CHAPTER ONE: GENERAL INTRODUCTION

1.1 INTRODUCTION

This thesis reports on the results of the study titled "Intergovernmental relations in the management of the Great Limpopo Transfrontier Park". Although the study is about the Great Limpopo Transfrontier Park, the actual intention of the study is to probe the role of the South African government institutions, parastatal institutions and non-state actors in the development and management of the Great Limpopo Transfrontier Park, intergovernmental structures, and the effects of the Great Limpopo Transfrontier Park on South Africa. The establishment of the Great Limpopo Transfrontier Park is not based on any prior experience in Southern Africa. The novelty of this type of agreement in Southern Africa suggests that inconsistencies are likely to occur in the management of the Great Limpopo Transfrontier Park.

Chapter one provides a general introduction to the thesis. It provides a background to the study on intergovernmental relations in the management of the Great Limpopo Transfrontier Park. Furthermore, this chapter outlines the problem statement and problem question, objectives of the study, significance of the study, limitations of the study, ethical requirements, research methodology, sequence of chapters, and the clarification of terms. Section 1.2 below provides a background to the area that is the focus of the study.

1.2 BACKGROUND TO THE STUDY

Section 192(1) of the *Constitution of the Republic of South Africa, 1996* states that public administration must be governed by democratic values and principles. Furthermore, section 24 of the Bill of Rights provides that everyone has the right to an environment that is not harmful to their health and well-being and to have the environment protected, for the benefit of present and future generations. This implies that ecological degradation should be prevented while nature conservation needs to be promoted by the state, non-governmental organisations, community based organisations and members of the public.

The establishment of the Great Limpopo Transfrontier Park represents one of the many attempts by South African government to fulfill the provisions of the *Constitution of the Republic of South Africa, 1996* relating to nature conservation.

The Great Limpopo Transfrontier Park is a joint initiative between Mozambique, South Africa and Zimbabwe. The Great Limpopo Transfrontier Park links the Limpopo National Park in Mozambique, Kruger National Park in South Africa, Gonarezhou National Park, Manjinji Pan Sanctuary and Malipati Safari Area in Zimbabwe, as well as two areas between Kruger and Gonarezhou, namely the Sengwe communal land in Zimbabwe and the Mukuleke region in South Africa. The total surface area of the Park is 35 000 sq. km, 10 000 sq km is in Mozambique, 20 000 sq km is in South Africa and the remaining 5 000 sq km is in Zimbabwe (Transfrontier conservation areas, available at, http://www.environment.gov.za/projProg/TFCAs/TFCA_contents.htm. 19/11/2003). An illustration of the area covered by the Great Limpopo Transfrontier Park is attached as Annexure A.

 The establishment of the Transfrontier Park is the first phase of creating a bigger transfrontier conservation area measuring approximately 100 000sq.km (Great Limpopo Transfrontier Park, available at: http:www.gkgpark.com/mainphp. 12 August 2003). A distinction between a transfrontier park and a transfrontier conservation area is provided in sections 1.12.7 and 1.12.8 of this chapter respectively. Until 2001, the Great Limpopo Transfrontier Park was known as the Gaza-Kruger-Gonarezhou Transfrontier Park (Great Limpopo Transfrontier Park, available at: http://www.environment.gov.za/projprog/tfcas/Limpopo/index_Limpopo.htm. 18/11/2003).

A memorandum of understanding to initiate the establishment of Great Limpopo Transfrontier Park was signed by Ministers of environment of South Africa, Mozambique, and Zimbabwe on 10 November 2000. On 9 December 2002 the three heads of state signed an international treaty to establish the great Limpopo Transfrontier Park in Xai-Xai, Mozambique. The treaty was followed two days later by the removal of

part of the fence separating the Limpopo National Park and the Kruger National Park to symbolise the creation of what is to become the world's largest animal kingdom (Great Limpopo Transfrontier Park, available at: http:www.gkgpark.com/mainphp. 12 August 2003).

The concept transfrontier park has been recently introduced in the discourse of nature conservation within South Africa and Southern Africa. The idea of a transfrontier park is, however, not new. According to Reyers (evaluating transboundary protected areas: achieving biodiversity targets, available at http://www.tbpa.net/docs/WPCGovernance/BelindaReyers.doc 16/07/2004) transfrontier parks can be traced as far back as 1925 when the Albert National Park was established by the Belgian colonial regime between the then Ruanda-Urundi and Congo. The idea has, however, gained popularity in recent years. According to Pienaar (Personal interview 2005) the Portuguese had an idea of establishing a transfrontier park in the 60s and 70s. The idea and intention was thwarted by the civil war in Mozambique. In 1990, the political situation changed for the better. The World Conservation Union identified at least 70 potential protected areas in 65 countries in 1988. Although the establishment of a transfrontier park appears to be the latest trend between countries, the situation in each country is unique and, therefore, each transfrontier park is unique.

Furthermore, in 1990, Dr Rupert, President of World Wild Life Fund of South Africa arranged a meeting with Mozambique's President Chisano (van Zyl:[sa]). The purpose of their meeting was to discuss a possible link between some bioregions in South Africa, Mozambique, Swaziland and Zimbabwe. As a result of this meeting, the World Wildlife Foundation of South Africa was subsequently requested to undertake a feasibility study which it submitted to the Mozambican government in 1991 which was then submitted to the World Bank. Five years later the World Bank responded and came up with a report with the significant title "Transfrontier Conservation Areas Pilot and Institutional Strengthening Project"

Funding had been made available by, amongst others, the World Bank, the US and Japanese governments (Van Zyl [s.a]). This collaboration amongst governments and other non-state actors is an indication of the significance of different forms of governmental relations in the management of natural resources.

1.3 OBJECTIVES OF THE GREAT LIMPOPO TRANSFRONTIER PARK

According to the Gaza-Kruger-Gonarezhou Transfrontier Park Agreement (vide Annexure B), the objectives for the establishment of the Great Limpopo Transfrontier Park are to:

- foster transnational collaboration and co-operation among the parties in implementing ecosystem management through the establishment, development and management of the transfrontier park,
- promote the alliances in the management of biological natural resources by encouraging social, economic and other partnerships among the parties, private sector and local communities and non-governmental organisations,
- enhance the ecosystem integrity and natural ecological processes by harmonizing environmental management procedures across international boundaries and striving to remove artificial barriers impeding the natural movement of animals,
- develop frameworks and strategies whereby local communities can participate in and tangibly benefit from the management and sustainable use of natural resources that occur within the transfrontier park,
- facilitate the establishment and maintenance of a subregional economic base by way of appropriate development frameworks, strategies and work plans, and
- develop transborder ecotourism as a means for fostering regional socioeconomic development.

From the foregoing objectives it could be deduced that although conservation is an end, different forms of governmental relations are a means to this end. The collaboration between national governments, spheres of government in South Africa, parastatal

institutions, businesses, members of the public and non-governmental organizations is essential for the attainment of these objectives.

1.4 PROBLEM STATEMENT

The construction of fences between South Africa, Mozambique and Zimbabwe has become a formidable symbol of national sovereignty. However, these fences are human barriers which have disturbed the ecosystem and impacted negatively on its management in these three countries. These fences have cut through ecosystems and disturbed traditional migration routes of animals (Kahn, 2003. Breaking down borders in Africa, available at: http://www.scidev.net/features. 15/11/2006). The challenge brought by the erection of fences is further aptly captured by the address of former President Mandela on the occasion of the opening of the Gaza-Kruger-Gonarezhou Transfrontier Park (available at: http://www.environment.gov.za/news/2001oct4_1/mandela. 19/11/2003) where he indicated that "approximately 100 years ago, Kruger National Park had no elephants as the population had been hunted to extinction. History shows that 30 elephants walked across the Shingwezi River from Mozambique to the Kruger National Park. These elephants are the great grandfathers and mothers of elephants found in the Kruger National Park today". The establishment of the Great Limpopo Transfrontier Park can be seen as an attempt to rectify the anomalies created by fences and uncoordinated management of natural resources among the three countries involved. A problem statement for this study is outlined below.

For the establishment of the Great Limpopo Transfrontier Park, relevant stakeholders have to be involved to ensure effective and efficient management. The thesis examines the effects of the consultation and coordination processes on the management of the Great Limpopo Transfrontier Park.

1.5 RESEARCH QUESTION

Were the relevant stakeholders sufficiently involved in negotiations to obtain effective and efficient management of the Great Limpopo Transfrontier Park?

1.6 OBJECTIVES OF THE STUDY

The objective of the study is to investigate the role of South Africa in dealing with problems relating to co-ordination of community participation and various governmental as well as non-governmental organisations that play a role in the management of the Great Limpopo Transfrontier Park. Recommendations that can improve co-ordination in the management of Great Limpopo Transfrontier Park will be made at the end of the study. The effects of South Africa's intergovernmental relations on the management of an organisational structure that crosses the national boundaries will also be investigated to establish the administrative and managerial consequences.

1.7 SIGNIFICANCE OF THE STUDY

A study as reflected in the sequence of chapters has not been conducted before. The envisaged study will contribute to the literature on intergovernmental relations in the field of (P) public (A) administration.

1.8 LIMITATIONS OF THE STUDY

Lutabingwa and Nethonzhe (2006:700) believe that the researcher has an obligation to make shortcomings known to his/her readers. It is for this reason that an attempt is made to highlight factors which have a bearing on the conclusions, findings and recommendations outlined in the last chapter.

