occupational skills to the sector (AgriSETA Strategy 2016:10). The position articulated by the White Paper on PSET with regards to skills development programmes is in line with the NDP 2030 objectives.

### **3.4 THE NATIONAL DEVELOPMENT PLAN 2030 VISION**

Chapter 9 of the NDP (2013:315-316) clearly states that it

*“supports the PSET vision as articulated on the Green Paper on PSET which promotes higher education as an expanded, effective, coherent and integrated system. Higher education institutions should be supported by effective regulatory and advisory institutions”.*

These higher education institutions should, amongst others, be supported by role-players and implementing agencies such as SETAs. The NDP requires the role of SETAs to be responsive to the skills needs of all sectors of society, including business, industry and the government while raising education and training levels to produce highly skilled professionals and technicians.

The challenges that affect SETA programme implementation include poor governance, inadequate human resources, poor administration and financial management, no proper monitoring and evaluation system, no accurate record of the number of people who have benefited from the system and what the impact has been, as well as limited or no linkages with the post-school sector (NDP 2013:323). Where there is efficient implementation, SETAs have had a positive impact, but skills shortages continue to constrain the South African economy. SETAs have facilitated the participation of private training providers in skills development. However, training has tended to be in the form of short courses and in many respects has not been tailored to the needs of the labour market. Internships and learnerships have facilitated entry to the labour market for unemployed people. The provision for the implementation of the internship programme therefore finds expression and is in line with the SDA.

### **3.5. SKILLS DEVELOPMENT ACT**

The SDA, 1998 (Act 97 of 1998) has a legislative mandate which seeks to:

*“provide an institutional framework to devise and implement national, sector and workplace strategies to develop and improve the skills of the South African workforce; to integrate those strategies within the National Qualifications Framework contemplated in the South African Qualifications Authority Act, 1995; to provide for learnerships that lead to recognised occupational qualifications; to provide for the financing of skills development by means of a levy-grant scheme and a National Skills Fund”.*

Chapter 3, section 9 of the SDA makes provision for the minister to establish a SETA with a constitution for any national economic sector. Once the SETA is established, it must develop SSP within the framework of the NSDS in order to establish learnerships, approve workplace skills plans, as well as allocate grants in the prescribed manner to employers, education and training service providers and workers. The SDLA and the National Skills Fund (NSF) play an important role in the funding of SETA's operations and their implementation of skills development projects and programmes.

### **3.6. SKILLS DEVELOPMENT LEVIES ACT**

The SDLA, 1999 (Act 9 of 1999) aims to regulate a compulsory levy scheme to fund education and training in businesses within various sectors in South Africa. It aims to expand the knowledge and competencies of the labour force and in so doing increase the supply of skilled labour in South Africa, providing for greater productivity and employability. The minister, in consultation with finance minister determine employers that fall within a jurisdiction of a SETA for the purposes of paying levies to that SETA, through a Gazette notice. As stipulated in SDLA, 1999 (Act 9 of 1999) the 20% levies collected by SETA must be paid to the NSF within 15 days of collection.

### **3.7. NATIONAL SKILLS AUTHORITY**

The National Skills Authority (NSA) has a legislative mandate set out in the SDA to advise the Minister of HET on skills development matters in South Africa (NSA 2017:21). To fulfil this mandate, the NSA plays a vital role in the implementation of the NSDS III by building institutional and organisational capabilities that provide sound, evidence-based advice to the DHET executive authority. The implementation role of NSA is centred on the monitoring and evaluation of the NSDS III implementation through the SETA performance and monitoring units at DHET. The NSA also reviews the skills development legislative framework in order to support the integration of education and training and the national priorities of government (inclusive of the NSF framework). The NSA plays an oversight role on SETAs performance in order to advise DHET executive authority on policy implementation and programmes such as the AgriSETA Internship Programme.

### **3.8. NATIONAL SKILLS FUND**

The National Skills Fund (NSF) draws its legislative mandate from section 27 of the SDA, 1998 (Act 97 of 1998). This mandate requires the NSF to fund and support projects that are national priorities in the NSDS III, that advance the Human Resource Development Strategy (HRDS) of South Africa and that support the NSA in its work (NSA 2017:21). The core role of NSF in the implementation of the NSDS III is to fund projects such as bursaries, internships, work integrated learning (WIL), worker education, cooperatives and SMMEs, as well as PSET infrastructure projects (NSF 2017:37). The NSF funding resources enable the implementation of AgriSETA's Internship Programme within the agricultural sector.

### 3.9. THE NATIONAL SKILLS DEVELOPMENT STRATEGY III

In accordance with the SDA (1997) as amended section 10(1)(a), each SETA is required to develop an SSP within the framework of the NSDS. The NSDS III is a sub-component of and runs concurrently with, the HRDSSA II. The NSDS III outlines eight goals, each with its own outcomes and outputs. The goals can best be illustrated as listed in Table 1.

**Table 1: The NSDS III's eight strategic goals**

<b>The NSDS III's eight strategic goals</b>	
<b>Goal 1:</b>	Establishing a credible institutional mechanism for skills planning
<b>Goal 2:</b>	Increasing access to occupationally-oriented programmes
<b>Goal 3:</b>	Promoting the growth of a public FET college system that is responsive to sector, local, regional and national skills and priorities
<b>Goal 4:</b>	Addressing the low level of youth and adult language and numeracy skills to enable additional training
<b>Goal 5:</b>	Encouraging better use of workplace-based skills development
<b>Goal 6:</b>	Encouraging and supporting cooperatives, small enterprise, worker-initiated, NGO and community training initiatives
<b>Goal 7:</b>	Increasing public sector capacity for improved service delivery and supporting the building of a developmental state
<b>Goal 8:</b>	Building career and vocational guidance

*Source: Adapted from AgriSETA Strategy (2016:9-10).*

The NSDS III strategic goal number five on encouraging better use of workplace-based skills development is executed by AgriSETA through its implementation of the internship programme to ensure that graduates with scarce skills get workplace experience. The AgriSETA Internship Programme is set up for WIL opportunities to address the employability and work-readiness of graduates with scarce skills.

### **3.10 SECTOR SKILLS PLAN**

The NSDS III places great emphasis on relevance, quality and sustainability of skills training programmes to ensure that they impact positively on poverty reduction and inequality.

