

THE ADMINISTRATIVE BURDEN OF GLOBALISATION

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ABSTRACT

Globalisation as a trend is an accepted phenomenon. The European Union, African Union, United Nations and its affiliates as well as sectoral and supra national structures attest to this statement. South Africa is a relative newcomer to the challenges posed by globalisation / internationalisation as it only became a global role-player in 1994 with the democratising of the country. It is necessary to consider the effects of the shrinking autonomy on a country brought about by a globalised attempt to attend to a variety of social, economic, political and environmental matters.

In the article attention is devoted to only one aspect of globalisation i.e. the administrative effects on a country's internal public administration and management. Attention will be devoted to the degree of *autonomy* a country enjoys in policy-formulation as a result of its membership of an international structure. The requirement to participate in such institutions also demands financial commitments and in most cases personnel have to be deployed to perform the assigned functions. The ultimate demand for public accountability raises the question as to whom a country's government is accountable to? Linked to this is the accountability of the international/supra national structure to member states and consequently of such members to their respective constituencies. The most relevant administrative implications will be addressed.

INTRODUCTION

The world is developing into a globalised society as a result of technological advancement, economic development, social interactions and various developments in the political arena. These changes were more rapid in some areas such as in Europe through the establishment of the European Union. In some continents co-operation developed more slowly as a result of political instability, economic inconsistencies and

tribal differences, as in the case of Africa. However, all countries in the world are affected to some extent by the globalisation phenomena. In some cases it may be through foreign aid, in some instances it may even be through political/military intervention as in the case of Iraq or Sudan. The co-operation between two or more independent states is formalised by way of treaties or other agreements. These formal inter-state treaties or supra national or international structures require particular administrative arrangements to make the agreement or structure operational. This discussing concerns the administrative arrangements required to participate in the globalising world.

GLOBALISATION

Globalisation has come into common use in the past two decades. It is used by business concerns, political leaders, non-governmental organisations, labour unions, academic circles and the communication media. As will be indicated later, the users of the term do not necessarily attach the same meaning to the term, but the concept has become accepted throughout the world. It should be noted that the term is used in the continuous sense, i.e. as a process. It is not used as an accomplished action. The reference is, therefore not to a globalised world. Thus it could be stated that countries and communities within national states are exploring and developing the concept of a world that is *becoming* globalised. Therefore, it seems as though it is accepted that the process is not completed. There are continuously new demands for the consideration of the effects of occurrences in one part of the world, which may have an effect on one or more parts of the rest of the world.

There could be as many definitions of globalisation identified as there are international agreements or authors on the topic. Therefore, an exhaustive discussion will serve no purpose. However, some of the salient characteristics will be identified to be able to explain the administrative effects of the phenomenon on the South African sector.

In some cases authors view globalisation as an economic phenomenon resulting in national economic systems becoming part of larger economic systems as a result of the increase in international trade, foreign investment and the flow of capital across national boundaries. A Dutch academic, Ruud Lubbers defines globalisation as a process in which geographic distance becomes a factor of diminishing importance in the establishment and the maintenance of cross border economic, political and socio-cultural relationships (<http://globalise.kub.nl/>). In the case of non-governmental organisations or opponents to the phenomenon, the trend is viewed as an effort to establish a global economy dominated by large conglomerates in well developed countries without having to render account for their actions or policies. This may even be detrimental to the less developed country in which such international enterprises operate. It is not disputed that globalisation has an economic dimension, but there are other reasons for the trend to consider issues in a wider context than the boundaries of a national state.

Douglas Nelson of the Murphy Institute of Political Economy at Tulane University (<http://www.tulane.edu/~dnelson/BIBS/globalBib.pdf>) attempts to define globalisation and its implications in terms of its effects on poverty, gender, culture, political structure

and its dynamics. Thus it is possible to trace the tendency to consider political, social and environmental issues in broader contexts. It is a well known fact that the natural environment is not bound by the artificial boundaries determined through political bargaining. Neither can poverty and the effects be contained within the boundaries of a failed state. Social conscience demands that social issues be the concern of society at large. A disregard for basic human rights is no longer viewed as of concern to one political entity. The international community has become aware of social injustices through technological advances and a plethora of structures involving themselves in cases of economic decline, political turmoil or socially unacceptable practices.