The study focuses on an area which straddles the borders of three countries, namely South Africa, Mozambique, and Zimbabwe. Although reference is constantly made to the

three countries, the study mainly focuses on intergovernmental relations within the South African context. This suggests that the conclusions, findings and recommendations are limited and applicable to the Republic of South Africa. The Great Limpopo Transfrontier Park is going through a variety of development phases. Rapid changes make it imperative for one to indicate that the study was conducted during the period 2003 and 2006 and, therefore, the data collected and consequent conclusions, findings and recommendations are limited to the aforementioned period of study.

1.9 ETHICAL REQUIREMENTS

Brynard and Hanekom (1997: 4; 2007: 6) mention confidentiality and honesty as the two most important ethical requirements for a researcher. Furthermore, Lutabingwa and Nethonzhe (2006:697) identify consent, potential harm, deception and privacy as ethical problems which require careful consideration by authors in the social sciences.

As it will be explained in the next section, primary sources of data were used in this study. These primary sources included individuals in key positions in government and parastatal intitutions who were approached to participate as interviewees. These individuals were informed in writing about the objectives of the study and asked to participate in the study. In instances where participants wanted to withhold their identity, only designations were used in the citation of their contribution. In instances where interviewees wished to verify the accuracy of the author in citing their contributions, sections of the thesis where they were quoted were forwarded to them for consideration and further comments. This was done to ensure that adherence to ethical requirements is an integral part of a sound research methodology. Research methodology used in the study is further elaborated on in the next section.

1.10 RESEARCH METHODOLOGY

There are various data collection techniques and procedures for the analysis of data can be followed. The following two subsections on research methodology describe the specific methods and procedures followed in the study.

1.10.1 Data collection

Data was collected from both primary and secondary sources as described hereunder.

Primary data: The collection of primary data, which is also known as empirical investigation, has played a crucial role in this study.

This investigation involves consulting primary information sources. It comprises:

- interviews with experienced and knowledgeable public officials and members of the public concerned and affected by the management of the Great Limpopo Transfrontier Park,

- speeches relating to the Great Limpopo Transfrontier Park by politicians and deliberations in legislative institutions; and

- consideration of agreements entered into by the various governments regarding the managerial implications of cross border co-operation.

Secondary data: It refers to the collection and the analysis of existing written (published and unpublished) information. It includes:

- published books on the public sector administration and management,
- published books on conservation/environmental management,
- previous research reports,
- published articles,
- current legislation (acts of Parliament, provincial and local government legislation, and white papers),
- journals,

- official documentation by the management of the Great Limpopo Transfrontier Park, and

- the internet.

1.10.2 Data analysis

Data has no meaning unless it is analysed and interpreted. The data obtained from the secondary sources will be compared to, and be evaluated against the data from primary sources in order to support the arguments presented in the thesis. The analysis of secondary data began before and while the interviews were still underway. This preliminary analysis enabled the researcher to redesign questions in order to focus on the central themes as the researcher continues interviewing. After the interview, the researcher began a more detailed and fine analysis of the interviewees' responses. This enabled the researcher to discover additional themes and concepts and then build towards an overall explanation. To finalise data analysis, the researcher put into one category all the material from all interviews that addresses one theme or concept. The material was compared with the categories to establish possible variations and nuances in meanings. Finally, the researcher compared the data across the categories to discover connections between themes with a view to integrate the themes and concepts into theory that offers an accurate and detailed interpretation of the research into governmental relations within the context of the Great Limpopo Transfrontier Park.

During the research, the survey method was used as a data gathering technique and the normative approach was adopted for the processing of data. According to Leedy (1989:141), the word survey is composed of two elements that indicate precisely what happens in the survey process. Sur- is a derivative of the Latin word super, meaning above, over, or beyond; the element - vey comes from the Latin verb videre, which means to look or to see. Thus, the word survey means to look or to see over or beyond the casual glance or the superficial observation.

The foregoing exposition implies that a survey study was conducted in which the "looking" may be done by means of interviews. The study also poses a normative approach to the question what the requirements should be for the effective and efficient management in the Great Limpopo Transfrontier Park and the governmental relations? This question implies some projection of value judgements on to reality that is the current agreements on the joint management of the Great Limpopo Transfrontier Park.

1.11 SEQUENCE OF CHAPTERS

This thesis consists of seven interrelated chapters focusing on the same topic but from different dimensions. The contents of each chapter are described hereunder.

Chapter one: General introduction

This chapter serves to introduce the thesis. It focuses on the background to the establishment of the Great Limpopo Transfrontier Park as an area of study, problem statement and problem question, objectives of the study, significance of the study, limitations of the study, ethical requirements, research methodology and the sequence of chapters.

Chapter two: Requirements for effective and efficient management

A theoretical overview of the principles and practices covering public sector administration and management is presented in this chapter. This is related in particular to managing structures that geographically fall within the boundaries of more than one independent state and more than one sphere of government.

The rationale for effective and efficient conservation management, adherence to ethical standards, management skills, research and information management, conservation awareness, education, training and development, communication, control and structures necessary for the exercise of control are subjects for discussion in chapter two.

Chapter three: International governmental relations

This part of the thesis focuses on the sovereignty of the South African state, globalisation, South Africa's foreign policy, and international institutions, bilateral and multilateral relations.

Chapter four: Intergovernmental relations

The relationship between the national, two provincial governments (Mpumalanga and Limpopo), Ehlanzeni and Mopani municipalities which are closer to the Great Limpopo Transfrontier Park. This relationship is important for the successful management of the Park and is explored in greater detail.

Chapter five: Extra-governmental relations

Extra-governmental relations explore the relations between governmental institutions involved in the management of the Great Limpopo Transfrontier Park and members of the public (including the Mukuleke community) as well as non-governmental organisations.

Chapter six: Tourism management in the Great Limpopo Transfrontier Park

Chapter six focuses on the tourism theme in the Great Limpopo Transfrontier Park. In chapter six an outline of the contribution of different role players in tourism management is explored. These role-players are the government, conservation agencies, South African Tourism Board, the private sector, World Tourism Organisation, World Travel and Tourism Council, and the Regional Tourism Organisation of Southern Africa. The state of tourism in South Africa, Mozambique and Zimbabwe is also assessed in chapter six. Different revenue sharing options in the Great Limpopo Transfrontier Park are discussed.

Lastly, the economic significance of tourism and the tourism challenges facing South Africa are elaborated on.

Chapter seven: Conclusions, findings and recommendations

Chapter seven is the last chapter of this thesis. It is made up of conclusions on the study, findings and recommendations which can be used to improve governmental relations in the administration and management of the Great Limpopo Transfrontier Park.

1.12 CLARIFICATION OF TERMS

Different terms and words are used differently depending on the context. It therefore becomes necessary for the study to clarify key terms in the study. The following subsections focus on those terms that are used frequently in the study. Other terms which are confined to a specific chapter are defined whenever it becomes necessary. The terms clarified in this section are Public Administration, effectiveness, efficiency, environmental management, governmental relations, management, transfrontier park, transfrontier conservation area Peace Park Foundation conservation, biodiversity, ecosystem and sustainable development.

1.12.1 Public Administration and public administration

The origin of the subject Public Administration can be traced back to an article written by Woodrow Wilson in 1887. The article titled "The Study of Administration" attempts to distinguish between Administration as a field of study and administration as a field of work. According to Wilson (1987: 10), "administration is the most obvious part of government; it is government action; it is the executive, the operative, the most visible side of government, and is as old as government itself". Wilson (1987: 13) further describes administration as "the activity of the state in individual and small things". Pauw (1999: 22) describes public administration as the organised, non-political, executive

functions of the state. Cloete (1986:1) defines administration as an activity to be found where two or more people take a joint action to achieve an objective.

The foregoing definitions by Wilson and Cloete (1986), although made within the context of Public Administration, are too broad as administration (with the omission of public) takes place within both the public and private sector. However, Cloete (1995: 61) corrects this oversight by defining public administration as the collection of functions or activities performed by officials employed in a public institution such as a state. Graham and Hays as quoted in Stillman (1992: 2) define public administration as a generic expression for the entire group of activities that are involved in the formulation and implementation of public policies.

All definitions cited above are somewhat similar. They all emphasise that public administration is the collection of non-political functions which are performed by public officials. These definitions further indicate the distinctiveness of public administration and politics.

1.12.2 Effectiveness

The word effective can be traced back to Old French (*effectif*) and Latin (*effectivus*). Both these languages used the word effective as having the intended or expected effect or serving the purpose (The Barnhart Dictionary of Etymology 1998). Effectiveness refers to the extent to which a public institution succeeds in attaining its predetermined objectives (Cloete 1998: 110).

The two definitions in the above paragraph put emphasis on "intended effect" and "success in attaining objectives". They concur that effectiveness is about the achievement of intended results. The two definitions are a further testimony that the word effective has not changed meaning when it was borrowed from languages such as French and Latin. Similarly, the word has not changed meaning or been distorted over a period of time. In view of the foregoing definitions, the word effective will be used within the context of

this thesis to refer to the ability of public sector institutions in collaboration with non-state actors to achieve intended objectives.

1.12.3 Efficiency

According to the Etymological Dictionary of English (1966) the word efficiency has a Latin origin. The Latin word *efficientem* means to execute, accomplish or produce. The Barnhart Dictionary of Etymology (1998), states that the word efficiency (*efficientem)* has been borrowed through Old French from Latin. The word *efficientem* means to produce immediate effect. The Grolier International Dictionary (1981) provides two definitions of the word efficiency. *Firstly*, it defines efficiency as the ratio of the effective or useful output to the total input in any system. *Secondly* efficiency is defined as acting or producing effectively with a minimum of waste, expense or unnecessary effort or exhibiting a high ratio of output to input. Furthermore, Gildenhuys (1993: 501) defines efficiency as the sparing utilisation of resources or use of minimum input to get maximum output.

