



**DEPARTMENT OF FOREIGN AFFAIRS**

# **Strategic Plan**

**2003 – 2005**



Design & Layout  
Department of Foreign Affairs  
Internal Communications

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## ABBREVIATIONS OF GOVERNMENT DEPARTMENTS

<b>DA</b>	Department of Agriculture
<b>DACST</b>	Department of Arts, Culture, Science and Technology
<b>DEAT</b>	Department of Environmental Affairs and Tourism
<b>DOC</b>	Department of Communications
<b>DCS</b>	Department of Correctional Services
<b>DOE</b>	Department of Education
<b>DFA</b>	Department of Foreign Affairs
<b>DOH</b>	Department of Health
<b>DHA</b>	Department of Home Affairs
<b>DJCD</b>	Department of Justice and Constitutional Development
<b>DOL</b>	Department of Labour
<b>DLA</b>	Department of Land Affairs
<b>DME</b>	Department of Minerals and Energy
<b>DPE</b>	Department of Public Enterprises
<b>DPSA</b>	Department of Public Service and Administration
<b>DPW</b>	Department of Public Works
<b>DPLG</b>	Department of Provincial and Local Government
<b>DST</b>	Department of Science and Technology
<b>DSD</b>	Department of Social Development
<b>DSR</b>	Department of Sports and Recreation
<b>DTI</b>	Department of Trade and Industry
<b>DOT</b>	Department of Transport
<b>DWAF</b>	Department of Water Affairs and Forestry
<b>GCIS</b>	Government Communication and Information System
<b>NIA</b>	National Intelligence Agency
<b>NT</b>	National Treasury
<b>ORC</b>	Office on the Rights of the Child
<b>OSDP</b>	Office on the Status of Disabled Persons
<b>OSW</b>	Office on the Status of Women
<b>SANDF</b>	South African National Defence Force
<b>SAPS</b>	South African Police Service
<b>SARB</b>	South African Reserve Bank
<b>SASS</b>	South African Secret Service
<b>SARS</b>	South African Revenue Service



## LIST OF ACRONYMS

<b>AASRSOC</b>	Asia-Africa Sub-regional Organisations Conference	<b>MISS</b>	Minimum Information Security Standards
<b>ACP</b>	African, Caribbean and Pacific States	<b>MSP</b>	Master Systems Plan (ICT)
<b>ASEAN</b>	Association of South East Asian Nations	<b>NAM</b>	Non-Aligned Movement
<b>AU</b>	African Union (formerly OAU)	<b>Nepad</b>	New Partnership for Africa's Development
<b>BLSN</b>	Botswana, Lesotho, Swaziland, Namibia	<b>ODA</b>	Official Development Assistance
<b>BNC</b>	Binational Commission	<b>OIC</b>	Organisation of Islamic Conference
<b>CARICOM</b>	Caribbean Community	<b>PAP</b>	Pan African Parliament
<b>CHOGM</b>	Commonwealth Heads of State and Government Meeting	<b>PMS</b>	Performance Management System
<b>CPA</b>	Cotonou Partnership Agreement (EU & ACP)	<b>PSC</b>	Peace and Security Council (AU)
<b>CWC</b>	Chemical Weapons Convention	<b>RECs</b>	Regional Economic Communities
<b>ECOSOC</b>	Economic and Social Council (UN)	<b>RISDP</b>	Regional Indicative Strategic Development Plan
<b>EU</b>	European Union	<b>SACU</b>	Southern African Customs Union (SA, BLSN)
<b>FDI</b>	Foreign Direct Investment	<b>SADC</b>	Southern African Development Community
<b>FSI</b>	Foreign Service Institute	<b>TDCA</b>	Trade and Development Co-operation Agreement (with EU)
<b>G77</b>	Group of 77 (and China)	<b>TICAD</b>	Tokyo International Conference on African Development
<b>G8</b>	Group of eight (USA, UK, Germany, Italy, France, Russia, Japan, Canada)	<b>TISA</b>	Trade and Investment South Africa
<b>GCC</b>	Gulf Co-operation Council	<b>UNCITRAL</b>	United Nations Commission on International Trade Law
<b>HRD</b>	Human Resource Development	<b>UNCTAD</b>	United Nations Conference on Trade and Development
<b>HSIC</b>	Heads of State Implementation Committee (Nepad)	<b>UNGA</b>	United Nations General Assembly
<b>IBRD</b>	International Bank for Reconstruction and Development (World Bank)	<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>ICC</b>	International Criminal Court	<b>UNSC</b>	United Nations Security Council
<b>ICT</b>	Information and Communications Technology	<b>WCAR</b>	World Conference Against Racism
<b>ICTR</b>	International Criminal Tribunal for Rwanda	<b>WMDs</b>	Weapons of Mass Destruction
<b>ICTY</b>	International Criminal Tribunal for Yugoslavia	<b>WSIS</b>	World Summit on the Information Society
<b>ILC</b>	International Law Commission	<b>WSSD</b>	World Summit on Sustainable Development
<b>IMF</b>	International Monetary Fund	<b>WTO</b>	World Trade Organisation
<b>IOR-ARC</b>	Indian Ocean Rim Association for Regional Co-operation		
<b>JBC</b>	Joint Bilateral Commission		
<b>JSE</b>	Johannesburg Stock Exchange		
<b>MERCOSUR</b>	Southern Common Market (Argentina, Brazil, Paraguay, Uruguay)		