Globalisation could also be linked to the policies and operations of government and governmental institutions. Governments are required to participate in various supra national and international organisations to be able to fulfill its commitments to stabilise or maintain its economic sector, social conditions, environmental challenges (e.g. global warming) and political role in the globalising world. The extent of this involvement could be observed by considering the fact that South Africa currently has membership of ± 104 international organisations and is a signatory to various multilateral agreements and conventions.

Considering the globalising phenomena it could be argued that it reveals the following characteristics:

- It signifies continuous change to which most national states on the political front and commercial and industrial concerns are subjected to.
- In many cases trade is no longer limited to the country of origin of particular products (e.g. China, Taiwan, India and Singapore). This is not a new phenomenon. The Phoenicians and Arabian countries had been trading with Africa centuries ago. However, in recent decades the economies of some countries have become subservient to the economic decisions of international organisations e.g. the International Monetary Fund and the World Trade Organization.
- Investment is no longer within the political domain of only the countries with well established economies. Foreign direct investment is only one of the economic challenges facing many less developed economies.
- National borders are not disappearing, but politically established boundaries of national states are coming under pressure as tourism, trade, environmental factors demand trans-border actions (e.g. in the case of communicable diseases). Passports and visas may be required to move across political borders, but more people travel, business is conducted by entrepreneurs in various countries and natural resources are transported and utilised in adjacent countries. South Africa has established for example the multilateral Southern African Customs Union (SACU) in 2002 among the governments of the Republic of South Africa, the Republic of Botswana, the Kingdom of Lesotho, the Republic of Namibia and the Kingdom of Swaziland to promote economic development in the southern area of Africa. South Africa is also a member of various international organisations related to trade e.g. UN World Tourism Organization (since 1994), the African Civil Aviation Commission (since 1994); and the International Civil Aviation Organization.

- Rapid advancement in computer technology requires countries to co-operate to utilise and even to control the use of technological capacity e.g. the internet. Information has become one of the most powerful resources any country has available. Therefore, access to information is vital for development, e.g. in the case of education, air traffic, health matters, policing and defence. In this regard it should be mentioned that South Africa is a member of the World Intellectual Property Organization (since 1975).
- Natural resources cannot, in most cases, be confined to political boundaries. The earth's composition is much older than humanity. In recent decades the effects of human interference in natural phenomena have been recognised. Most countries are members of one or more environmentally linked organisations, e.g. South Africa is a member of UN Disaster Assessment and Coordination Team (since 2005), World Organization for Animal Health; International Organisation for the Protection of New Varieties of Plants (since 1997); United Nations Environmental Programme (since 1972); African Ministerial Council on the Environment (since 1985); African Ministerial Council on Water (since 2004); United Nations Framework Convention to Combat Desertification; United Nations Forum on Forests; Committee on the Peaceful Use of Outer Space (since 2005); World Meteorological Organization; Group on Earth Observation (since 2003); United Nations Framework Convention on Climate Change (since 1997); Convention on the Conservation of Migratory Species of Wild Animals; Global Environment Facility; Intergovernmental Panel on Climate Change; International Seabed Authority; United Nations Environment Programme; Commission for the Conservation of Antarctic Marine Living Resources (since 1980); Intergovernmental Oceanographic Commission (since 1967); and various other organisations too many to list.
- Concern with human rights has increased extensively in recent decades. With the development of trade some countries allowed labour practices to develop to the detriment of the labourers involved to increase the profit of the manufacturer. This tendency in some countries revealed the fact that a free market economy does not necessarily imply that workers enjoy an acceptable level of freedom to offer their labour in a fair manner. This prompted the establishment of international organisations e.g. the International Labour Organization (ILO). Various South African laws have been passed recently stating in the preamble that the particular act was passed to give effect to agreements under the ILO e.g. the *Labour Relations Act, 1995* (Act 66 of 1995); the *Basic Conditions of Employment Act, 1997* (Act 75 of 1997) and the *Employment Equity Act, 1998* (Act 55 of 1998).
- Globalisation is viewed as an important factor to combat poverty (Nissanke & Thorbecke, 2007.1). It is argued that globalisation creates an environment conducive to faster economic growth and the transmission of knowledge. Although world income distribution continues to be rather unequal and some African countries are even stagnating, more transparency contributes to potential donor countries becoming aware of hardships on a continuous basis. Nissanke and Thorbecke even found that the population living on less than \$1 per day has decreased from 40% to 21% between 1981 and 2001 (*Loc.cit.*). This reduction could not be attributed to only globalisation,

