The Administrative Effects of Policy

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ABSTRACT

Political parties and in particular governments often emphasise the range of policies adopted during a term of office. These represent lofty ideals and contain impressive missions and goals. However, the administrative requirements to give effect to these policies are often not discounted. In this article attention is devoted to the forces demanding the development of policies and the administrative implications of policies. The possible factors prohibiting the successful implementation of policies are also alluded to e.g. corruption, inefficiency and political interference in administration. The article mainly introduces the topic, it is a topic that requires more intensive research to be able to influence policy implementation.

INTRODUCTION

South Africa is part of a globalizing society as a result of technological advancement, economic development, social interactions and various developments in the international as well as the country's internal political arena. South Africa is also subjected to the same natural forces threatening the rest of the world such as droughts in some areas and flooding in others. Most developing countries are also faced with societal unrest due to demands exceeding the government's capacity to provide the quantity and the quality of services demanded by a society becoming more sophisticated. These demands as well as external forces influencing society, governments are compelled to adopt more complex policies to comply with expectations and in compliance with international requirements. This article considers the administrative effects of policies. Attention will also be paid to the impediments in giving effect to policies in a developmental state.

POLICY

Before an attempt is made to describe the effects of policy on the public administration of a state e.g. the Republic of South Africa, policy should be defined and the factors influencing

policy should be attended to. Policy *per se* has no value unless it addresses a particular hiatus in society or a segment of society and can be implemented.

The term policy could be viewed from different angles and that would determine the meaning the user attaches to it. Using it in the context of administration, a policy could be considered as a course of action; as a desired goal to focus actions on; as a statement of intent issued by a competent authority serving as a guideline for the executing authority to take action; and as a representation of a major area of importance of the political structure demanding a solution or and improvement in an area of public concern.

The making of a policy or commonly known as policy formulation is probably one of the most complex matters any political structure or political office bearer and manager has to contend with. It is also the process requiring the most attention of officials in the management cadre in their interaction with the political office bearer responsible for the function. Policy making consists of a number of processes requiring decisions by both politicians and officials in the management echelon and in particular by the chief executive officer as head of the administrative system.

INCREASING GOVERNMENT INTERVENTION

Globalisation

In some cases authors view globalization 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. In the case of non-governmental organizations 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. Globalisation is mentioned mainly to illustrate the fact that there are major forces impacting on a state affecting its policies.

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 as was exemplified by the recent political uncertainties in Zimbabwe. Social conscience demands that social issues be the concern of society at large, even across the boundaries of a national state. 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. Even in the case of South Africa, the Bill of Rights as contained in chapter 3 of the *Constitution of the Republic of South Africa,* 1996, reflects the sentiments of democratic states in the rest of the world.

Governments are required to participate in various supranational and international organizations to be able to fulfill its commitments to stabilize or maintain its economy, improve social conditions, meet environmental challenges (e.g. global warming) and increase

its political role in the globalizing world. The extent of this involvement could be observed by considering the fact that South Africa currently has membership of ± 104 international organizations and is a signatory to a large number of multilateral agreements and conventions. The membership requires policies to give effect to the responsibilities emanating from each international/supranational body. The agreements have to be honoured by way of executive actions requiring administrative arrangements.

National borders are not disappearing, but politically established boundaries of national states are coming under pressure as tourism, trade and 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, more people travel, business is conducted by entrepreneurs in various countries and natural resources are transported and utilized 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. This customs agreement is now set to be extended to cover other countries in the SADC region as well. Again this would involve administrative arrangements to cope with the flow of products across national boundaries without losing control regarding the effects of smuggling of drugs and other illegal trade e.g. weapons.

Technology

Rapid advancement in computer technology requires countries to co-operate to utilize 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. South Africa is part of the new knowledge society. Unfortunately the technology also has its down side as governments have insufficient mechanisms available to curb the misuse of some electronic messages and programmes. However, irrespective of the challenges facing government in this regard it is compelled to provide guidelines to maintain acceptable moral values. This again demand policies and executive structures to guard societal values.