DEPARTMENT OF FOREIGN AFFAIRS  
STRATEGIC PLAN (2003 - 2005)

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## PART ONE

### MESSAGE FROM THE MINISTER OF FOREIGN AFFAIRS, DR NC DLAMINI ZUMA

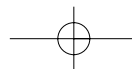
'we have committed our foreign policy to the eradication of poverty and underdevelopment'



**W**e are entering the last year of the first decade of democracy in South Africa. The advent of democracy in South Africa also coincided with some major international developments such as the end of colonialism and the end of the cold war. This was a unique period in the history of the world and promised much: an end to the nuclear arms race, improved dialogue between all nations of the world through the United Nations, a greater focus on poverty and underdevelopment to alleviate the plight of the poor, and improved co-operation and relations between countries of the North and South.

Our own interactions were initially centred on consolidating relations with all nations and consolidating our position in the world. This effort will obviously continue within the context of changing global developments and challenges. However, our early experience helped us to gain a





better understanding of the challenges facing our democracy and our continent, and of the complexities and challenges facing us as humanity.

Our collective experiences as South Africans have placed us in a unique position to understand and empathise with the challenges facing humanity. Let's reflect on just a few of these experiences and extrapolate their implications for our role internationally. Firstly, ours is a reality of two nations, – one developed and wealthy and the other marginalised and poor. We find similar expressions globally between countries of the North and those of the South. Hence, we have committed our foreign policy to the eradication of poverty and underdevelopment, to the protection of the vulnerable and for the transformation of our continent and the global environment.

Secondly, the abuse of human rights in South Africa demanded that our new democracy protects and promotes the civil, political, social, cultural and development rights of all our people. Such a commitment in our foreign policy is therefore natural.

Thirdly, after decades of civil strife and war, our leadership took the principled stance that our country and people have a right to feel safe and secure, and therefore should be free from fear of Nuclear and other

Weapons of Mass Destruction. Consequently we initiated the Pelindaba 'Nuclear Weapons Free-zone' Treaty that ensures that our continent remains free of such weapons. We have pursued, and will continue, to play an active role in areas of disarmament.

Fourthly, South Africa's transition indicated that peaceful change through dialogue and reconciliation is possible. Hence, we have participated in the peace processes of the Democratic Republic of Congo, the Great Lakes Region, Comores, Sudan, Eritrea, Somalia, Zimbabwe, Israel-Palestine, the Lockerbie issue, the Iraqi crisis and others. We have committed ourselves to the resolution of these conflicts through peaceful means and by using internationally agreed upon mechanisms for dealing with conflict.