but the phenomenon has contributed to international debates on the issue and to the development of an international consciousness concerning the plight of the indigent.

From the above discussion it may be argued that globalisation represents many faces. The examples quoted reveal that globalisation covers a wide variety of phenomena on the physical environment, the social environment and the political environment. South Africa has been increasingly required to subscribe to international conventions and treaties since its democratisation in 1994. Although some agreements have been in operation much earlier the majority of international structures were only, or treaties signed since 1994. This required South Africa to establish and maintain extensive administrative systems to manage these institutions and treaties. The administrative implications receive attention in the following part of the discussion.

ADMINISTRATIVE CONSEQUENCES

Policy implications

Organs of state have to incorporate programmes in their strategic plans complying with international requirements. In the case of the Department of Agriculture and Land Affairs, the strategic plan for South African agriculture contain three core objectives *viz.* equitable access and participation; global competitiveness and profitability; and sustainable resource management (South Africa Yearbook. 2005/2006.74). These objectives clearly meet international standards concerning sustainable resources and takes note of the need to be globally competitive to ensure that South Africa retains its market share. The Department passed the *Genetically Modified Organisms Act, 1997* (Act 15 of 1997) to meet international standards concerning the health of humans, animals and environment. As a signatory of the Rome Declaration, South Africa has committed itself to the implementation of the World Food Summit Plan of Action and also has to collaborate with the Food and Agricultural Organization regarding food security (*Ibid.*, 89). South Africa is also an active participant in other international standard setting bodies vital to its global market share. This example concerning agriculture proves the effects of globalisation on the contents of policy on South African government departments.

On the arts front South Africa collaborates with 39 countries. Culture is not bound to the borders of a single politically determined state. African people in the past moved across the continent. Their legacies are widespread and require policies adopted by various countries to preserve their heritage. Together with the African Union (AU) and the New Partnership for Africa's Development (NEPAD) the country has embarked on a road to restore and preserve African heritage (*Loc. cit.*). Thus again it proves that the globalisation of phenomena also have cultural effects.

Information and Communications Technology (ICT) is probably one of the operational areas that are the most subject to globalisation. Every country in the world is influenced by ICT. Even the most remote areas need to be or are globally linked. It was estimated that ± 3,28 million South Africans had access to the internet in 2003 (*Ibid.*, 139).

However, this development has also resulted in possible misuse or exploitations. Thus countries have been compelled to adopt policies to regulate ICT and its attendant developments. South Africa is also a member of the Universal Postal Union (UPU); the Pan-African Postal Union (PAPU); Council of Commonwealth Postal Administrators; and the Southern African Transport and Communications Commission (*Ibid.*, 146); requiring the acknowledgement of policies determined by such bodies or agreed to in existing treaties and as a signatory to various international treaties, conventions and agreements.

The economy is an open system and is influenced by a multitude of factors in countries with which South Africa has formal or even non-formal relationships. Thus e.g. the value of the South African currency is determined, not by how South Africans value the currency, but by the trust in the stability of the South African political and economic situation as perceived by the international community against the value of other major currencies. The strengthening of the exchange rate in 2004 was e.g. attributed to *inter alia* the continued weakness of the United States Dollar; expectations of significant future foreign direct investment inflows; improved international credit ratings; and strong foreign currency prices of South Africa's export commodities (*Ibid.* 172). The Department of Trade and Industries has developed policies and programmes to promote international competitiveness, including continued negotiations with MERCOSUR (consisting of six Latin American countries); implementing the SACU agreement; strengthening the trade capacity of SADC; preparing for and participating in the trade rounds for the WTO; facilitating the International Trade Administration Commission's mandate; and analysing trade threats and opportunities.