Limited natural resources

Natural resources cannot, in most cases, be confined to political boundaries. The earth's composition is much older than human settlements or national boundaries. In recent decades the effects of human interference in natural phenomena have been recognized. Most countries are members of one or more environmentally linked organizations, e.g. South Africa is a member of more than 20 environmentally related international organizations For each of these organizations an organizational unit has to be assigned to ensure that the policy is given effect to; similarly a budgetary allocation must be made and an official assigned the responsibility to deal with the matter as an addition to existing duties or as a new function.

The earth's natural resources are finite. It cannot be increased. The water vapour around the earth remains the same. The available arable land is being depleted due to population

increase, climatic changes and increased demand for minerals and energy. Therefore, every government is compelled to attend to the utilization of its natural resources. Either policies have to be adopted to e.g. decrease the use of certain natural resources, or to provide for alternative sources. In the case of natural oil, some countries are promoting, bio-fuel. However, the issue is not that simple as bio-fuel requires that products such as mealies or sunflower normally used for dietary purposes have to be used to produce bio-fuel. The South African government has e.g. recently decided that although bio-fuel is promoted, mealies may not be used for that purpose. This again illustrates the effects of an increasing demand for energy for industrial purposes and the counter demand for agricultural products for food production. Without belabouring the issue it could again be argued that government had adopt a specific policy and commensurate with that have to establish some executive system to enforce the policy.

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 organizations, 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, Vredefort 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 green house gas (GHG) emissions by at least 5% of their 1990 levels.

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.

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 conceptualizing 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.

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).

Concern for human rights

Concern for honouring 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 organizations 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).

Human rights have become an international concern. Heads of state and heads of government can under current international laws even be brought to court for "crimes against humanity". This again illustrates that so-called sovereign states are no longer totally autonomous. It seems as though human rights violations could be used as reasons for intervening in the governmental issues of a sovereign state. It is obvious that any country, due to its membership of a supra national body such as the European Union, African Union or the Commonwealth, or an international body such as the United Nations or the International Labour Union be required to honour acceptable human rights principles and practices or face some kind of sanction.

The rehabilitation and the proper handling of prisoners have become a source of international interest. Examples abound of non-governmental organizations 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.

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 organizations 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.

The recent xenophobic attacks in South Africa illustrate the cosmopolitan nature of the South African population which developed rapidly since 1994. The extreme nature of the opposition by some communities to foreigners exemplifies the need to prepare communities for the effects of globalization. They should be aware of the social implications of the liberalization of South Africa and its effects on the composition of the South African society. Administrative systems should be developed not only to provide basic services in urbanized communities, social development programmes are also required to bridge the cultural gap among different communities in society.

ADMINISTRATIVE CONSEQUENCES

No attempt will be made to provide an extensive overview of all the administrative arrangements required to give effect to government policies. Some examples will be quoted to illustrate the matter. However, it should be borne in mind that government has passed ± 700 acts in the period 1994-2004. Each act requires administrative arrangements to give effect to the policy contained in the legislation. Furthermore, government has published numerous white papers each signifying a policy. Thus it could be imagined what the extent of the administrative implications have been since 1994. The following are therefore only examples to highlight the impact on the South African public administrative system.

Effects on public service

Any increase in a state's official activities has a direct effect on the public service. The democratizing of South Africa had an effect on the size of the public service due to the introduction of equitable service delivery to all citizens It does not necessarily imply an increase in the size of the public service, but a total restructuring of composition of the staff complement. New entrants into the service did not always possess experience in managing large institutions and therefore, in some cases service delivery was negatively affected.

Public service pathologies

Probably on of the most serious phenomena in the contemporary public service in South Africa (and perhaps even in most public services in Africa) is the occurrence of corruption. Minister Fraser-Moleketi , Minister of Public Service and Administration quoted Thomas Hobbes in her speech at the National Anti-Corruption Summit on 4 August 2008 Hobbes argued that: "Corruption reinforces the banality of evil and its conceit lies in its ability to implicate its complicity to violate the laws of nation states, flout international conventions and treaties and undermine democracy and the democratic ethos" http://www.polity.org.za/article. php?a_id=139894 accessed 2008/08/08. She also quoted from *The Freedom Charter* in which it is unambiguously stated that South Africa belongs to all who live in it and thus implying that no one could claim any preferential treatment by way of corrupt practices. The possible absence of the badge of public honour in the public service was also lamented. She also stated unequivocally that corruption occurred on a global scale and that it does not serve South Africa's developmental goals, but was actually an impediment to development.