Definitions advanced by the Etymological Dictionary of English (1966) and the Barnhart Dictionary of Etymology (1998) are somewhat lacking in clarity. Both definitions use the word "produce". Producing immediate effect or accomplishment of result is similar to the description of the word effectiveness hence the result could be confusing relating to the distinction between the words effective and efficiency. However, the latter definition by the Grolier International Dictionary (1981) and Gildenhuys (1993) is more precise and clearer. They both use the input/output ratio to describe efficiency. The use of less input to achieve maximum results is a more appropriate definition of efficiency as it emphasises the sparing use of scarce resources. Therefore, the word efficiency, whenever it is used in this thesis must be understood to mean the sparing use of resources (human, financial, raw material, natural and non-renewable resources).

1.12.4 Environmental management

Environmental management refers to a multi-layered process in which different types of environmental managers interact with the environment and with one another to pursue a livelihood (Wilson and Bryant 2002: 5). Section 1 of the *National Environmental Management: Protected Areas Act, 2003 (Act 57 of 2003)* defines management of a protected area as the control, protection, conservation, maintenance, and rehabilitation of that area with due regard to the use and extraction of biological resources, community-based practices and benefit sharing activities in the area.

Wilson and Bryant's definition stresses interaction amongst different types of environmental managers for purposes of pursuing livelihoods. This definition does not limit management to people appointed due to specific skills. It includes all actors who are concerned about the conservation of natural resources. The second definition by the *National Environmental Management: Protected Areas Act, 2003* answers the question what does the management of natural resources entail?

A synthesis of the two definitions gives rise to a definition which is appropriate for this thesis. Environmental management will, for purposes of this thesis, refer to all efforts by public sector institutions and officials, members of the public, non-governmental organizations, and the private sector aimed at the control, protection, conservation, maintenance, rehabilitation and sustainable use of natural resources for the improvement of the quality of life.

1.12.5 Management

Management refers to the process or activity of carrying out the task of ensuring that a number of diverse activities are performed in such a way that a defined objective is achieved (Huges 1994: 50). Furthermore, Fox and Meyer (1995: 77) define management as that part of public administration where a person who, within a general, political, social, economic, technological, cultural environments and specific environment is

charged with certain functions such as policy-making, planning, organising, leading, control and evaluation.

It is important to distinguish between environmental management and management. The contextual meaning attributed to environmental management sets it functionally apart from management. Environmental management as defined in the preceding section is broad and not wholly dependent on skills although the involvement of skilled officials is essential to provide guidance to individuals and institutions interested in managing natural resources. The definition of management above refers to skilled employees in the public sector (for example, SANParks and the Department of Environmental Affairs and Tourism) involved in the day to day performance of managerial functions (policy-making, planning, organizing, leading, control and evaluation) and the application of managerial skills.

1.12.6 Governmental relations

Governmental relations refer to the relationship between governmental institutions. Adlem and Du Pisani as quoted in Hattingh (1998: 19) further classify governmental relations into three categories, namely intergovernmental relations or relations between governmental structures; intra-governmental relations or governmental relations between internal government structures on either of the three spheres of government; and extra-governmental relations or relations between a government structure and the community.

Cameron in Makhanya (1999: 349) defines intergovernmental relations as the geographical division of powers among the various spheres of government. Section 1 of the *Intergovernmental Relations Framework Act, 2005* defines intergovernmental relations as relationships that arise between different governments or between organs of state from different governments in the conduct of their affairs.

Thornhill, Odendaal, Malan, Mathebula, van Dijk and Mello (2002: 8) describe intergovernmental relations as all the interdependent relations amongst the different

spheres of government. These relations further include the coordination of public policies determined by the different legislative and executive institutions of the different government structures. These relations take place at both political and administrative levels. The effectiveness and efficiency of service delivery by public and parastatal institutions depend on the relationships amongst the different institutions involved in related activities such as nature conservation.

1.12.7 Transfrontier park

Transfrontier park is an area comprising two or more areas, which border each other across international boundaries and whose primary focus is wildlife conservation. Authorities responsible for the respective areas formally agree to manage the areas as one integrated unit according to a streamlined management plan. The authorities also undertake to remove all human barriers within the Transfrontier park so that animals can move around freely (Transfrontier conservation areas: Available at: http://www.environment.gov.za/ProjProg/TFCAs/TFCA_contents.htm 19/11/2004)

The perusal of literature on transfrontier parks indicates that the foregoing definition is universally accepted. However, the above definition is not entirely appropriate for the great Limpopo Transfrontier Park. The use of the word authorities, in particular, may be disputed. The word authorities refer to the power that be or establishments. The lexical meaning of the word authorities is still vague. For the aforementioned definition to be appropriate for the Great Limpopo Transfrontier Park, the word authorities needs to be replaced with two words, namely governments and communities.

In view of the foregoing exposition, the Great Limpopo Transfrontier Park can be defined as an area comprising four areas which border each other across the South African, Mozambican, Zimbabwean borders and the Makuleke communal area. It is an agreement entered into between the South African, Mozambican and Zimbabwean governments for purposes of wild life conservation through a joint management plan aimed at removing all human made barriers to enable animals to move freely. The South African government

acted on behalf of the Makuleke Community. The nouns Great Limpopo Transfrontier Park and Kruger National Park are used in this thesis. The use of the noun Kruger National Park is used whenever reference is made to the South African part of the Great Limpopo Transfrontier Park.

1.12.8 Transfrontier conservation area

A transfrontier conservation area is a cross-border region whose different component areas have different conservation statuses such as national parks, private game reserves, communal natural resource management areas and hunting concession areas. Although fences, major highways, railway lines and other barriers separate the various parts of the conservation area, these areas are jointly managed for long term sustainable use of natural resources. As opposed to the transfrontier parks, free movement of animals between the different parts that constitute a transfrontier conservation area is not possible (Transfrontier conservation areas: Available at: http://www.environment.gov.za/ProjProg/TFCAs/TFCA_contents.htm 19/11/2003).

The addition of the Makuleke Communal area in the definition of the transfrontier park gives the impression that the Great Limpopo Transfrontier Park is already a transfrontier conservation area. In view of this statement, it becomes necessary to distinguish between a transfrontier park and a transfrontier conservation area. A transfrontier park, due to the international nature of the contract and involvement of borders which are assets of independent states, only involves sovereign states. Communities whose land is incorporated in such an agreement are represented by their governments. A transfrontier conservation area is a phase which follows immediately after the establishment of a transfrontier park. In effect it refers to the extension of the agreement to involve communal and privately owned conservation areas.

1.12.9 Peace Park Foundation

Peace Park Foundation is an international partnership working to promote wildlife conservation, ecotourism and job creation in Southern Africa (Transfrontier conservation areas and the peace parks foundation: Available at: http://www.environment.gov.za/Enviro-Info/env/peace.htm 18/11/2004).

1.12.10 Conservation

Conservation refers to the preservation of the natural environment and wildlife or careful use of resources (Concise Oxford Dictionary).

1.12.11 Biodiversity

In terms of section 1 of the *National Environmental Management: Biodiversity Act, 2004 (Act 10 of 2004)* biodiversity refers to the variability among living organisms from all sources including terrestrial, marine and other aquatic ecosystems and ecological complexes of which they are part of and also include diversity within species, between species and of ecosystems. The Concise Oxford Dictionary defines biodiversity as the variety of plant and animal life in the world or in a particular habitat.

1.12.12 Ecosystem

In terms of section 1 of the *National Environmental Management: Biodiversity Act, 2004*, ecosystem is defined as a dynamic complex of animal and micro-organism communities and their non-living environment interacting as a functional unit. Furthermore, ecosystem is the biological community of interacting organisms and their physical environment (Concise Oxford Dictionary).

1.12.13 Sustainable development

The phenomenon sustainable development consists of two words, namely sustainable and development. Firstly, the word sustainable will be analysed and then development will also be defined.

The *National Environmental Management: Biodiversity Act, 2004* defines the word sustainable as the use of resources in a way that would not lead to long term decline, disrupt the ecological integrity of the ecosystem and to ensure the continued use to meet the needs and aspirations of present and future generations of people. According to Fox and Van Rooyen (2004: vii) sustainability only became a serious part of development in 1987. In the early 1980s, the development debate was insignificant in South Africa as attention was focussed on the escalating struggle and the increasing degree of repression (Munslow, FitzGerald and McLennan 1997: 3). The 1990s were characterised by a growing awareness and an improvement of the political situation in South Africa. The World Summits on Sustainable Development held in Rio de Janeiro in 1992 and Johannesburg in 2002 further popularised the word sustainability.

To sustain, according to Malan (2004: 102), means to keep going without interruption. Malan further emphasises the importance of adding an adjective to its meaning. Malan's assertion that an adjective needs to be added to the term sustainable is appropriate as the term can be used in many fields. In this study sustainability refers to the use and management of natural resources.

Fox and Meyer (1995:36) define development as all actions aimed at improving the quality of life of all people. Development can be viewed as planned change which relate to interventions meant to improve the quality of biodiversity, ecosystem and infrastructure.

1.13 CONCLUSION

The aim of this chapter was to introduce the thesis. Apart from the outline of the background to the study and objectives of the Great Limpopo Transfrontier Park, chapter one represents a plan which describes the process which was followed in conducting the study. The plan starts with a problem statement and research question which are the nucleus of the study. Furthermore, the objectives and significance of the study are outlined. Limitations of the study, ethical requirements, research methodology are essential as they ensure that the study is scientifically sound and conclusions, findings and recommendations are acceptable. The sequence of chapters provides a summary of the contents of each of the succeeding chapters. Finally, the clarification of terms attempts to avoid ambiguity and lack of clarity by defining concepts and thereby not leaving the interpretation of words to the imagination of the reader. The next chapter shifts the focus to the effective and efficient management of the Great Limpopo Transfrontier Park.