Government's strong stance on the eradication of money laundering and the financing of terrorism acknowledge the United Nations conventions and international standards. Thus the *Financial Intelligence Centre Act, 2001* (Act 38 of 2001) and the *Protection of Constitutional Democracy Against Terrorism and Related Activities Act, 2004* (Act 33 of 2004) were passed as policy documents to make South Africa compliant with the United Nations counter terrorism frameworks and protocols as well as the African Union's Convention on the Prevention and Combating of Terrorism (*Ibid.*, 277).

The statement has often been made that there is only one earth. The natural resources cannot be replenished. Once it had been depleted it cannot be replaced. Therefore, there is a worldwide emphasis on conserving the environment in its broadest sense i.e. the fauna, flora, the land, sea, and air. As could be expected, South Africa is involved in a variety of international organisations, agreements and treaties. Policies adopted locally have to be integrated into international policies. The current concern with global warming is an excellent example of the effects of human intervention in nature. South Africa is signatory to the Convention on Biological Diversity (CBD). Policies adopted in this regard are contained in *inter alia* the *White Paper on the Conservation and Sustainable Use of South Africa's Biological Diversity*. South Africa hosted the World Summit on Sustainable Development (WSSI) in 2002 supporting the United Nations Millennium Summit Declaration's goal of halving the world poverty by 2015 and to incorporate decisions taken by the world bodies since the Rio Earth Summit in 1992 (*Ibid.*, 234).

The South African government is engaged in co-operative agreements concerning six transfrontier conservation areas as part of the joint initiative of the SADC countries. This is another example of the negation of political borders to promote the conservation of the national environment. This has an effect not only on policies concerning environmental and tourism matters. Cross-border issues also require the attention of e.g. the Department of Home Affairs regarding border control; the Department of Foreign Affairs concerning international relations and foreign policy; the South African Police Services on border control; and the Department of Agriculture and Land Affairs on policies related to sustainable agricultural production.

The establishment of World Heritage Sites, e.g. St. Lucia Wetlands, Vrededorst Dome and Cradle of Humankind require policies noting the preconditions for such sites. Furthermore, the South African government departments involved, have to adopt policy guidelines for the management of such sites to retain their international status. Thus, policies are determined by national government but within a globally accepted policy framework.

World climatic and atmospheric changes are the consequences of world wide pollution through the so-called greenhouse gas concentrations from emissions from vehicles, factories and other industrial operations. South Africa is subject to these environmental changes and is faced with serious challenges requiring innovative policies to curb the effects. Desertification in the semi-arid areas of the country is another feature demanding attention. In this regard South Africa signed the Convention to Combat Desertification in 1995 and ratified it in 1997. This Convention's aim is to assist member countries to combat desertification and its consequences globally (*Ibid.*, 258).

Efforts to counter or limit the effects of climatic change require international co-operation. In this regard South Africa is a signatory to the Kyoto Protocol of the United Nations Convention on Climate Change. Thus, South Africa proved its commitment to enhance the effectiveness of environmental legislation as the basis to environmental policies (*Ibid.*, 257). The Kyoto Protocol is a legally binding instrument through which developed countries undertake to reduce GHG emissions by at least 5% of their 1990 levels.

Other agreements with policy implications include *inter alia* the Benguela Fisheries Interaction and Training (BENEFIT) Programme and the Benguela Current Large Ecosystem (BCLME) programme as components of the New Partnership for Africa's Development (NEPAD) initiative (*Ibid.*, 262). Furthermore, South Africa has acceded to, or ratified another five agreements involving conservation of the marine and coastal environment, having an international effect.

South Africa is a signatory to the Convention on International Trade in Endangered Species (CITES); the Montreal Protocol concerning the safeguarding of the ozone layer from depletion; and the International Agreement on the Conservation of Albatrosses and Petrels (*Ibid.*, 264-265). Each of these conventions require specific national policies to give effect to the international frameworks.