The SSP from which this strategic plan is drawn has been guided by the national imperatives as outlined in different national strategic frameworks, such as the NSDS III 2011-2016, New Growth Path, Industrial Policy Action Plan (IPAP) and the White Paper on PSET. This is done in addition to sector-specific strategic documents, such as the Integrated Growth and Development Plan (IGDP) for Agriculture, Forestry and Fisheries for the period 2011 – 2031. The SETA landscape is being reviewed strategically and a proposed SETA landscape has been formulated. The business operations policies are guided and informed by the following frameworks and national policies of government listed below (AgriSETA Strategy 2016:9).

### **3.11 NEW GROWTH PATH AND NATIONAL SKILLS ACCORD**

The New Growth Path Accord 1 (National Skills Accord) lists commitments with the aim of mobilising the private sector, organised labour, communities and government to form strong partnerships to expand skills in the country as a platform for creating jobs. The commitments are:

- To expand the level of training using existing facilities more fully, to make internship and placement opportunities available within the workplace;
- To set guidelines of ratios for trainees to artisans as well as across the technical vocations in order to improve the level of training;
- To improve funding for training as well as encourage training in companies through incentives;
- To set annual targets for training in an SOE, to improve SETA governance and financial management as well as stakeholder involvement;
- To align training to the New Growth Path and improve SSPs; and
- To improve the role and performance of FET colleges (AgriSETA Strategy 2016:11).

All parties agree to the need to increase the numbers of artisans as well as other scarce skills that are produced through the national training system. As a result of

this agreement, all parties are committed to using existing public and private sector facilities to fully support the need by SOEs as well as private sector companies to train beyond the needs of the enterprise concerned. This agreement also sets targets for training enrolment that constitute the minimum levels that they undertake to achieve through their constituent members.

### **3.12 SIGNIFICANCE OF POLICY AND LEGISLATIVE FRAMEWORK**

The MTSF and NDP as policy documents are important for the purposes of setting long-term plans with clear targets and well-funded programmes in order to achieve the government's policy objectives. These policy and legislative frameworks provide for policy certainty, therefore legislation and programmes implemented by the government can be assessed against long-term goals and priorities. The NDP, for example, has a clear target of producing over 10 million university graduates with a minimum of a bachelor's degree by 2030. This target takes into account the current number of graduates and the targets proposed in this plan. This will be a 300 per cent increase over a 30-year period (2001 – 2030). This target is in line with outcome number 5 of the MTSF that gets cascaded to the DHET, who then makes use of AgriSETA to set targets for the placement of graduates into internship programmes for work experience. The AgriSETA SDP, which gets implemented through its internship programme, has set itself a target of placing 125 interns per year (AgriSETA 2017:32).

The SDA (1998) encourages employers to use the workplace as an active learning environment and to make provision for new entrants to the labour market in order to gain work experience. The NSD III encourages and supports the integration of workplace learning with theoretical learning through the active involvement of the SETA. The key outcomes of the New Growth Plan NGP are employment creation, sustainable employment and employment creating activities. In order to achieve the employment-related objectives of the NGP, youth brigades and measures to expose young people to work experiences though internships will be used.

The National Skills Accord (2012:4) presents two commitments related to WIL; firstly, to increase the skills base of South Africans through training of more artisans and ensuring that public and private enterprises are training beyond their own needs to make more workplaces available for training. Secondly, to increase work

opportunities for students through public sector internships programmes such as the AgriSETA Internship Programme. The AgriSETA as an implementing agent of DHET participates in the placement of graduates through Internships.

### **3.13 CONCLUSION**

This chapter has assessed the policy and legislative framework that guide the implementation of the SDP. The chapter reflects on how the MTSF, the NDP, White paper on PSET and the SDA sets out an institutional framework for the implementation of skills development programmes nationally, by sector and within the workplace. The SDA makes provision for the Minister of Higher Education to establish SETAs who will prepare and implement SSP. The chapter also reflects on the SDLA and its role in regulating the collection and the funding of skills development institutions and programmes. The chapter further highlights the eight goals set out in the NSDS III as the national blueprint for the implementation of skills development programmes and projects.

## **CHAPTER FOUR: IMPLEMENTATION OF AGRISETA INTERNSHIP PROGRAMME**

### **4.1. INTRODUCTION**

The implementation of the AgriSETA Internship Programme should be guided by existing public sector skills development policies, legislation and AgriSETA's own internal policies and strategies towards programme implementation. The implementation of the AgriSETA Internship Programme must have a detailed internal internship policy document with strategies, practical plans, activities and processes reflecting how the programme will be executed. The availability of these policy- and strategic documents will enable the AgriSETA to achieve policy goals and objectives in line with existing legislation, policies and national strategies.

Mazmanian and Sabatier's theoretical framework adopted in this research will be applied to analyse how the implementation of the AgriSETA Internship Programme complies with legislation, policies, strategies and theoretical framework for policy implementation. The policy implementation analysis will seek to identify existing gaps in policy content, policy implementation processes and challenges.

### **4.2. OVERVIEW OF AGRISETA INTERNSHIP PROGRAMME**

The public sector internship programmes are under pressure to yield results and demonstrate a return on the government's investment. In 2002, the South African Cabinet approved the HRDS, which has four pillars. In pillar one, the internships are to be incorporated as instrumental to capacity development initiatives. Government departments are thus required to enrol, as a minimum, a number of learners and interns equivalent to at least 5% of their staff establishments (Koma 2010:33). The Cabinet mandate on the implementation of internship programmes seeks to address skills shortages, youth unemployment and unemployed graduates.

The AgriSETA's implementation of its internship programme is a direct response to the Cabinet mandate and initiative on internship programmes. The success of implementing the AgriSETA Internship Programme should be measured both quantitatively and qualitatively in terms of this mandate (DPSA 2015:3). For the purposes of analysing the implementation of AgriSETA's Internship Programme, there is a need to firstly provide a background to illustrate and explain what the

AgriSETA Internship Programme is all about. There is a need to clearly define AgriSETA's Internship Programme and to provide AgriSETA's Internship Programme's policy and legislative standing to determine why the AgriSETA Internship Programme exists.