CHAPTER TWO: REQUIREMENTS FOR EEFECTIVE AND EFFICIENT MANAGEMENT

2.1 INTRODUCTION

The public expects state institutions and parastatal institutions responsible for the management of natural resources such as those found in the Great Limpopo Transfrontier Park to be managed effectively and efficiently. The effective and efficient management of the Great Limpopo Transfrontier Park is aimed at preserving the ecosystem for future generations. It is, therefore, necessary for one to investigate the basic requirements for effective and efficient management of the Great Limpopo Transfrontier Park as the establishment of transfrontier parks is of recent origin in Southern African Development Community (SADC) and points to the evolution of a unique dimension of public administration and management.

This chapter focuses on the rationale for effective and efficient public management; the principles for effective and efficient management; management skills; research and information management; adherence to ethics; conservation awareness, education, training and development; communication; control and management structures for the Great Limpopo Transfrontier Park.

2.2 RATIONALE FOR EFFECTIVE AND EFFICIENT CONSERVATION MANAGEMENT

The overarching reason for preserving the environment as indicated above is the well being of the current and future generations. Earth and its inhabitants are faced with a deteriorating environment in spite of the abundance of environmental philosophy, laws and regulations. Only 8% of the earth's water resources are fit for human consumption. The earth's environment is the only place in the known universe that sustains life. If it

should lose its ability, humankind as species, together with all other forms of life on planet earth will cease to exist. Contrary to this scary reality, humankind appears to continue destroying the natural environment on which humankind is totally dependent (Nealer 1998: 68, 69).

It is inevitable that the needs of the community will always be greater than the resources available to satisfy those needs. This characteristic of the human society is evident when the population increases and exerts more pressure on the available resources (Cloete 1998: 110) such as land. The scarcity of natural resources and the fact that most of them are not easy to replenish compels public institutions, parastatal institutions and members of the public to use and manage such resources sparingly. Furthermore, the South African public service must remain a body of persons of which South Africans can be proud of. Effective and efficient public management will instil pride in the eyes of members of the public. For this reason, service delivery must be continually modernized, improved and directed towards the interest of citizens. The public service is expected to simplify and modernize its management and administrative systems and processes to make them more efficient and cost effective (Kroukamp 2001: 27).

Efforts to modernise service delivery in South Africa do not focus on reducing costs only. Rather, they are aimed at ensuring that South Africans receive an ever improving mix of government services that reflect their requirements, and aimed at ensuring that the government provides these services from a stable expenditure base. The design and delivery of public services must be oriented towards the citizen and not towards the needs of the public service, current management styles or outmoded service delivery processes (Kroukamp, 2001: 27-28).

The rationale for effective and efficient conservation management necessitates meticulous adherence to the principles for effective and efficient public administration and management as discussed hereunder.

2.3 PRINCIPLES FOR EFFECTIVE AND EFFICIENT PUBLIC ADMINISTRATION AND MANAGEMENT

Section 195 of the *Constitution of the Republic of South Africa*, 1996 makes provision for basic values and principles meant to govern public administration (that is, administration on the three spheres of government, organs of state and public enterprises). The aforementioned values which are also applicable to the management of the Great Limpopo Transfrontier Park include, amongst others, the following:

- a high standard of professional ethics,
- efficient, economic and effective use of resources,
- development oriented public administration,
- impartial, fair and equitable service delivery,
- responsiveness to people's needs, and
- public participation, accountability, and transparency,

In addition to the foregoing provisions of the *Constitution of the Republic of South Africa,1996*, the *National Environmental Management Act*, 1998 (Act 107 of 1998), prescribe the following principles for environmental management:

- environmental management must place the community and their needs at the forefront of its concern, and serve their physical, psychological, developmental, cultural and social interests equitably,
- development must be socially, environmentally, and economically sustainable,
- environmental management must be integrated, acknowledging that all elements of the environment are linked and interrelated, and it must take into account the effects of decisions on all aspects of the environment and all people in the environment by pursuing the selection of the best practicable environmental option,
- environmental justice must be pursued in the interest of all, including the disadvantaged,

- equitable access to environmental resources,

- responsibility for environmental health and safety consequences of a policy or project,

- the protection of all interested and affected parties including the vulnerable and disadvantaged,

- decisions must take into account the interests, needs and values of interested and affected parties,

- community well being and empowerment must be promoted through environmental education, the raising of environmental awareness, the sharing of knowledge and experience,

- decisions must be taken in an open and transparent manner and access to information be provided in terms of the applicable law,

- there must be intergovernmental co-ordination and harmonization of policies, legislation and actions relating to the environment,

- actual or potential conflicts of interest between organs of state should be resolved through conflict resolution procedures,

- global and international responsibilities relating to the environment must be discharged in the national interest,

- environment is held in public trust for the people, the beneficial use of environmental resources must serve the public interest and the environment must be protected as the people's common heritage, and

- the vital role of women and youth in environmental management and development must be recognized and their full participation be promoted.

The *White Paper on Transforming Public Service Delivery 1997* (Also known as the *Batho Pele White Paper*) is relevant to both the wider public sector which include parastatal institutions such as the SANParks, the South African Tourism Board, and the South African National Biodiversity Institute. *The White Paper on Transforming Public Service Delivery, 1997* suggests eight *Batho Pele* Principles which are crucial for the improvement of service delivery. The word *Batho Pele* is a South African Sotho word

which means people first. The following Principles are outlined in the White Paper on Transforming Public Service Delivery:

- **Consultation**: In terms of this principle, users of public services must be consulted about the level and quality of services they receive. SANParks provides accommodation to local and foreign tourists visiting the South African part of the Great Limpopo Transfrontier Park. Feedback from tourists can help SANParks to improve its service. However, there are no means for tourists to voice their dissatisfaction about service, suggest improvements and compliment where service has surpassed their expectations (personal observation).

- **Service standards**: customers should be told what level and quality of services they will receive so that they are aware of what to expect.

- **Access**: Equal access to natural resources found in the Kruger National Park is essential as they are national assets to be enjoyed by all. The service provided by SANParks is different from other public services as the service cannot be brought where most members of the public live. Access, therefore, implies that members of the public have to travel to the Kruger National Park. Access is particularly important for poorer members of the public. It is, therefore, important for SANParks to be mindful of this principle whenever tariffs are being revised.

- **Courtesy**: All customers need to be treated with respect and consideration.

- **Information**: Customers should be given full, accurate information they are entitled to receive. SANParks is a public entity and therefore it has to be transparent. Although SANParks has a website which aims to inform members of the public about its activities, not all members of the public have access to the internet. This is particularly applicable to citizens who live near the Great Limpopo Transfrontier Park.

- **Openness and transparency**: Customers need to be informed how SANParks, Department of environmental Affairs and Tourism, the South

African Tourism Board, and the South African National Biodiversity institute are run.

- **Redress**: If a customer is unhappy with the standard of service delivery, such a customer should be offered an apology, full explanation and a speedy and effective remedy. When complaints are made, customers should receive a sympathetic, positive response.

- **Value for money**. Services must be provided in an economic and efficient manner. This principle applies to customers as well as taxpayers who are not necessarily the users of services provided by SANParks.

Naidoo and Kuye (2005: 630) propose a hybrid framework that caters for sensitivities of culture, gender, religion, and ethnic origin, socio-economic and political differences. This framework suggests flexibility in the implementation of the *Batho Pele* and other principles. The Great Limpopo Transfrontier Park caters for the needs of the foreign tourists' sensitivity relating to culture, religion, and ethnic origin.

Du Toit and Van der Waldt (1997:86) describe principles as norms directing the conduct of people, communities, society and government. Adherence to these principles is mandatory as they are enforceable through sanctions against employees. As the *Constitution of the Republic of South Africa, 1996* is the supreme law and, consequently, its contravention or contravening legislation proclaimed in accordance with it may lead to sanctions for a public official or an action or lack thereof being declared unconstitutional.

There seems to be agreement between different authors in Public Administration regarding what constitutes the principles of public administration. Du Toit and Van der Waldt (1997: 87), Coetzee (1988:58-69), Cloete (1998:91-114) and Hanekom (1995:18-19) identify three principles for public administration, namely, guidelines from body politic, guidelines from community values, and legal rules. Tshikwatamba (2004: 259-268) agrees with the foregoing principles relating to community values and further adds an African dimension to these principles. In his attempt to contextualize the guidelines from community values, Tshikwatamba (2004: 260-268) compares *ubuntu* with

thoroughness, collectivism with balanced decision, traditionalism with fairness and reasonableness, oral tradition with effectiveness and efficiency, and spiritualism with Christian values.

Furthermore, Tshikwatamba (2004:260) emphasizes that community values should be understood within the context of African communities and not the African continent as there are differences between communities in Africa. It could be argued that there will be value differences between the Mozambican, South African and Zimbabwean communities on natural resource management. These differences necessitate compromise between the three countries on matters of mutual interest in the Great Limpopo Transfrontier Park.

Guidelines from the body politic suggest that the legislative authority in South Africa, for instance, has the authority to make laws which eventually guide public administration. However, the administration of the Great Limpopo Transfrontier Park is different from the application of legislative policies by an ordinary state department. The management of the Great Limpopo Transfrontier Park depends on the guidance and leadership from ministers who are members of three independent legislatures (that is, Mozambican, South African, and Zimbabwean parliaments). The foregoing suggests the existence of a trilateral body politic as political ideologies of the ruling parties in the three countries are different. The most important aspect of this emerging collaborative management is the reconciliation of the differences for purposes of managing the Great Limpopo Transfrontier Park effectively. The adherence to ethical standards will further contribute to the effective and efficient management of the Great Limpopo Transfrontier Park.