In terms of schedule 4 of the *Constitution of the Republic of South Africa*, 1996, the environment is a functional area of concurrent national and legislative competence. Similarly soil conservation, tourism and nature conservation (with the exception of

national parks, national botanical gardens and marine resources) are concurrent functions of national and provincial legislative competence. The consequences should be obvious i.e. policies on environmental related issues require co-operation between national and provincial government. The domain of the policies determined, thus not only require particular intergovernmental relations to obtain effective policy formulation, such policies also have to be in line with international conventions.

The role of the Department of Foreign Affairs could not be over emphasised. However, for the purposes of this discussion it need not be discussed at length. Suffice it to state that the Department is the major department to implement policies concerning the political relationships between South Africa and a plethora of other countries on the African continent and elsewhere.

As a result of an opening up of South Africa's borders in the international arena since 1994, more human movements have been experienced across the borders. The *Immigration Act, 2002*, (Act 13 of 2002) was passed to provide for a stricter immigration policy. In this regard the Department works closely with the South African Police Services to ensure effective border control. Thus policies passed have to be co-ordinated to ensure effective implementation and accommodate the new relationships among states in a globalising world.

Diseases do not recognize human made boundaries. Therefore, the Department of Health has to acknowledge the global effects of diseases e.g. HIV/AIDS, Tuberculosis and other communicable diseases. In this regard the Department has adopted and implemented the Directly Observed Treatment Short Course (DOTS) as advocated by the International Union Against TB and by the World Health Organization (*Ibid.*, 389).

Health is, in terms of schedule 4 of the Constitution, 1996 a concurrent legislative function of national, provincial and local government. This requires the co-ordination of health related policies, not only those developed nationally, but also internationally as propagated by the World Health Organization (WTO).

The rehabilitation and the proper handling of prisoners have become a source of international interest. Examples abound of non-governmental organisations world wide raising issues concerning the abuse of power regarding prisoners. Many countries, e.g. South Africa have endorsed the Charter of Fundamental Rights for Prisoners in 2005. South Africa, therefore, has to develop a programme that will result in full compliance with the United Nations' minimum standards on the treatment of offenders (*Ibid.*, 450). In a similar manner ministers responsible for prisoner management and correctional services in the SADC countries have agreed to implement a protocol signed in Johannesburg in 2003. Policy guidelines are also developed by South African Correctional Services to enable government to enter into prisoner transfer agreements with other countries (*Loc. cit.*). Thus, it could be argued that South Africa has become part of a world in which countries do not determine policies in isolation. Although politically sovereign, current practices resulting from more accessibility of countries require policies to be co-ordinated nationally and internationally.

Sustainable development on the African continent is one of the major concerns of NEPAD. The South African Department of Minerals and Energy has played a major role

in conceptualising the African Mining Partnership driving the particular NEPAD mining agenda (*Ibid.*, 456). As part of the African Mining Partnership, the African coastal states are sharing their expertise in compiling their submissions to the United Nations to extend their exclusive economic zones. Various memoranda of understanding have been signed in this regard. Thus it implies that South Africa has to adopt policies, taking note of those of other African countries with coastal boundaries.

Energy provision is probably one of the primary prerequisites for economic development. The Southern African Power Proclamation (SAPP) has been established to co-ordinate the planning and operation of electricity power systems among 11 SADC countries to increase inter connectivity; facilitate cross-border electricity trading; fully recover the cost of operations; and equitable sharing of benefits. South Africa also makes a major contribution to the efforts to reduce GHG emissions (*Ibid.*, 477) and has to adopt policies to coincide with global requirements for a cleaner environment.

As far as police services are concerned, South Africa is part of the contingent assisting the Democratic Republic of the Congo prepare for its general election. The country also plays a major role in the African Union's Mission in Sudan (*Ibid.*, 492). The SAPS has co-operative agreements with 13 countries concerning efforts to combat organized crime. South Africa is among 182 countries whose police structures are affiliated with Interpol (*loc. cit.*). In a similar manner the South African Police Services is involved on the continent and further afield as part of internationally co-ordinated actions to improve stability in national states. This is exemplified through the *White Paper on South African Participation in International Peace Missions* (*Ibid.*, 501).