#### **4.2.1 AgriSETA's discretionary grant guidelines policy**

The AgriSETA's discretionary grant guidelines policy document defines the AgriSETA Internship Programme as:

*“a program for learners who require work experience in order to complete a qualification that requires the learner to have a certain amount of work experience in order to achieve the qualification and/or professional registration”.*

(AgriSETA 2015:2)

The strategic value and focus of the AgriSETA Internship Programme are to provide WIL opportunities to address employability and work-readiness. The AgriSETA Internship Programme sets itself an annual target to deliver 365 internships to its student beneficiaries within the agriculture sector. The programme is informed by the NSDS III, which promotes work-based learning programmes such as internships “to facilitate the journey individuals make from school, college or university, or even from periods of unemployment to sustained employment and in-work progression” (HWSETA 2017:11).

AgriSETA as a public entity under the DHET makes use of the AgriSETA Internship Programme to deliver the goals set out in NSDS III and achieve outcome number 5 of the MTSF. The AgriSETA Internship Programme is, therefore, one of the government programmes emanating from NSDS III as a strategic and policy framework around the implementation of skills development in South Africa. All the public sector internships must comply and are regulated by DPSA internship guidelines and regulations. The DPSA internship guidelines categorise the types of internships as follows:

- **Traditional Graduate Internships**, which are offered to those who have completed a qualification and require work experience in order to enhance future employment opportunities.

- **Student Internships**, which are offered to persons who are enrolled at a tertiary education institution and require practical experience as part of their study programme; and
- **Internships linked to professional development** and are a requirement for professional registration with professional bodies or councils.

(DPSA 2015:6)

In line with the above DPSA's internship category types, AgriSETA implements the student internship programme which seeks to offer persons who are enrolled at a tertiary education institution practical work experience as part of their study programme. AgriSETA has developed its own internal discretionary grant guidelines with regards to the allocation and payment of internships. The guidelines are in line with the SDA, 1998, the SDLA, 1999 and related regulations and notices as well as the service level agreement between AgriSETA and the DoL. The purpose of the guidelines is to record the terms and procedures applicable to the financial support agreement of the AgriSETA Internship Programme (AgriSETA 2015:2). AgriSETA's discretionary grant guidelines will form the basis of this analysis as the policy document adopted by AgriSETA in its implementations of the internship programme. A programme implementation criteria and theoretical framework will be applied to assess how AgriSETA's internal policy guides the implementation and attainment of its policy objectives and goals.

#### **4.3. FRAMEWORK FOR ANALYSING POLICY IMPLEMENTATION**

As previously indicated in this research, the most widely accepted statutory-coherence framework to policy implementation is Mazmanian and Sabatier's framework to implementation. The advantages of the Mazmanian and Sabatier framework are that it is comprehensive and combines top-down and bottom-up approaches, although the model predominantly promotes central control. According to Ryan (1996:34-35), the Mazmanian and Sabatier framework synthesised six conditions/variables that are required for effective programme implementation. The said six conditions are similar to and resemble the 7-C Protocol that has been highlighted in Chapter Two of this research. These six Mazmanian and Sabatier category variables will be applied henceforth to measure and analyse how the AgriSETA Internship Programme is doing in the implementation of its programme.

### 4.3.1 Clarity and consistency of programme objectives

The policy purpose and objectives are meant to indicate the reason why a policy is needed. According to Auriacombe (2011:46), “policy purpose/objectives describe the expected results of the policy that rests on particular assumptions. Notably, the policy purpose and the results must be specific, measurable, realistic, time-bound and approved by the stakeholders”. The policy objective of the AgriSETA Internship Programme is broadly reflected in the AgriSETA Strategic Plan 2015-2020 with a specific link and mention of workplace learning on strategic outcome goal number 2. The AgriSETA Internship Programme is therefore linked to Strategic Outcome Orientated Goal Number 2, which intends to increase professional, vocational, occupational and workplace learning to create decent jobs. This programme objective is also aligned with the SDLA, Public Finance Management Act (PMFA), National Treasury, and NSDS III. Based on these broad strategic outcome goals, the DHET also calls on AgriSETA to align their strategic plans to the extended NSDS III and National Treasury framework.

#### 4.3.1.1 AgriSETA’s seven broader strategic orientated goals

The AgriSETA will, within its mandate and available resources, strive to focus on and achieve the following seven broader strategic orientated goals:

**Table 2: AgriSETA’s seven broader strategic orientated goals**

Strategic Outcome Orientated Goal 1	Creditable institutional mechanisms
Goal statement	Establish and enhance a credible institutional mechanism for skill planning and delivery in the agricultural sector by 2019
Strategic Outcome Orientated Goal 2	Increased professional, vocational, occupational and workplace learning to create decent jobs
Goal statement	Increased exposure of workers/beneficiaries to workplaces through Professional, Vocational, Technical and Academic Learning (PIVOTAL) initiatives by 2019.
Strategic Outcome Orientated Goal 3	Increased skill levels of cooperatives, NGOs, Community Based Organisations (CBOs) in support of land Reform and rural development.
Goal statement	Support agriculture-related rural development initiatives (cooperatives, NGOs, CBOs and land reform) through skills development to improve the corporate governance of structures and skill levels of beneficiaries by 2019.
Strategic Outcome	Improved agricultural education and training systems

<b>Orientated Goal 4</b>	
Goal statement	Enhance agricultural education and training systems, through capacity building of TVET colleges and agricultural colleges to be more responsive to the needs of the sector by 2019
<b>Strategic Outcome Orientated Goal 5</b>	<b>Increased mandatory grant participation of levy-paying employers</b>
Goal statement	To ensure efficient disbursement of funding and increase disbursement of mandatory funds by 2019
<b>Strategic Outcome Orientated Goal 6</b>	<b>Increased participation of youth in agriculture</b>
Goal statement	Expose young people to opportunities in agriculture and rural development initiatives and increase the participation of youth by 2019.
<b>Strategic Outcome Orientated Goal 7</b>	<b>Increased public sector capacity</b>
Goal statement	Increase the capacity of the public sector and other relevant stakeholders to improve service delivery and provide appropriate support for agricultural and rural development

*Source: adapted from AgriSETA Strategy (2016:24).*

This analysis finds the above Strategic Outcome Orientated Goal 2 relating to workplace learning to be too broad. The outcome does not meet the criteria of specific, measurable, realistic, and time-bound (SMART) in the formulation of programme objectives. Perhaps this gap is due to the nature of strategic documents which are normally broad in nature and have to be further broken down to minute details in the form of policy, operational plans and annual plans. However, in the case of the AgriSETA, these documents have not been developed specifically for their internship programme. All AgriSETA policies, plans and strategic documents analysed in this research do not seem to provide clearly articulated objectives for the AgriSETA Internship Programme.