The fact that South Africa is ranked as the second most corrupt country in the region of 52 states with a corruption perception index score of 5.4 does not bode well for the country's development. http://info.worldbank.org/governance/wgi/sc_chart_print.asp accessed 2008/08/06. It is obvious that the Country requires serious attention to be paid to this malady preventing proper development in all areas.

A second major inhibiting phenomenon in the public sector is the increased interference of politicians in the normal administrative activities of the state. The Second Pan-African Conference of Ministers of Civil Service held in 1998 in Morocco *inter alia* put the following question at the outset of the conference (Public Administration, 2000: 9):

What are the causes and the consequences of public administration's decline in the esteem of both the officials and the public they are supposed to serve? The 'withering' of this institution, once vibrant, has been attributed to political interference….and the global shift from a state led development strategy to reducing that role, among other factors".

In South Africa the interference of politicians in administrative matters, especially in human resources e.g. appointments and promotions, is particularly rampant in the municipal sphere of government. It is an open secret that senior appointments such as the municipal manager is often done according to the affiliation to a particular political group. Appointments seldom acknowledge the requirement in section 82(2) of the *Local Government: Municipal Structures Act,* 1998 (Act 117 of 1998) that a candidate to be appointed by the municipal council as municipal manager "… must have the relevant skills and expertise to perform the duties associated with the post". Thus municipal administration could be under severe strain if the head of administration does not possess the required skills to administer or manage a large municipality with e.g. 13 000 officials. If such a manager is also subjected to political interference and cannot take a strong stand due to lack of competence, service delivery could be compromised. It should also be mentioned that 46% of the municipal managers in South Africa have less than one year experience, 68% have less than two years and only 30 % have more than five years experience (Demarcation Board 2008: 50) These figures illustrate the danger of possible undue interference by politicians in administrative matters, should inexperienced municipal managers be exposed to councillors' involvement.

A third administrative malady is the apparent lack of commitment by some public officials to utilize public resources efficiently and effectively. In its *State of the Public Service Report 2007* the Public Service Commission paid particular attention to efficiency and effectiveness and remarked that

"Efficiency and effectiveness in Public Service delivery involve more than just how much has been spent. They require that attention be specifically paid to the public value that has been created through such spending"

In its *State of the Public Service Report 2008* (2008:28) the Public Service Commission reported on the inadequate integration of plans and activities since 2004. Although some improvements could be noted, serious inconsistencies still occurred. Thus it could be argued that the public service is still not providing efficient and effective services to society. If the current state of poverty and unemployment are considered, the state of the public service is a serious matter of concern.

Major policy implications

Organs of state have to incorporate programmes in their strategic plans complying with national and 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 stainable 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 globalization 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.*). Currently South Africa is playing a critical role in the preservation of historical African manuscripts in Timbuktu in Mali.

Information and Communications Technology (ICT) is probably one of the operational areas that are the most subject to globalization. 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; 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. Again these agreements require administrative systems and managerial arrangements to ensure the effective delivery of services in an international environment.

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. 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 analyzing 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).

As a result of an opening up of South Africa 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 globalizing 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).

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 democratization 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.

Organizational implications

International commitments require organs of state to establish organizational 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, recognizes 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 organizational effects of a globalized 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).

Financial implications

International co-operation has specific budgetary implications. In the case of World Heritage Sites, South Africa has to ensure that the heritage status of the sites is 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 globalized 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.

The Department of Foreign Affairs is the major government department responsible for the payment of membership fees of international organizations (currently 27) for 2007/2008 an amount of R628 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**).

The financial cost in the utilization of human resources to manage the various organizations, protocols and agreements cannot be determined accurately. The reason for this is that some personnel may be directly assigned to a programme or organization while others may only be partly involved. Thus, to determine the time utilized 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 globalizing world.

CONCLUSION

Globalization 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 globalization. This discussion was an effort to briefly indicate the administrative burden of globalization 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. Organizational 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 globalization.

Globalization 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 globalization is of particular importance for the South African public sector.

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