2.4 ADHERENCE TO ETHICAL STANDARDS

Nealer (1998: 70), Fuggle and Rabie (1999:7) raise an important question "why should we conserve the environment?". This is a question based on what is good, right, or obligatory, an ethical question. Before 1980, the ethical basis for environmental conservation was entirely utilitarian-conservation, primarily based on the earth's utility to

humans. From a religious point of view, Nealer argues that as the earth has been created by God, it has the right to exist beyond its utility to humans.

The Bible does not contain detailed guidelines regarding environmental conservation. It is for this reason that human beings are given some injunction regarding their relationship with nature. They are to be fruitful and increase in number; fill the earth and subdue it; rule over the fish of the sea and the birds of the air and over every living creature that moves on the ground. The instruction to fill the earth does not give human beings *carte blanche* to expand their numbers indefinitely. It is implied that once the earth is full, population growth should cease or be carefully controlled so that settlement developments do not expand into natural habitats. The question as to when is the earth "full" is relative and therefore requires human beings to apply their minds to it. Furthermore, God's placing of nature under human control is not equivalent to the right to unlimited exploitation and destruction of biodiversity and natural resources. Human beings exercise their control under delegated responsibility from God. Human beings should only see themselves as the trustees or custodians who are in turn accountable to God for their actions in relation to nature. God has therefore made provision within nature for essential human needs and not for greed (Fuggle and Rabie 1999: 9.)

Conservation and management of natural resources have a large altruistic-moral element. The life span of a human is such that he/she can be an irresponsible exploiter of the earth's resources. The ecological and economic consequences of many undisciplined uses of the earth's resources are endured by succeeding generations. Furthermore, most of the natural resources do not have a market value (Bennett 1983: 2). It is against the foregoing argument that state intervention in the management of natural resources in the Great Limpopo Transfrontier Park becomes an obligation. The legislature in South Africa contributes to the management of the Great Limpopo Transfrontier Park by passing legislation which will guide the actions of all stakeholders. An example of such legislation is the *National Environmental Management Act*, 1998.

The laws designed to regulate environmental degradation are products of 300 years of efforts to conserve the physical environment, the first known such law came into effect in 1864 when the United States Congress passed an act preserving the Yosemite Valley in California. In South Africa, *Placaats* were promulgated within five years of Jan van Riebeeck's settlement in the Cape to protect trees and gardens against destruction and drinking water against pollution. This action was, as Nealer (1998: 70) argues, the basic survival tact. The *National Parks Act* was promulgated in 1926. The objective of the *National Parks Act, 1926* was to protect the biodiversity of South Africa.

Laws can be seen as standards because they are prescriptive in nature. Laws regulate human behaviour in relation to nature. Furthermore, laws prescribe sanctions for non-adherence to existing standards. The enforcement of laws requires skilled and knowledgeable public managers to advise politicians regarding changes that may be necessary as a result of changing circumstances.

2.5 MANAGEMENT SKILLS

The management of public parks could be the responsibility of either the private sector or the public sector. Private companies can provide management services for publicly owned parks. If part of a park such as the Great Limpopo Transfrontier is managed by a parastatal institution (South African National Parks), it is necessary to give more flexibility to park managers so that they can act as entrepreneurs or businessmen/ women themselves. They should consider their operations as part of an enterprise, i.e. an economic enterprise that is adding value to the national economy. The managers need to be provided the latitude to charge fees from tourists to invest in the financial viability of their areas (who will fund protected areas? Available at: http://www.safrica.info/ess_info/sa-glance/sustainable/parks-funding.htm. 22/01/2004).

To manage a public institution successfully, senior public officials such as managers of the Great Limpopo Transfrontier Park must possess specific public management skills. Fox, Shwella and Wissink (1991) identify decision-making, communication, the

management of change, management of conflict and negotiation as skills that are crucial for a public manager.

Decisions of the Great Limpopo Transfrontier Park Joint Management Board are based on consensus. Although equal benefits to the three countries should be the main principle in decision-making, representatives of the South African government in the Joint Management Board should be very skilful in making inputs which will in turn result in the effective and efficient management of the Great Limpopo Transfrontier Park.

Although managers of the Great Limpopo Transfrontier Park may have all the skills discussed above, organizing and coordination of their administration are necessary for the achievement of predetermined objectives.

2.6 RESEARCH AND INFORMATION MANAGEMENT

Public institutions need to conduct research in order to base their policies and other managerial decisions on information that is sound and has been scientifically obtained. Section 50 of the *National Environment Management: Biodiversity Act, 2004* stipulates that the Minister of Environmental Affairs and Tourism must promote research done by the South African National Biodiversity Institute and other institutions on biodiversity conservation, sustainable use, protection and conservation of indigenous biological resources. Research relating to biodiversity conservation includes, amongst others:
- collection and analysis of information,
- assessment of strategies and techniques for biodiversity conservation,
- the determination of biodiversity conservation needs and priorities, and
- the sustainable use, protection and conservation of indigenous biological species.

According to Pillay (2003: 4), South Africa is moving fast into the information super highway or the information society. Gildenhuys, Fox and Wissink (1991: 167) argue that information is one of the underestimated resources, more especially its collection and dissemination. Information helps managers to make sound decisions which will in turn

contribute to the effective and efficient management of an institution e.g. the Great Limpopo Transfrontier Park. Managers of the Great Limpopo Transfrontier Park need to have sufficient information regarding endangered species, latest methods to conserve them and the number of tourists as well as the perceptions of tourists regarding hospitality, safety and management of the park.

Despite the importance of research and information management in the 21st century, many protected area practitioners lack access to technology, knowledge, lessons learned and best practice models for effective and adaptive management (WPC outputs: The Durban Accord, available at www.iucn.org/wpc2003). It is incumbent upon the management of transfrontier parks such as the Great Limpopo to use information and communication technologies to publicise their successes and failures to enable them to learn from each other. In this way managers can avoid repeating mistakes made by their counterparts and predecessors. Sharing information by managers of different transfrontier parks can be effected through workshops and seminars.

Decisions made in the public sector can have far reaching consequences. Incomplete information is often the main cause of wrong decisions that leads to poor management. Incomplete information is mainly due to two factors, namely the incompetence of staff collecting and processing information and the unavailability of information (Roux, Brynard, Botes and Fourie 1997: 242). As a result the challenge is to train officials working in the Great Limpopo Transfrontier Park in research and information management.

As has already been indicated above, South Africa is moving fast into what can be described as the information super highway. The challenge for managers, including managers of the Great Limpopo Transfrontier Park in particular is to adapt to the use of information and communication technologies in the management of information. Research and information management in the Great Limpopo Transfrontier Park are necessary for two reasons. *Firstly*, information is used to conserve the ecology of the

park. *Secondly*, the information is used for the benefit of tourism (i.e. the improvement of services rendered to tourists).

Population viability analysis is a process of identifying the dangers faced by species and evaluating the likelihood that it will persist in future. Population viability analysis is often oriented towards the conservation and management of rare and threatened species with a view to improve their chances of survival. The short term objective is to minimise the risk of extinction. The longer term objective is to promote conditions in which species retain their potential for evolutionary change without extensive management. Population viability analysis may be used to address planning research and data collection, assessment of vulnerability, ranking management options (e.g. reintroduction, captive breeding and habitat rehabilitation (A short introduction to population viability analysis, available at: http://www.ramas.com/pva.htm 06/08/2004).

Another important technique which could be used for effective and efficient information management in the Great Limpopo Transfrontier Park is the geographical information system. When the habitat requirements of a species include several factors, the information about habitat requirements may be combined by computer maps of each required habitat characteristic, using a geographic information system. This allows park managers to observe the habitat patches as required by species (A short introduction to metapopulation models and Geographic Information System, available at: http://www.ramas.com/pva.htm 06/08/2004).

Van der Merwe (1992: 114) believes that the availability of information relating to economy, efficiency and effectiveness of services is necessary. For instance for one to measure the level of service delivery, one can use suggestion boxes to assess the level of satisfaction among tourists who visit the Great Limpopo Transfrontier Park. Effective information management will result in effectiveness in the management of the Great Limpopo Transfrontier Park if it is linked to conservation awareness, education, training and development.

2.7   CONSERVATION AWARENESS, EDUCATION, TRAINING AND DEVELOPMENT

Van Rooyen (2002:142) lists four public policy focus areas for the attainment of sustainable development. The cognitive approach is one of the four policy focus areas. The cognitive approach attempts to create environmental awareness in people's minds. It is believed that if people are educated to think about the negative consequences of their actions on the environment, they will behave differently towards it. This view is supported by Sterling (2001: 12) who states that it is the change of mind on which change towards sustainability depends; the difference of thinking stands between a sustainable or chaotic future. "*No problem can be solved from the same consciousness that created it. We need to learn to see the world anew*" (Einstein is quoted by Sterling 200: 12)

Jeppe and van Baalen (1995: 34) believe that it is necessary to improve knowledge, understanding and sensitivity of every individual by formal and informal education and dissemination of information. Jeppe and van Baalen further add that the private and public sectors, especially at local sphere, have a responsibility and the ultimate aim must be to develop a nation-wide environmental ethic and personal accountability.