According to the DPSA's step-by-step internship guide of 2006, the objectives of a public sector internship programme should, as a minimum requirement, include the following objectives:

- To resolve the general shortage of qualified and skilled people in the workforce by encouraging graduates to equip themselves with the necessary practical experience;

- To assist in meeting the strategic staffing needs of the public service by providing practical and accelerated work experience programmes that expose interns to specific occupations;
- To provide unemployed graduates with valuable work experience and skills to enhance their employability;
- To address the problem of youth unemployment, especially tertiary (university and technikon) graduates by providing them with work experience opportunities in the public service;
- To provide opportunities to gain some practical experience for students who are required to have this to earn credits towards a qualification;
- To contribute to accelerated service delivery by the government through the improved introduction of skilled personnel in the public service;
- To improve equitable access to public sector employment for rural and marginalised groups, such as women and the disabled;
- To contribute to lifelong learning; and
- To increase awareness among students of job and career opportunities in public service (DPSA 2015:6).

The DPSA's Internship Programme reflects the broad minimum aspects that a public sector internship programme must comply with. The objective serves as a minimum guide; the internal AgriSETA internship policy can improve this objective by aligning it with their sector needs and by being in line with the SMART criteria.

#### **4.3.2 Cause and effect theory**

The AgriSETA Internship Programme must have a cause and effect theory relationship that exists between the implementation of the AgriSETA Internship Programme and the identified problem that the implementation seeks to solve. Auriacombe (2011:42) puts forward an argument that suggests that:

*“theory of change leads policy designers and implementers to develop a programme logic model to explain the activities and processes of the intervention that will have to be made, in order to achieve the transformation*

*goals, set. These are the desired effects or outcomes and impacts, of the envisaged policy”.*

#### **4.3.2.1 Programme logic model**

The programme logic of the theory of change is, in itself, an action or business plan. It can also be thought of as an implementation strategy. It is therefore important to frame the problem(s) or issue(s) to be addressed within a sound theoretical framework of change. If this basic research is not done, a defective understanding of the nature of the problem is possible. This can then lead to the development of a policy programme or project intended to resolve or improve a problem that is based on incorrect assumptions. As alluded to by Rogers (2019) there are different types of diagrams that can be used to represent a programme’s logic theory. These are often referred to as logic models, as they show the overall logic of how the intervention is understood to work.

This research has reviewed and analysed the AgriSETA policies and strategic documents such as the SSP, APP and its annual report. However, this study could not find a strong cause and effect theory of the programme’s implementation. The lack of detailed policy and an implementation plan for AgriSETA’s Internship Programme is a major contributing factor to the gap/void that exists between AgriSETA’s existing policy and plans and the cause and effect theory. It is within a programme’s policy, strategic documents and its implementation plan where the main link is established with its cause and effect theory. The main links are drawn among inputs, activities, outputs and outcomes. Generally, the programme logic model will identify the following elements of policy intervention:

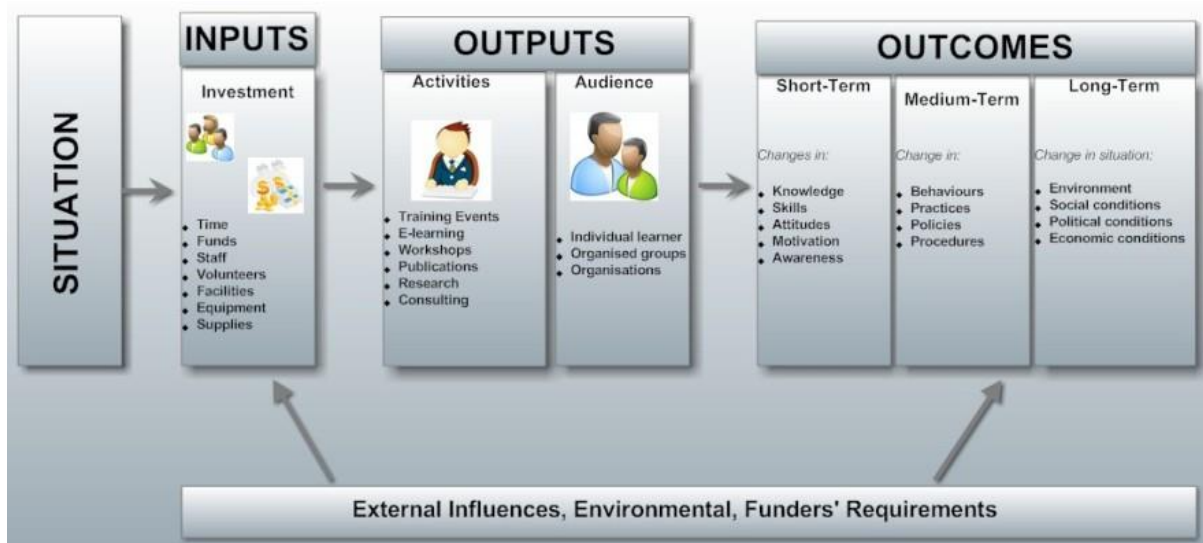
- Issues being addressed and the context within which the policy takes place;
- Inputs or resources (money, time, people, skills) that are being invested;
- Activities that need to be undertaken to achieve the policy objectives;
- Initial outputs of the policy;
- Outcomes (short- and medium-term results);
- Anticipated impacts (long-term results); and
- Assumptions made about how these elements link together that will enable the programme to successfully progress from one element to the next.

(Auriacombe 2011:42)

The above-identified programme logic model elements are intended to link inputs, activities, outputs and outcomes in line with the identified problem. The programme logic model describes the causal link and relationship between the inputs, role-players and the intended policy outcomes. When the programme resources are complemented by the right skills set with sufficient financial resources, the programme implementation has a larger chance of achieving policy objectives and goals. All the inputs and outputs must be geared towards resolving the problem issue identified during policy formulation, as this will ensure a proper cause and effect relation within programme implementation. A simple logic model is thus necessary to identify all the elements needed at each phase of inputs, outputs and outcomes.

#### 4.3.2.1.1 Simple Logic Model

The linking of programme logic elements to the cause and effect theory can be combined and expressed in the form of a simple logic model to drive and guide the implementation of a programme, as indicated in the diagram below.