In the area of science and technology, globalisation is a *sine qua non* for the development of natural and social sciences. Examples of international co-operation include the High-energy Stereoscopic System (HESS) observatory and the Southern African Large Telescope (SALT) in Sutherland. The latter is a joint project involving Germany, Poland, the United States of America, New Zealand and the United Kingdom (*Ibid.*, 517). The Department of Science and Technology currently manages more than 30 science and technology (S&T) bilateral agreements with various countries. It is a major role player in various multilateral fora, including the Commonwealth; the African, Caribbean and Pacific Group of States; the European Union; and the Organization for Economic Co-operation and Development (*loc. cit.*). The Department is also involved in numerous other globally important councils, agreements and protocols, each of which requires specific policy frameworks to coincide with its partnering states.

Internationalisation is a strategic priority of the National Research Foundation to become globally competitive. The Research and Innovation Support Agency (RISA) is involved in programmes with *inter alia* the Royal Society; and the International Group of Funding Agencies for Global Change Research (*Ibid.*, 520).

Social development has become of major concern to countries especially after the Second World War i.e. 1945 onwards. It has been accepted that social issues are important building blocks for economic development and political stability. However, countries could not be left to their own devices to promote social upliftment and poverty alleviation. Neglect of one country to attend to social injustices, have an impact on

neighbouring and even other countries. The democratisation of South Africa, as a result of social and other injustices of the past, bear testimony to the roles of African and European countries concerning social justice.

The involvement of South Africa in countries such as Sudan, the DRC, Rwanda and the country's handling of Zimbabwean refugees are examples of global concern with socially related matters in independent states. The effects of HIV/AIDS on social conditions require South Africa to participate in various international organisations to combat the pandemic. One such organization could be cited, i.e. the United Nations Children's Fund (UNICEF) dealing with children orphaned through AIDS related illnesses (*Ibid.*, 546). The involvement of South Africa in the United Nations Population Fund (UNPF), Second Country Support Programme for South Africa, also require mentioning as it focuses on capacity building.

Although sport and recreation may appear to be of national interest only, it is also of international concern. South Africa is no longer isolated and participates in a variety of international events. South Africa's sports policies were unacceptable in the past. However, even under current, circumstances issues are raised concerning the equity principles applying in team selection for international events.

Tourism is mentioned in passing, but it should be noted that this industry employs approximately 3% of the labour force and creates about 27 000 new job opportunities annually (*Ibid.* 570). Thus, to expand the tourism industry, South Africa has to participate in the international tourism market. Cabinet approved the International Tourism Growth Strategy in 2003 to facilitate the expansion of the industry (*Ibid.*, 572).

Transport and in particular air-transport, is the industry that connects states in a physical sense. Civil aviation is co-ordinated by the South African Civil Aviation Authority (CAA). It is a leader in civil aviation in the region (*Ibid.* 609). The CAA has to guarantee that internationally acceptable standards are maintained. Aviation policies and standards of operation have to be adopted that meet such requirements (*Ibid.*, 624).

The SADC Protocol on Transport, Communications and Meteorology provides a comprehensive framework for regional integration across the entire spectrum of the transport, communications and meteorology sectors. This protocol, regarding co-ordinated policies, endeavours to facilitate the flow of goods between and across the territories of the SADC member states (*Ibid.*, 614).

South Africa's Constitution, 1996 enshrines the basic human right to have access to sufficient food and water (section 27(10)(b)) and to an environment that is not harmful to a person's health and well-being (section 24(a)). South Africa is part of the African continent and due to the country's limited water resources, also dependent on other countries to ensure sustainable water supplies e.g. with Lesotho concerning the Lesotho Highlands Water project (*Ibid.*, 642). Even flood and drought management require the co-operation of adjacent states. South Africa has signed co-operative agreements with various countries e.g. Mozambique and Swaziland on the Incomati and Maputo rivers; is a member of the Botswana, Lesotho and Namibia on the Orange/ Senge River Commission; is a member of the Botswana, Zimbabwe and Mozambique on the establishment of the Limpopo Watercourse Commission (*Ibid.*, 646).