Our experience and peaceful transition has been a symbol of hope to millions of citizens all over the world. It has demonstrated that a peaceful resolution of differences is possible, that the divide between the rich and the poor is not a law of

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As South Africans, we must become a positive global influence and an agent of progressive change.

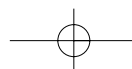
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nature, and that the tides can turn.

Our struggles and tribulations, our challenges and traumas and our own history demands that we make meaningful contribution for the creation of a better world for all. A world in which there is peace and security, equity amongst nations, an end to racism, sexism, xenophobia, intolerance, poverty and under-development. As South Africans, we must become a positive

global influence and an agent of progressive change. It is a daunting challenge - but one that I believe is within our grasp. As nations of the world we have already begun this journey.

During the Millenium Summit the peoples of the world came together to reaffirm a commitment that our common humanity, our common environment and our common ancestry links our destiny in an inextricable way. The Millenium Development Goals is our re-commitment and re-dedication to the creation of a more peaceful, prosperous and just world in which there is freedom from the scourge of war and the threat from weapons of mass



destruction; there is no poverty and every individual is able to develop to his/her full potential; there is no devastation of our environment and it is preserved for the enjoyment of our children; there is respect for democracy, the rule of law and the rights of all peoples and nations; there is protection and assistance for the vulnerable so that they too can enjoy a meaningful life; there is lasting peace, prosperity and development for Africa; and there is a strong United Nations that represents the best interests of all peoples and nations of the world.

In support of the Millenium Development Goals and the creation of a better life for all, South Africa has participated in several major international conferences. Each of which makes a significant intervention in the international rules based systems that will bring us closer to our desired goals. These include the WTO Doha Round, the Monterrey Consensus on Finance for Development, the World Conference Against Racism, Xenophobia and Related Intolerances (WCAR) and the World Summit on Sustainable Development.

To further the interests of Africa the continent came together to launch the African Union, and adopted the New Partnership for Africa's Development (Nepad) as its social

“  
Our common humanity should not  
allow any of us to be content...”

and economic development programme. Nepad targets, informed by the Millenium Development Goals, seek to advance the legitimate socio-economic aspirations of the African people while anchoring itself on democratic values and principles. It presents a continentally approved platform for Africa's engagement and partnership with the broader international community. Now that the plan is in place, our focus must change to one of implementation.

Our membership of the African Union has become the biggest single factor in our international relations. The development of AU policies, the elaboration of Nepad and the continued harmonisation of AU and Nepad policies with those of the Regional Economic Communities of the continent seeks to build a more dynamic Union capable of dealing with the challenges of the 21st century. AU membership, aside from the intrinsic

political, security and economic benefits it brings, enhances our ability to exert influence on a wider international arena.

Clearly, the vision of a new World Order and of an African Renaissance will not be an easy task to accomplish. Already, the threat of war in the Middle East is undermining the many hard won gains we have made during this last decade. However, now more than ever, we must continue to garner commitment for global justice and equity through a rules based international system. We must continue to work towards the promise of peace. We must not let the attention of the world be deviated from the plight of the poverty stricken, of the vulnerable and destitute and of those that are the victims in times of war. Our common humanity should not allow any of us to be content when the rest of humanity is living in conditions of war and violence, and in conditions of squalor and abject poverty.

*NCZuma*

Minister of Foreign Affairs  
Dr NC Dlamini Zuma



## MESSAGE FROM THE DEPUTY MINISTER OF FOREIGN AFFAIRS, AZIZ PAHAD

### CHALLENGES FOR SOUTH AFRICAN FOREIGN POLICY

The role South Africa has carved for itself in the international arena and the position it is perceived to hold in the affairs of the world have brought with them enormous international responsibilities and expectations.