**Figure 2: Simple logic model**

Source: Adopted from [http://click4it.org/index.php/Logic\\_Model](http://click4it.org/index.php/Logic_Model)

As stated, this analysis could not find a strong and clear link on the cause and effect theory relationship between the implementation of the AgriSETA's Internship Programme and the analysed AgriSETA's policies, strategies and plans. Therefore, the research concludes that there is no link between an identified internship problem

and the solutions that the AgriSETA Internship Programme seeks to provide in its implementation.

#### **4.3.2.2 Implementation performance targets**

Once a programme has been described in terms of the logic model, critical measures of performance can then be identified. For instance, critical performance measures can relate to the programme’s performance targets, indicators, outcomes and impact. AgriSETA’s Internship Programme’s quantitative performance targets are clearly articulated and identifiable in AgriSETA’s Quarterly Monitor Report 4 (QMR) for 2018/2019. The implementation of AgriSETA’s Internship Programme has been successful in achieving its quantitative targets of entering unemployed interns into their internship programme. The AgriSETA QMR Report (2018:1) indicates that of the targeted 400 interns, 828 were actually entered into the programme with an overachievement of 428 interns entered (which translates to 207% for the period 2018/2019). Based on these figures from the 2018/2019 QMR Report, it is clear that the internship programme is well implemented to achieve the quantitative aspects of their targets.

##### **4.3.2.2.1 AgriSETA Internship Targets 2018/2019 QMR**

The table below indicates the targets achieved regarding the unemployed interns who entered the AgriSETA Internship Programme for the period 2018/2019.

**Table 3: Unemployed internship targets entered**

<b>GOALS / OUTCOME / OUTPUTS</b>	<b>TARGET</b>	<b>QRT 1</b>	<b>QRT 2</b>	<b>QRT 3</b>	<b>QRT 4</b>	<b>TOTAL</b>	<b>VARIANCE</b>	<b>% ACHIEVED</b>
<b>4.2.1 INTERNSHIPS UNEMPLOYED ENTERED</b>	<b>400</b>	<b>291</b>	<b>135</b>	<b>189</b>	<b>213</b>	<b>828</b>	<b>-428</b>	<b>207.00%</b>
AFRICAN MALE		<b>120</b>	<b>53</b>	<b>63</b>	<b>99</b>			
AFRICAN FEMALE		<b>156</b>	<b>76</b>	<b>116</b>	<b>102</b>			
WHITE MALE		<b>1</b>	<b>0</b>	<b>1</b>	<b>2</b>			
WHITE FEMALE		<b>2</b>	<b>1</b>	<b>0</b>	<b>1</b>			
COLOURED MALE		<b>6</b>	<b>0</b>	<b>0</b>	<b>3</b>			

COLOURED FEMALE		6	5	2	4			
INDIAN MALE		0	0	2	2			
INDIAN FEMALE		0	0	5	0			
PEOPLE WITH DISABILITIES		0	0	0	0			
YOUTH		289	132	186	213			
NON-SA-CITIZENS		0	2	0	0			

Source: Adapted from AgriSETA QMR 4 (2018:1).

However, it is worth mentioning that the above 2018/2019 QMR 4 report does not provide a narrative to indicate the qualitative aspects of the internship programme's performance towards achieving targets. The qualitative aspects relate to the levels of satisfaction amongst internship beneficiaries, timeous payment of internship stipends, interns' employment conditions of service, interns' training and development, programme challenges, programme successes, return on investment aspects, completion rate of interns, interns employability rate and the impact of AgriSETA's Internship Programme in the agriculture sector, respectively. The lack of balanced reporting on the quantitative and qualitative reporting on the implementation and achievement of targets is a reporting gap that needs to be improved by AgriSETA's QMR tool. The missing reporting gap and the qualitative information about the programme's implementation performance towards its policy targets speak to the inadequacy of AgriSETA's policy content design and formulation. The available policy content is insufficient and lacks a detailed implementation plan, which is necessary to drive the successful implementation of AgriSETA's Internship Programme.

#### 4.3.3 Public policy content

AgriSETA must design and develop policy content which results in the interaction between the setting of policy goals and actions geared to achieving them. Hence, a balance and a link have to be established between the policy choice ends and means on the content of the policy.

The policy content of the AgriSETA Internship Programme is not sufficient to guide an effective, efficient and economical implementation of the programme. The lack of

clarity and details on AgriSETA's discretionary grant guidelines policy document is a major policy content gap identified by this analysis. The internship policy objectives have been found to be broad, and as stated, insufficiently articulated and do not meet the SMART criteria. The AgriSETA discretionary grant guidelines policy document also lacks a cause and effect theory between the problem issue and the activities being implemented by their internship programme. AgriSETA's policies and strategies have not been translated into an internship implementation plan for the programme.

#### **4.3.4. Changes in socio-economic or technological conditions**

At a global and continental level, agriculture is seen as a key driver to achieve food security, alleviate poverty and grow the economies of Sub-Saharan Africa. The global economies, businesses and the world of work are positioning themselves to respond to the Fourth Industrial Revolution (4IR). The concern that technology will result in job losses is valid for semiskilled and unskilled labour categories. Genetic technologies will continue to produce more resilient varieties that deliver better yields and more nutritious food (University of Stellenbosch 2018:3). The agriculture policies and programmes have to focus on equity, growth, competitive businesses, environmental sustainability and good governance practises. The agricultural sector skills development initiatives and programmes must be implemented within the above mentioned global and continental context.

At an institutional and programme level, AgriSETA is implementing its internship programme within a service delivery environment that has taken into context the nature and character of its socio-economic, public policy and technological conditions in delivering its mandate. AgriSETA is aware that the agriculture sector faces a skills shortage in critical occupations, the youth do not find agriculture careers attractive and technology has to form part of solving the skills problem in the sector. AgriSETA has thus focused its implementation by partnering and reviving the TVET farming colleges. However, the reality is that most of these TVET colleges do not offer agriculture programmes. There are a few of them that do offer a National Certificate Vocational (NCV) focusing on Agriculture (AgriSETA Annual Report 2018:23). On a positive note, there is a noticeable improvement, as more graduates

and student interns are starting to complete agriculture studies and internships from TVET colleges that do offer the agricultural programmes.