The concepts awareness, education, training and development are closely related and often confused in their meaning. It is therefore necessary to clarify these concepts within the context of this thesis. Awareness is a state of having sufficient knowledge about something. Within the context of this thesis, awareness refers to all the activities which are aimed at increasing the knowledge of members of the public about the importance of taking care of their environment which includes the Great Limpopo Transfrontier Park. Education refers to activities directed at providing the knowledge, skills, moral values, and understanding required in the normal course of life. The approach therefore focuses on a wide range of activities rather than on providing knowledge and skills for a limited field or activity (Nel 2001: 467). Training is a planned process to modify attitude, knowledge, skills or behaviour through learning experience in order to achieve effective performance in an activity or a range of activities. Its purpose is to develop the abilities of the individual and to satisfy the current and future needs of the organization (Nel 2001:

467). Development focuses on future jobs in an organisation. As the individual career progresses, new skills and abilities are required.

2.7.1 Conservation awareness

According to Fox (2004: 71) prior to the late 1960s, most people did not pay sufficient attention to the environmental consequences of their decisions and actions. Towards the late 1960s groups of people known as environmental activists emerged. These groups were mainly concerned with conserving the land and its resources.

Conservation awareness is important for environmental sustainability. There are a number of ways through which members of the public can be made aware of the importance of natural resources. Awareness campaigns can take the form of radio and television programmes, magazines, and handbooks on the environment can also be made available to schools, tertiary institutions and companies. Institutions such as the Southern African Research and Documentation Centre, South African National Parks, and the Department of Environmental Affairs and Tourism could play a significant role in the design and dissemination of material for environmental awareness (Mdava, T. environmental awareness growing in SADC, Available at: http://www.sardc.net/editorial/sanf/1999/03/09-03-1999-nf2.htm. 5/01/2005).

Community based organizations have a significant role to play in increasing environmental awareness. The success of community based organizations such as Zimbabwe's Communal Area Management Programme for Indigenous Resources (CAMPFIRE) and the Zambian Administrative Management Design (ADAME) are testimonies of the successful environmental awareness campaigns in Southern Africa. Both CAMPFIRE and ADAME represent an effort to integrate a multitude of desires for increased conservation with the harsh reality of a rapidly expanding human population, expanding marginal agriculture and increasing rural poverty. CAMPFIRE aims to provide rural communities with the administrative control and socio-economic incentives to pursue locally enforced conservation, thus allowing overextended state conservation

resources to be supplemented by a more effective and equitable system of "conservation from below". The ADAME programme empowers communities with the economic power that manifests itself in recognition of other developmental messages such as family planning (Mdava, T. environmental awareness growing in SADC, Available at: http://www.sardc.net/editorial/sanf/1999/03/09-03-1999-nf2.htm. 5/01/2005)

The South African National Parks has increasingly focused on environmental education and awareness among black school children since the mid 1990. This is the realization that only fifteen percent of black people visit national parks in South Africa. Since 1997, South African National Parks has conducted workshops at 51 schools. Many of these schools subsequently formed conservation youth clubs. South African National Parks also employs village elders to impart indigenous knowledge of the environment. South African National Parks has up to about R3 924 000 a year to spend on its education and awareness programmes and relies heavily on the private sector and conservation groups for financial assistance (Hofstatter, S. Environment South Africa: Making Greens out of Blacks and Whites. Available at: http://www.ipsnews.net/africa/interna.asp?idnews=26282. 05/01/2005.)

2.7.2   Education

Sterling (2001: 21) argues that there is a need for a paradigm shift in education for sustainable development. "The volume of educational programmes continues to increase, yet so do pollution, exhaustion of resources, and the dangers of ecological catastrophe. If still more education is to save us, it would have to be education of a different kind: an education that takes us into the depth of things" (EF Schumacher as quoted in Sterling 2001:21).

A number of organizations such as the Green Peace and Keep South Africa Beautiful have been established to promote education to all sectors of the society on environmental conservation (Responses with regard to the natural environment, available at: http://ceroi.net/reports/johannesburg/csoe/html/nonjava/Conservation/natural/response…

22/01/2004). Other organizations responsible for educating people about the importance of the environment are, amongst others, the Environmental Education Association of Southern Africa and the Southern African Development Community's Regional Environmental Education Centre. Membership of the former organisation includes amongst others, teachers, conservation officials, researchers, community and development workers.

The role of the Environmental Education Association of Southern Africa is to support environmental education in Southern Africa. It endeavours to achieve its objective by providing opportunities for exchanging of ideas and opinions on environmental education through publications, annual conferences and workshops. Environmental Education Association of Southern Africa acts as a responsible body for consultation on and coordination of matters of public and professional interest concerning environmental education (Environmental Education Association of Southern Africa, available at: http://www.botany.uwc.ac.za/inforeep/eeasa1.htm. 12/08/2004).

SADC's Regional Environmental Education Centre was established in 1997 and is situated in South Africa. Its main focus is environmental education and it further builds capacity, and publishes material such as books, reports and newsletters. Its activities target environmental education practitioners in SADC countries. (Regional Environmental Education Centre- Available at: http://www.ecoouncil.ac.cr/template/Africa/out.cfm?unico=64. 12/08/2004)

An important milestone in environmental education has been the implementation of the International Eco-schools Programme in South Africa. The aim of the Eco-schools Programme is to promote an environmentally aware nation. The Programme was launched in South Africa in May 2003 with funding from Nampak, and through the Wildlife and Environment Society of South Africa to coordinate its development and implementation. Over 140 South African schools registered for the Programme in 2003 and a further 70 schools have registered for the Programme for 2004. The Eco-Schools Programme aims to raise awareness and support action in environmental and sustainable

development issues through lesson plans and activities linked to schools curriculum. The Programme is designed to help learners to get in touch with the environment in real terms and introduce them to the concept of conservation as well as to get them involved in their communities (Environment taught in South Africa's schools, available at: http://www.afrol.com/articles/11563. 12/08/2004). Educating the youth is an important step towards sustainable development as they will become responsible adults regarding the concept of a viable environment.

Environmental education has been highlighted as an important educational priority in curriculum 2005 and the Revised National Curriculum Statement, where environment is viewed as an integral focus of the learning area. The Revised National Curriculum Statement aspires to ensure that the principles and practices of equity, inclusivity, access and respect for people and the environment are integral to, and reflected in the learning outcomes and standards. Conservation areas such as the Great Limpopo Transfrontier Park provide opportunities to further environmental learning. Considering that poverty and inequity contribute substantially to environmental degradation, it becomes important for South African National Parks to develop an environmentally literate cadre of learners and educators to combat a possible negative impact on the environment (Environmental education, available at: http://www.sanparks.org/people/education 03/01/2005).

Attempts by South African National Parks to improve access to parks such as the Great Limpopo Transfrontier Park hold the potential for learners and educators to learn more about the environment, its problems and how to work together in the environment, and to find solutions to environmental problems. Furthermore, the creation of new environmental interpretation and educational facilities at parks such as Kruger National Park which is a component of the Great Limpopo Transfrontier Park will add value to all other efforts to educate learners about the environment (Environmental education, available at: http://www.sanparks.org/people/education 03/01/2005).

2.7.3   Training and development

Training is crucial for all personnel employed by the participating agencies of the Great Limpopo Transfrontier Park. It is important that the management and operations of the Great Limpopo Transfrontier Park are harmonized and delivered at comparably high level of efficiency and effectiveness. The Joint Management Plan for the Great Limpopo Transfrontier Park makes recommendations that are important for the capacity building of the Great Limpopo Transfrontier Park's personnel. *Firstly* the Joint Management Plan recommended that the Joint Management Board establishes a training committee which must facilitate a skills-assessment process and the identification of training needs amongst the staff in the agencies comprising the Great Limpopo Transfrontier Park. Furthermore the Joint Management Plan recommends that a mentorship programme be established with a view to provide on the job experiential training and the guidance of middle and senior level staff (Great Limpopo Joint Management Board 2002: 10)

A minimum qualification must be applied to personnel employed to carry out security work, e.g. a NQF 2 for South Africa. There is a need for the determination of standards that must be maintained by applying appropriate levels of in-service training and retraining. Professional associations such as the Game Rangers Association of Africa may be consulted regarding training issues and proficiency levels (Great Limpopo joint Management Board 2002: 9-10). Communication is an important corollary to awareness, education training, and development in the Great Limpopo Transfrontier Park.

2.8 COMMUNICATION

All institutions including various managerial structures of the Great Limpopo Transfrontier Park need to communicate in order to be effective and efficient in performing their daily functions. Fiske (1983) describes communication as a process by which A sends a message to B upon whom it has an effect on or a negotiation and exchange of meaning in which messages, people in cultures and reality interact so as to enable meaning to be produced or understanding to occur. The foregoing definitions

imply communication is a process in which a source encodes and then transmit a message along a channel. The message is then received and decoded at its destination upon which it produces an effect. Thornhill (1995: 179) believes that a prerequisite for effective communication is that it should be continuous, relevant, timeous, clear and correctly transmitted. The foregoing suggests that communication is a never-ending process in the public sector. Diagram 1 below depicts the communication process further.

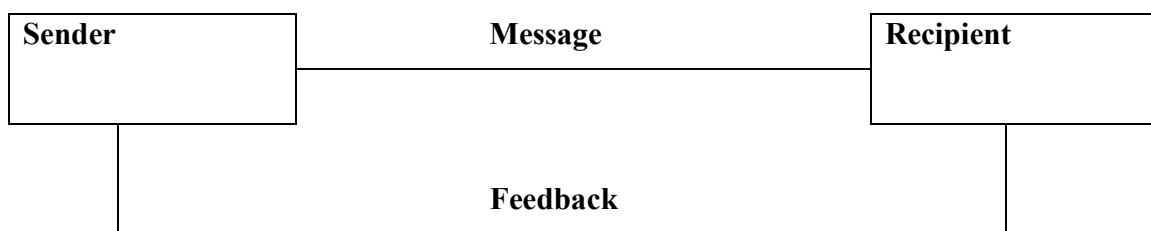| Sender	Message	Recipient
	Feedback	

Diagram 1: Communication process

Source: Adapted from (Steinberg 1997: 18)

Communication can further be divided into four categories, namely, interpersonal communication, intra-personal communication, extra-personal communication and mass communication. Communication can also be verbal and nonverbal (Rosengren 2000:38). The aim of communication is to achieve efficiency which is reached when the recipient decodes the identical message to that encoded at the source. Failure to achieve this goal results in breakdowns or inadequacies at some stage of the process.