Organisational implications

International commitments require organs of state to establish organisational structures to honour international agreements. The Department of Agriculture has e.g. established a directorate: International Relations to facilitate and co-ordinate international activities on both multilateral and bilateral basis. (*Ibid.*, 95). The Directorate has also developed an International Agricultural Strategy which is guided by South Africa's foreign policy and economic development policies. Similarly the Department's directorate: International Trade recognises the country's international role in agricultural issues and gives effect to the Southern African Customs Union (SACU); the Southern African Development Community (SADC); the World Trade Organization (WTO); the International Grains Convention and various other treaties and agreements (*Ibid.*, 96).

In the case of ICT the Presidential International Advisory Council on Information Society and Development was established to assist government in narrowing the digital divide between South Africa and the rest of the world. As part of the NEPAD initiatives regarding ICT the departments of Communications and of National Education have launched the NEPAD e-schools project (*Ibid.*, 140). This again serves to illustrate the organisational effects of a globalised approach to promote computer use and e-learning.

In regard to economic matters, the Department of Trade and Industry has established the International Trade and Economic Development Division (TED) to increase South Africa's access to markets world wide by negotiating international trade agreements, where possible, on preferential terms (*Ibid.*, 176). The Department has also established a division: Trade and Investment South Africa with the specific mandate to develop the South African economy, focusing on investment facilitation and promotion, export development; promoting direct investment flow; and increase South Africa's capacity to export to various targeted markets (*Ibid.*, 184). An International Investment Council has also been established to advise the President on investment promotion and other economic issues (*loc. cit.*).

As a contracting partner to the Ramsar Convention, 1975 South Africa attends to 16 protected conservation areas in terms of the convention. To manage these areas a Directorate: Biodiversity Management has been established in the Department of Environmental Affairs and Tourism. This Department is responsible for the South African Wetlands Conservation Programme (*Ibid.*, 245) to ensure that South Africa's obligations in terms of the Ramsar Convention are met.

The Department of Foreign Affairs is responsible for ± 83 embassies/high commissioners; 16 consulates/consulates general and a number of other foreign representatives (*Ibid.*, 307). It is also the South African department responsible for the African Union; the New Partnership for Africa's Development (NEPAD) and its different structures (*Ibid.*, 309); the Southern African Development Community's (SADC) structure assigned to South Africa; the representation in the United Nations and diplomatic relations with a large number countries.

The establishment of a fully democratic country in 1994 has resulted in a dramatic increase in South Africa's relationships with adjacent and other countries. These

relationships require the establishment of various statutory bodies under the administration of the Department of Home affairs e.g. the Immigration Advisory Board; the Standing Committee for Refugee Affairs; and the Refugee Appeal Board (*Ibid.*, 367). The Branch: Immigration of the Department is responsible for control over the admission of foreigners for residence in and departure from South Africa (*Loc. cit.*). This Department also administers the *Refugees Act*, 1998 (Act 130 of 1998).

For civil aviation the South African Civil Aviation Authority (CAA) has been established. In 2003 South Africa was elected as a member of the International Civil Aviation Organization (ICAO) and was required to establish a South African office at the ICAO headquarters in Montreal, Canada.

Financial implications

International co-operation has specific budgetary implications. In the case of World Heritage Sites, South Africa has to ensure that the status of the sites are maintained. In the case of the Vredefort Dome the Department of Environmental Affairs and Tourism has allocated R18 m from the poverty relief programme for tourism and infrastructural development for this particular site (*Ibid.*, 245).

The Kyoto Protocol, aimed at the reduction of GHG emissions has a significant financial implication. Many countries simply cannot afford to comply with the requirements. An amount of US \$5 m have been donated to South Africa by the United States of America in terms of the USA South Africa Bilateral Agreement on Climate Change Support (*loc. cit.*). This only partly enables government to give effect to the Kyoto Protocol. However, further financial needs exist that have to be budgeted for by various departments e.g. the Department of Trade and Industry and the Department of Agriculture and Land Affairs.