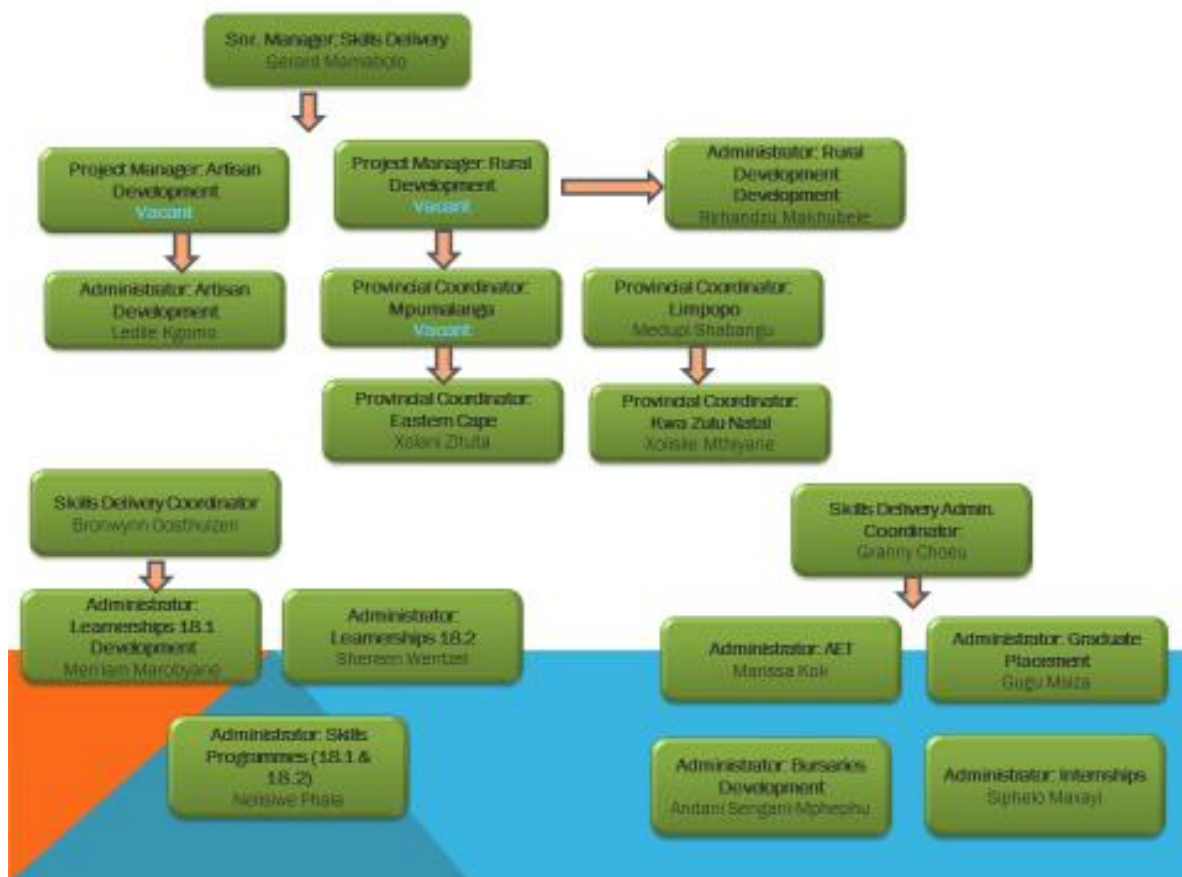
#### **4.3.5. Capacity and management skills**

Brynard (2005:689) views the capacity of the public sector as:

*“conceptualised in general systems thinking terms as the structural, functional and cultural ability to implement the policy objectives of the government”.*

In line with this view, the capacity and management skills of the AgriSETA Internship Programme must have resources in the form of expertise, time, knowledge, as well as material resources. The implementation of AgriSETA’s Internship Programme thus involves dedicating working time (from employees) and financial resources to the programme. The knowledge and expertise of those who are assigned principal implementation and mentoring responsibilities are of great importance in the process, helping to ensure successful implementation of AgriSETA’s policies.

The skill and competencies of the AgriSETA Internship Programme implementers have to be measured and assessed against their ability to effectively implement the programme in a manner that achieves the outcomes of the programme, successfully. The personnel and staff components have a direct impact on the implementation of the programme. The organogram below reflects the staff component of the AgriSETA skills delivery unit where the internship programme is housed and implemented.



**Figure 3: Organogram of AgriSETA Skills Delivery Unit**

*Source: Adapted from AgriSETA Stakeholder Engagement Session (2017:2).*

The above organogram of the AgriSETA skills delivery unit provides a limited number of employees for the implementation of the internship programme. The organogram makes provision for only one administrator, therefore the internship programme has an insufficient staff capacity. The AgriSETA Internship Programme does not have a dedicated project manager and programme manager focused on internships. Without the appointment of these two roles, the internship programme lacks the implementation capacity and the managerial expertise needed for the planning, monitoring and evaluation of the programme.

#### **4.3.6. Coalitions of interest groups**

Makinde (2005:65) advances a view that suggests that:

*“for policies to be successful, interest groups including beneficiaries, should be involved in the development and implementation. A participatory system*

*could be a better option for the government to follow, particularly when implementing complicated and ambiguous legislation”.*

The AgriSETA Internship Programme must partner and join coalitions of interest groups, opinion leaders and other outside actors who actively support a particular implementation process to enhance the successful implementation of its programme. Over the period of NSDS III, AgriSETA has successfully managed to work with various implementers to develop skills for the agriculture sector and implement its internship programme.

Some of the partnerships established have been short-term in nature and often linked to narrowly defined projects; for example, the training of targeted beneficiary group through an AgriSETA funded Internship programmes. Others have evolved to being more medium- to long-term in nature. AgriSETA's implementers and structures are, namely SETAs in other sectors, public service and government departments, public TVET colleges, large employers and industry bodies within the sector, co-operatives, NPOs and community-based organisations (AgriSETA 2018:41). With this in mind, AgriSETA (in partnership with these TVET and agricultural colleges) currently offers internships programmes aimed at addressing the identified scarce skills.

#### **4.4. QUESTIONS ADDED TO ANALYSIS FRAMEWORK**

Mazmanian and Sabatier's approach has been adopted as the theoretical framework and the criteria to be used in this research for the purposes of analysing AgriSETA's Internship Programme. A specific set of research questions will be added to strengthen and guide this analysis. Koma (2010:12) reflects on a specific set of questions that can guide the analysis of internship programme implementation. This specific set of questions which will be added to the theoretical framework seeks to uncover the following:

- Are implementation activities carried out in accordance with the implementation plan of the department?
- Is the information about the department's internship programme accessible to the target population?
- Is the target population of the programme being reached?
- Is external training other than that of mentorship provided to interns?