An aspect of communication which is neglected is that of lateral communication. All employees need to be reminded that they do not work in isolation and that they need to be in constant contact with peers employed in adjoining fields beyond their institution. Organizational units consist of employees who co-operate with each other to reach specific objectives. Co-operation and co-ordination of the efforts of employees necessitate continuous communication (Cloete, 1998: 179). The Great Limpopo Transfrontier Park is a joint venture between Mozambique, South Africa and Zimbabwe. Institutions such as the Trilateral Ministerial Committee, Joint Management Board, and

Management Committees need to communicate regularly and effectively on matters of common interest in order to avoid misunderstandings which can jeopardize the development of the Great Limpopo Transfrontier Park.

The nature of the Great Limpopo Transfrontier Park necessitates communication to be in both written and oral forms. Communication in the Great Limpopo Transfrontier Park should further take place internally and externally. Internal communication flows either laterally or vertically (Thornhill 1995: 190).

Apart from communication which takes place between politicians and officials of the three countries, the former Coordinating Party (Mozambique) started publishing an official newsletter titled "Great Limpopo: Talk of the transfrontier" in 2004. The aim of the newsletter is to keep all interested parties informed of the progress within the Great Limpopo Transfrontier Park, to inform on issues of interest related to the Park and agencies involved with the Park and to provide a forum for comment and feedback. The publication is funded by the Peace Parks Foundation and the World Bank (Great Limpopo, Talk of the Frontier: Official Newsletter of the Great Limpopo Transfrontier Park: January-March 2004, Issue 1:2).

In addition to the official newsletter of the Great Limpopo Transfrontier Park the South African National Parks also publishes a journal titled "Go Wild" which is aimed to inform personnel and members of the public on a number of subjects related to nature conservation and in particular transfrontier parks. The 2004 October and November/December publications have articles titled "Frontier News" (South African National Parks 2004: October and November/December issues of Go Wild")

2.9 CONTROL

Control can be defined as the supervision of role fulfilment with a view to achieve predetermined objectives such as sustainable natural resource management. Although control is the last aspect to be discussed in this chapter and is normally perceived as the

last or final function, exercising control is a continuous process that is carried out to establish whether or not an objective has been achieved effectively, efficiently and economically.

The exercise of control consists of checking and accountability. The word control can be traced back to the ancient Latin word *contra-rotolus* which mean counter-roll. Counter-roll is a word that can be associated with the ancient scroll. The word counter-roll is thus linked to two steps which are carried by the scroll scribe; that is, writing the document and checking of the written document against the original manuscript to ensure that no mistakes had been made in the copying.

To exercise control, a public or semi-state institution needs to have structures as well as rules in place. The Great Limpopo Transfrontier Park has a number of structures that are responsible for exercising control. These structures include amongst others, the South African Parliament, Cabinet, and the Auditor-General. In addition to these control structures, there is a governing as well as a number of management structures responsible for the development and management of the Great Limpopo Transfrontier Park. These structures are, namely, the Trilateral Ministerial Committee, Joint Management Board, Co-ordinating Party and the Management Committees (Great Limpopo Transfrontier Park: Institutional arrangements, available at: http://www.gkgpark.com/main.php?ma…e=institutional+Arrangements&pos=7. 19/11/2003). The role of each of the aforementioned structures responsible for exercising control is described hereunder.

2.9.1 Control structures for the Great Limpopo Transfrontier Park

Parliament, Cabinet and the Auditor-General perform complementary functions which are aimed at the effective and efficient management of public resources.

2.9.1.1 Parliament

In terms of section 42(1) of the *Constitution of the Republic of South Africa, 1996* the South African Parliament consists of two houses, namely, the National Assembly and the National Council of Provinces. According to Cloete (1998: 42) the functions that a legislature has to perform are amongst others, legislative, control, financial, and representation.

Although the legislature is primarily responsible for the performance of the aforementioned functions, a great deal of the in-depth discussion and debate that forms part of the national legislature's work is conducted within parliamentary committees. The National Assembly for example, has a Standing Committee on Public Accounts (SCOPA). As a standing Committee, the SCOPA has an ongoing responsibility to review financial and audit reports referred to it by the legislature and to assess the integrity of the accounting practices contained in such reports. The mandate of the SCOPA is to assist the legislature in ensuring that public institutions remain within their budgets and spend as planned by the legislature. The SCOPA enforces public accountability (What is the role of Parliamentary Committees in South Africa, Available at: http://www.idasa.org.za/FAQs_details.asp?. 03/01/2005).

2.9.1.2 Cabinet

According to section 91(1) of the *Constitution of the Republic of South Africa, 1996* the South African Cabinet consists of the President, as Head of the Cabinet, a Deputy President and ministers. As Cloete (1998: 63) points out, ministers are responsible to direct and supervise the administration of state departments. Furthermore, a Cabinet minister is required to ensure that acts passed by Parliament are implemented by the State departments and parastatal institutions under the control of the minister.

The Minister of Environmental Affairs and Tourism has to supervise and exercise political control over the activities of the South African National Parks which is

responsible for part of the Great Limpopo Transfrontier Park management. The Minister of Environmental Affairs and Tourism is in turn accountable to the legislature and members of the public for the effective use and management of natural resources in South Africa.

Section 99 of the *National Environmental Management: Biodiversity Act, 2004* provides that the Minister of Environmental Affairs and Tourism must in the exercise of his duties consult Cabinet members and members of provincial executive committee whose areas of responsibility may be affected by the exercise of power. Furthermore, section 100 of the aforementioned Act and section 33 of *National Environmental Management: Protected Areas Act, 2003* provides that the Minister of Environmental Affairs and Tourism must involve members of the public in the exercise of his power. Section 31 of the *National Environmental Management: Protected areas Act, 2003* provides that the Minister of Environmental Affairs and Tourism must consult municipalities and any lawful occupier with a right in a specific land.

The provisions of legislation cited in the above paragraph are an indication that although the Minister of Environmental Affairs and Tourism is responsible at a political level for the activities in his Department, consultation is crucial. Consultation described above is both horizontal and vertical. Consultation of the Minister of Environmental Affairs and Tourism with, for instance, the Minister of Water Affairs and Forestry is horizontal in nature while consultation with the members of executive committee responsible for environmental affairs in Limpopo and Mpumalanga is vertical in nature. A third form of consultation further elaborated on in chapter 5 is extragovernmental in nature. This form of consultation involves members of the public and other non state actors having an interest in the preservation of the environment.

2.9.1.3 Auditor-General

The Auditor-General is appointed in terms the *Public Audit Act, 2004(Act 25 of 2004)*. Furthermore, section 188 of the *Constitution of the Republic of South Africa, 1996* gives

the Auditor-General the power to audit and report on the accounts, financial statements and financial management of amongst others, any institution or accounting entity required by legislation to be audited by the Auditor-General or any institution funded from the National Revenue Fund.

In terms of Schedule 3 of the *Public Finance Management Act, 1999* (Act 1 of 1999 as amended by Act 29 of 1999) the South African National Parks Board is listed as a national public entity. This fact is confirmed by Theron (2004: Personal Interview). This implies that the financial statements of South African National Parks Board are subject to be audited by the Auditor-General.

Section 4(3) of the *Public Audit Act, 2004* makes provision for the Auditor-General to satisfy him/herself that reasonable precautions have been taken to safeguard the proper collection of money due to public institutions and entities; receipts, payments and other transactions are made in accordance with the applicable laws and instructions are supported by adequate vouchers; and that satisfactory management measures have been taken to ensure that resources are procured economically and utilized efficiently and effectively. Furthermore, section 188(3) of the *Constitution of the Republic of South Africa, 1996* makes provision for all reports of the Auditor-General to be made public with a view to enhance public accountability.

2.9.2 GOVERNING AND MANAGEMENT STRUCTURES FOR THE GREAT LIMPOPO TRANSFRONTIER PARK

Each of the component parks comprising the Great Limpopo Transfrontier Park retains its own administrative structures and the right to administer its own area in accordance with SADC Protocol on Wildlife Conservation and Law Enforcement. However, in order to realize the objective of integrated diversity management and harmonized joint development within the Great Limpopo Transfrontier Park, new structures were developed to ensure appropriate joint management in matters of mutual interest. The effective management of the Great Limpopo Transfrontier Park necessitates the

establishment of institutions such as the Trilateral Ministerial Committee, the Joint Management Board and management committees. These structures are further described below.

2.9.2.1 Trilateral Ministerial Committee

The Trilateral Ministerial Committee consists of the Ministers designated and mandated by the participating countries (Mozambique, South Africa and Zimbabwe). The Trilateral Ministerial Committee is chaired on a rotational basis and meets at least once a year. Its main responsibility is to provide overall policy guidance in the development of the Great Limpopo Transfrontier Park. The decisions of the Trilateral Ministerial Committee are taken by consensus. The provision of overall policy guidance further implies that the Trilateral Ministerial Committee is responsible for the supervision of the activities of the Joint Management Board which is described further below (Institutional arrangements, available at: http://www.greatlimpopopark.co 15/11/2004).