International tax agreements are important for encouraging investments and trade flows between nations. International agreements have been reached on the allocated taxing rights between residence and the source countries of international investors (*Ibid.*, 280). Double taxation agreements also provide a platform to promote international trade and investment. These agreements are further illustrations of the effects of a globalised market of which South Africa is a part. It is also exemplified by the SACU already alluded to. The need for and management of exchange control could also be cited as examples of the expansion and fluidity of political boundaries and macro economic considerations.

As far as health matters are concerned, South Africa is one of the 29 countries that have pledged a total of US \$3,7 billion in 2006/2007 to the Global Fund to Fight AIDS, Tuberculosis and Malaria over a two year period. A further US \$6 million has also been pledged for a further period of three years (*Ibid.*, 390).

The Department of Science and Technology has budgeted R10,9 m for internationalisation during 2005/2006 (*Ibid.*, 520). The Science and Technology Agreements Committee (STAC) operate in conjunction with the Swiss, and obtains support from IBSA (India, Brazil and South Africa). For 2005/2006 the STAC budget alone has increased to R26,5 m.

The Department of Foreign Affairs is the major government department responsible for the payment of membership fees of international organisations (currently 27) for 2007/2008 an amount of R 628 257 000 was budgeted for, with an amount of R721 566 000 provided for in the Medium Term Expenditure Framework for 2008/2009 and R772 039 000 for 2009/2010 (www.polity.org.za/attachment.Php?99-id=4096).

It would take a major effort to determine the exact financial implications of South Africa’s international involvement. A limited number of votes from the 2006/2007 budget are quoted to serve as examples: (National Estimates of Expenditure 2006/2007).

Vote 7	Communication and Information Program 6: International Marketing And Media Development	R 93 045 000
Vote 14	Arts and Culture Program 4: International Co-operation	R 21 945 000
Vote 19	Sports and Recreation Program 4: International Liaison and Events	R 18 053 000
Vote 25	Agriculture Program 5: Foreign Grants and International Organizations	R 33 059 000
Vote 27	Environmental Affairs and Tourism Program 5: Biodiversity and Conservation <ul style="list-style-type: none"> • Transfrontier Conservation and Protected Areas • International Co-operation and Resources 	R31 407 000 R 131 949 000
Vote 32	Trade and industry Program 2: International Trade and Economic Development	R 129 219 000

The financial cost in the utilisation of human resources to manage the various organisations, protocols and agreements cannot be determined accurately. The reason for this is that some personnel may be directly assigned to a programme or organisation while others may only be partly involved. Thus, to determine the time utilised for each internationally related activity and consequently the financial implications cannot be determined from documentary sources. Thus the financial effects are merely registered to highlight the financial effects of a globalising world.

CONCLUSIONS

Globalisation is a process that is evolving at a rapid pace. The respective governments, societies and even individuals are becoming increasingly interconnected through new technological advancements. No government can escape these developments and it is imperative that the public sector as the main guardian of society should be prepared to deal with the phenomena and its effects on society.

Extensive administrative and managerial actions are required to deal with globalisation. This discussion was an effort to briefly indicate the administrative burden of globalisation on the public sector. (The effects on the private sector had not been attended to). It is obvious that policy formulation needs to be revisited on a regular basis to assure that national policies and international protocols are integrated. Organisational structures within national, provincial and local government structures have to take note of international requirements and may even have to provide specifically for the actions required to meet international commitments. Similarly budgetary provision has to be made to give effect to international agreements resulting from globalisation.

Globalisation is a *fait accompli*. It can not be denied by any government. In the case of South Africa the demands are even greater as, on the one hand, it is relatively new to the global demands as it only really entered the international arena in 1994. On the other hand the demands are particularly great as South Africa is accepted as a leader in Africa and has to serve as a best practice example for the continent. Thus globalisation is of particular importance for the South African public sector.

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