- How relevant is the training provided to interns' in terms of their education qualifications?
- Are there established strategies to help interns access full-time employment in the department?
- What is the drop-out rate for the programme?

The research has considered and also applied these seven programme implementation questions to strengthen the analysis of the adopted implementation framework.

#### 4.4.1 Implementation questions for programme analysis

The questions below seek to unpack some important information regarding the implementation of AgriSETA's Internship Programme, which will allow the researcher to answer the broader question - are the implementation processes of the AgriSETA Internship Programme enabling the success of the programme? The implementation questions are linked to each of the programme implementation stages and analysis criteria as shown in Table 4 below.

**Table 4: Implementation questions for programme implementation**

Programme stage	Analysis questions	Response
Implementation:  <i>Inputs/resources to the programme, activities and processes as a conversion of inputs/resources to outputs</i>	Are implementation activities carried out in accordance with the implementation plan of the department?	No, the AgriSETA Internship Programme does not have an implementation plan for its internship programme. As a result, the research concludes that the activities are not aligned to a programme implementation plan.
	Is the information about the department's internship programme	Yes, the internship application process and the internship information

	accessible to the target population?	are accessible and advertised on the AgriSETA website from the 1 September – 31 October, annually.
	Is the target population of the programme being reached?	Yes, the target population is reached as AgriSETA's internship applications exceed their 400 internships target.
	Is external training other than that of mentorship provided to interns?	No, AgriSETA does not provide external, additional training for the internships.
	How relevant is the training provided to interns' in terms of their education qualifications?	AgriSETA QMR 4 report does not indicate the relevance of the training received by the interns.
	Are there established strategies to help interns access full-time employment in the department?	No, the AgriSETA programme does not have strategies to assist interns to find employment.
	What is the drop-out rate for the programme?	AgriSETA QMR 4 report does not indicate the dropout rate of interns.

Source: Adapted from HWSETA (2017:14).

## **4.5 CONCLUSION**

This chapter has provided an overview and background of the AgriSETA Internship Programme by defining and providing the policy and legislative basis upon which the programme exists. The chapter identified a policy implementation framework and applied it on the AgriSETA Internship policy to assess and analyse how the programme is doing. The Mazmanian and Sabatier framework, with its six categories of variables, as well as a set of seven questions were adopted to analyse the implementation of AgriSETA's Internship Programme. This chapter provided a programme implementation analysis which resulted in discussions and conclusions that will be explored further in Chapter Five.

## **CHAPTER FIVE: SUMMARY, FINDINGS AND RECOMMENDATIONS**

### **5.1 INTRODUCTION**

This research was guided by a conceptual analytical framework and a specific set of questions to analyse and measure the implementation of the AgriSETA Internship Programme. This chapter discusses and draws findings based on the six category variables presented by the Mazmanian and Sabatier implementation framework. This chapter also draws findings from the seven specific sets of questions added to support the implementation analysis framework. This chapter will conclude by providing recommendations on the analysis of the implementation of the AgriSETA Internship Programme. Findings as well as a recommendation for a way forward will be discussed.

#### **5.1.1 Summary of all chapters**

Chapter One provided an introduction and background orientation to skills development within the context of South Africa. The chapter highlighted the impact of apartheid policies, skills mismatch and lack of proper training programmes as the main problematic areas facing the South African agricultural sector. Within Chapter Two, the research discussed public administration, NPM within the context of public policy formulation, policy process and programme implementation in pursuit of policy goals. The chapter reflected on the relationship between public administration and programme implementation as a function of public policy. The chapter illustrated that the public policy process consists of five stages, of which implementation as the fourth stage forms the core focus of this research. The chapter has presented a theoretical framework and proposed criteria to be used to analyse the implementation of the AgriSETA Internship Programme.

In Chapter Three, the research assessed the policy and legislative framework that guide the implementation of the SDP. The chapter reflects on how the MTSF, the NDP, White paper on PSET and the SDA set out an institutional framework for the implementation of skills development programmes nationally, by sector and within the workplace. The chapter further highlights the eight goals set out in the NSDS III as the national blueprint for the implementation of skills development programmes and projects. In Chapter Four, this research provided an overview and background of

the AgriSETA Internship Programme by defining and providing the policies and legislation regarding the programme. The chapter identified a policy implementation framework and applied it to the AgriSETA Internship policy to assess and analyse how the programme is doing. The Mazmanian and Sabatier framework, with its six categories of variables, as well as a set of seven questions were adopted to analyse the implementation of AgriSETA's Internship Programme. This chapter provided programme implementation analysis, which resulted in discussions and conclusions that will be explored within this chapter.

## **5.2 FINDINGS ON THE POLICY IMPLEMENTATION FRAMEWORK**

The research findings from document analysis weighing the implementation of the AgriSETA Internship Programme using the Mazmanian and Sabatier framework suggest that the AgriSETA's Internship Programme does not sufficiently comply with the framework. When assessed against the six Mazmanian and Sabatier framework variables, the AgriSETA's Internship Programme met the criteria of only two of the six variables, which translates to 33% compliance with the policy implementation framework. The following paragraphs outline the conclusions that were drawn from the analysis of the six variables.

### **5.2.1 Clarity and consistency of programme objectives**

The AgriSETA's Internship Programme is not implemented with clarity and consistency from clear programme objectives and goals. The research found that the identified outcome 2 is too broad and does not meet the SMART criteria.

### **5.2.2 Cause and effect theory**

As stated, this research has reviewed and analysed the AgriSETA policies and strategic documents such as the SSP, APP and its annual reports. However, this study could not find a strong cause and effect theory of the programme's implementation. Therefore, the study concludes that there is no link between an identified internship problem and the solutions that the AgriSETA Internship Programme seeks to provide in its implementation. However, it is worth noting that AgriSETA's Internship Programme has been successful in achieving its quantitative targets of entering unemployed interns into their internship programme without showing a direct link to cause and effect theory.

### **5.2.3 Public policy content**

AgriSETA's policies and strategies have not been translated into an internship implementation plan for the internship programme. Therefore, the research finds the policy content of the AgriSETA Internship Programme to be insufficient to guide an effective, efficient and economical implementation of the internship programme.