2.9.2.2 Great Limpopo Transfrontier Park Joint Management Board

The Joint Management Board is established to ensure the appropriate administration of matters of mutual concern to the component parks. The Board consists of senior representatives of the competent authorities of each country and/or the respective ministers from Mozambique, South Africa and Zimbabwe (Institutional arrangements, available at: http://www.greatlimpopopark.co 15/11/2004).

The Great Limpopo Transfrontier Park Joint Management Board is responsible for the performance of a number of functions. *Firstly*, the Joint Management Board's function is to interpret the political directives of the trilateral ministerial committee into a set of operational guidelines and policies. It is also responsible for periodic revision and implementation of the Joint Management Plan, determination of mechanisms for administering funds received specifically for the Transfrontier Park and to identify financial needs and source funds (GLTP, 2004: 1). *Secondly*, the Joint Management

Board is responsible for approving action plans for the development and management of the Great Limpopo Transfrontier Park. *Thirdly*, the function of the Joint Management Board is to harmonize the expectations and aims of the various parties with respect to the establishment, development and management of the Great Limpopo Transfrontier Park. *Fourthly*, monitoring the implementation process of the establishment, development and management of the Great Limpopo Transfrontier Park, preparing reports and other appropriate documentation for the Trilateral Ministerial Committee is another core function of the Joint Management Board.

For the Joint Management Board to function effectively and achieve its objectives, it may establish permanent or project committees whenever it is necessary. Members of the Joint Management Board must identify members from amongst themselves to chair these committees and to ensure continuity and close liaison with the Joint Management Board. Country members of the various management committees are responsible for conveying information to and from their respective Committees.

The Joint Management Board is, like the Trilateral Ministerial Committee, chaired on a rotational basis. The Board meets twice a year; the frequency depends on the urgency of the matter to be tabled for discussion. The decisions of the Joint Management Board are taken by consensus and are binding (Institutional arrangements, available at: http://www.greatlimpopopark.co   15/11/2004). Thus the Joint Management Board can ensure that the decisions taken are carried out or could take appropriate remedial action should its decisions not be effected.

2.9.2.3 Coordinating Party

Each of the three countries is given an opportunity to co-ordinate the activities of the Great Limpopo Transfrontier Park for two years. For example, South Africa was a coordinating party for the first two years. This rotational system promotes accountability and sustained momentum in the process of developing the Great Limpopo Transfrontier Park. The country that is the Coordinating Party nominates a candidate as coordinator.

The candidate is recommended by the Joint Management Board for final appointment by the Trilateral Ministerial Committee (Institutional arrangements, available at: http://www.greatlimpopopark.co 15/11/2004).

The Co-ordinator is responsible for a number of functions which include amongst others, co-ordination of activities associated with the planning and implementation of the Great Limpopo Transfrontier Park, effective establishment of the management committees with full representation by all parties and that a working programme focused on achieving the objectives of the great Limpopo Transfrontier Park is sustained by each, co-ordination of the drafting and implementation of an effective action plan for achieving the objectives of the Great Limpopo Transfrontier Park, with full participation by the relevant stakeholders, promotion of the appropriate processes and procedures which are in accordance with the relevant regional treaties and international protocols, during the development of the Great Limpopo Transfrontier Park, preparation of reports on key resolutions and directives emanating from the Trilateral Ministerial Committee and Joint Management Board, facilitates the convening of Management Committee Meetings, and liaises with all parties in identifying joint activities that require funding and identifies sources of funding.

2.9.2.4 Management Committees

The management committees advise and assist in the implementation and day-to-day management of the Great Limpopo Transfrontier Park and are composed of representatives appointed by the competent authorities of participating countries and or representatives delegated by relevant ministries. Management committees deal with conservation, safety and security, finance, human resources, legislation, and tourism (Institutional arrangements, available at: http://www.greatlimpopopark.co 15/11/2004).

Management committees are responsible for the implementation of the action plan as developed and guided by the Joint Management Board. Management committees also have to ensure full participation by all appropriate stakeholders in the preparation of

policy recommendations, resource management plans, and the relevant documents relating to the Great Limpopo Transfrontier Park. Liaison and collaboration with other relevant regional initiatives, such as the Maputo Development Corridor, in the establishment, development and management of the Great Limpopo Transfrontier Park, and provision of feedback and progress reports to the Joint Management Board are functions performed by committees that contribute to the effective and efficient management of the Great Limpopo Transfrontier Park (Institutional arrangements, available at: http://www.greatlimpopopark.co 15/11/2004).

The management committees do not have decision making authority, but they make recommendations to and receive guidance and supervision from the Joint Management Board regarding their activities (Great Limpopo Transfrontier Park: Institutional arrangements, available at: http://www.gkgpark.com/main.php?ma…e=institutional+Arrangements&pos=7. 19/11/2003).

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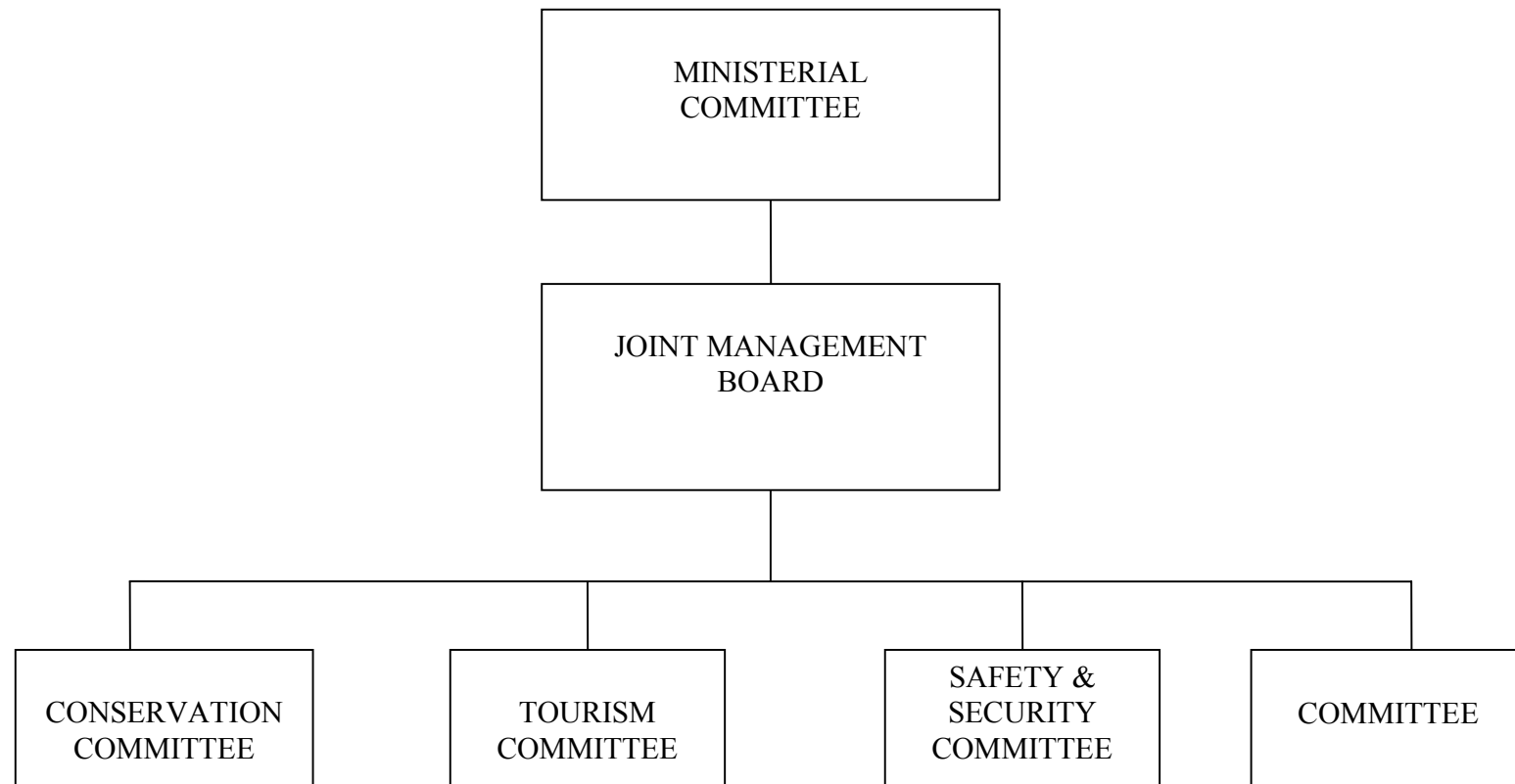| CONSERVATION COMMITTEE | TOURISM COMMITTEE | SAFETY & SECURITY COMMITTEE | COMMITTEE |

Diagram 2: Structures for the management of the Great Limpopo Transfrontier Park

Source: (SANParks 2005)

2.10 CONCLUSION

The foregoing exposition emphasises the need for effective and efficient management of the Great Limpopo Transfrontier Park and other similar parks. The main reason for effective and efficient management is the sustainable use of resources for the benefit of current and future generations. It is for this reason that the principles for effective and efficient management and ethical standards need to be applied carefully by managers who possess a diversity of skills. Research and information management are support functions that improve the quality of decisions taken by managers of the Great Limpopo Transfrontier Park. Conservation awareness, education, training and development, communication and control functions are the core of the efforts to promote effective and efficient management of the Great Limpopo Transfrontier Park. Effectiveness and efficiency will be achieved if there is proper coordination of the efforts of the three countries involved. The next chapter focuses on international governmental relations.