### **5.2.4 Changes in socio-economic public policy or technological conditions**

AgriSETA is successfully implementing its internship programme within a service delivery environment context that takes into account socio-economic, public policy and technological conditions.

### **5.2.5 Capacity and management skills**

The AgriSETA Internship Programme does not have a dedicated project manager and programme manager focused on internships. The research concludes that the AgriSETA Internship Programme is implemented on an insufficient staff capacity based on the analysed AgriSETA's skills delivery unit organogram.

### **5.2.6 Coalitions of interest groups**

The research has found that AgriSETA has successfully managed to work with various implementers to develop skills for the agriculture sector and implement its internship programme.

## **5.3 CONCLUSIONS ON QUESTIONS ADDED TO FRAMEWORK**

This research added seven specific questions to strengthen the Mazmanian and Sabatier framework variables for conduct analysis on the implementation of the AgriSETA Internship Programme. The responses to the seven questions can be summarised as follows:

- Question 1: "Are implementation activities carried out in accordance with the implementation plan of the department?"; the research found the answer to be **no**.
- Question 2: "Is the information about the department's internship programme accessible to the target population?"; the research found the answer to be **yes**.

- Question 3: “Is the target population of the programme being reached?”; the research found the answer to be **yes**.
- Question 4: “Is external training other than that of mentorship provided to interns?”; the research found the answer to be **no**.
- Question 5: “How relevant is the training provided to interns in terms of their education qualifications?”; the research found the answer to be **no information was disclosed**.
- Question 6: “Are there established strategies to help interns access full-time employment in the department?”; the research found the answer to be **no**.
- Question 7: “What is the drop-out rate from the programme?”; the research found the answer to be **no dropout rate was disclosed**.

When assessed against the seven sets of questions added to the framework, the research found that the AgriSETA Internship Programme did not meet the criteria by complying with only two out of the seven questions - a compliance rate of 28%. This score is very low and the research concludes that AgriSETA has to do more to improve the quality of its programme implementation process in all the areas that had a negative response to the seven questions asked.

#### **5.4 RECOMMENDATIONS**

The research recommends that AgriSETA consider addressing the following issues in order to improve the effectiveness of their internship programme in the coming years:

- i. **Policy development:** AgriSETA must develop a comprehensive internal internship policy document with clear objectives that comply with SMART criteria.
- ii. **Implementation plan:** AgriSETA must design and develop an internship implementation plan that is based on cause and effect theory, consisting of programme logic framework and a key result chain.
- iii. **QMR:** AgriSETA must enhance its QMR tool by making sure that it can report comprehensively on quantitative and qualitative aspects of the implementation of the internship programme.

- iv. **Capacity and skill:** AgriSETA must appoint a dedicated internship project manager and programme manager to enhance the expertise, skills and capacity for implementing their internship programme.
- v. **Internship completion and employability rate:** AgriSETA must conduct research and trace studies that will produce reports that indicate the completion and employability rate of the interns that participate in their programme.

## 5.5 CONCLUSION

National legislation and policies such as SDA, SDLA, NSDS III, NGP, National Skills Accord and DPSA internship guide provide a broad legislative and policy framework for the implementation of the internship programme. The AgriSETA SSP is aligned and complies with these legislative and policy frameworks to a certain extent. This is evident in how the AgriSETA SSP is able to link the eight NDS III goals, identify the scarce skills list and outline challenges facing skills development in the South African agriculture sector (AgriSETA SSP 2018: ix). However, these broad legislation, strategies and policy initiatives are not sufficient to guarantee successful policy implementation.

AgriSETA's shortcoming in developing its own comprehensive internal policy for the implementation of its internship programme is a major policy gap and does not do justice to complement the existing legislation, policies and strategies. The lack of AgriSETA's internship implementation plan further worsens this policy gap, making it unclear how the policy objectives are linked to the programme implementation plans. The lack of such policy documents on the implementation of AgriSETA's Internship Programme makes it difficult to analyse and assess the impact of implementing the programme in line with national legislation, policies and strategies. The intention of these legislative and policy frameworks is to set clear goals that should have a lasting impact on national indicators, such as unemployment, inequality and poverty, through the effective implementation of internship programmes.

The South African unemployment rate from STATS-SA 2019's second-quarter survey is at 29 %, with an increase of 1.4 percentage points from the 27.6% of the first quarter - making this an 11 year all-time high (STATS SA 2019:1). AgriSETA's

lack of conducting impact assessment research and tracer studies on the implementation of its internship programmes makes it difficult to assess how their programme is performing regarding key national indicators. The AgriSETA QMR report does not provide the impact of the programme on the unemployment rate, inequalities and poverty. AgriSETA's reporting mechanism must measure and reflect on the value for money and the return on investment on implementing the programme within the context of government's limited resources, low economic growth and fiscal constraints. In its current format, the QMR does not indicate how AgriSETA's Internship Programme makes an impact in enhancing the production of agriculture's scarce skills, driven by industry demand and in line with innovation and the demands of the 4IR.

The impact of the 4IR, innovation and technology within the agriculture skills development landscape has to be taken in context when implementing internship programmes. These programmes must equip interns with future skills that are adaptable to industry and technological demands. The findings of the research compiled by Adendorff (2018:2) showed that:

*“the complexity and plurality of the 4IR include advances in Artificial Intelligence (AI), the Internet of Everything (IoT) and blockchain technology. It is now globally recognised that the 4IR represents a fundamental change in the way we live, work and relate to each other. By 2030 over 2 billion jobs as we know them today will have disappeared”.*

The impact of genetic food technologies, the need for a highly skilled workforce and the impact of technology on agricultural jobs require internship programmes that are positioned to complement and adapt to the 4IR.

The theoretical programme implementation framework presented in this research has provided an analysis that has revealed the strengths and shortcomings of AgriSETA's policy formulation and policy implementation process. The analysis has provided AgriSETA with findings and recommendations that need to be considered by the DHET and AgriSETA in order to improve the implementation of their internship programme. The AgriSETA Internship Programme can learn best practice and adopt programme analysis conducted by HWSETA to improve its internship programme implementation. The 4IR is here to stay and will have a major impact on

the agricultural skills sector. The implementation of AgriSETA's Internship Programme must be based on sound, well-designed and well-formulated policies that embrace the 4IR and the skills revolution taking place in the agricultural sector domestically, continentally and globally.

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