It is important to underscore that South Africa's foreign policy is premised upon its national interests, domestic policies and values. Domestically, South Africa is committed to bringing about a better life for all in an environment of peace, stability and security. This objective could only be achieved in an international environment characterised by global peace and security and an equitable and just system. Internally, South Africa continues to entrench democracy and a culture of human rights. Externally, South Africa strongly supports the democratisation of the United Nations system and the Bretton Woods Institutions. These efforts are aimed at the reconstruction of an international order in which multilateralism and

international law prevail. Furthermore, as we are endeavouring to redress the economic disparities of the past, globally we are part of the collective that is building bridges and narrowing the divide between the South and the North.

Although South Africa's formal responsibilities of chairing and guiding a number of major international organisations and conferences will come to an end, the issues raised during South Africa's stewardship of the NAM, the African Union and the Commonwealth, as well as the WCAR and the WSSD will still be with us. These issues go to the heart of con-



structing a humane, people-centred international system.

By their nature these decisions and outcomes are the result of negotiation between states whose world-

views and policies are in many instances, diametrically opposed to each other. Hence they are the product of compromise. They represent the best that is possible to achieve.

The overwhelming issue that faces South African diplomacy in the future is to develop ways in which the decisions taken at the aforesaid international conferences can be implemented.

At a time when multilateralism and the whole multilateral system that has been built up during in the past fifty years seems to be under threat. South Africa, together with other countries, whose ability to influence world affairs lies in the workings of the multilateral system, will have to find ways to defend, protect and strengthen that system.

The Non-Aligned Movement and other organisations of the South also have key roles to play in this regard.

This must be achieved without creating the perception that South Africa is hostile to any country, and at the same time it is essential that bilateral relationships be managed and developed in a positive manner. The concept of equality, sovereignty and territorial integrity of nations must underpin our relations.

It remains a challenge for South Africa and our partners to continue to

“  
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”

bridge the South-North divide and strengthen South-South cooperation. It is also imperative to advance the role of the South in the global security and the multilateral systems. In addition, the South has a role to play in ensuring that its points of view and its interests are reflected in the developing system of international law.

Likewise in the economic arena, South Africa has to play a role in resolving issues of interest to the South. These include market access for products of the countries of the South through the Doha Round at the WTO; ensuring that resources are optimised in achieving the objectives of the NEPAD and similar initiatives in other developing regions; the reform of the Bretton Woods institutions; implementing the UN Millenium Development Goals, through the NEPAD.

Much work remains to be done

in operationalising the AU organs, like the African Parliament, and other African agreements to deal with the problems of the continent, including the resolution of conflict, health, energy, and development issues.

South Africa also has a leading role to play in dealing with global issues, such as terrorism, trans-frontier crime, good governance, human rights, democracy, peacekeeping and peace-building, disarmament and arms control.

Two issues that will seriously impact on world peace, stability and sustainable development, are the Middle East crisis, and the peaceful destruction of Weapons of Mass Destruction in Iraq.

The issue of resolving problems and conflicts through war or peace, has never before been so sharply placed on the international agenda. The future of humanity and multilateralism depends on the decision taken.

South Africa remains committed to seeking solutions through peaceful means.

The real challenge for South African foreign policy is to be able to play an effective role, and the role that is expected of us, in dealing with the vast plethora of international issues that engage us and the international community at large.

This Strategic Plan outlines the service delivery commitments of the Department of Foreign Affairs, conducted under the direction of the President and the Minister of Foreign Affairs. The Plan articulates the focus of the department's work for the 2003/04 financial year in terms of its mission statement of promoting and protecting South Africa's national interests and values, promoting the African Renaissance and creating a better life for all.

The Plan includes all statutory requirements as defined in Chapter 5 of the Public Finance Management Act (Act No. 1 of 1999) and Chapter I, Part III B of the new Public Service Regulations (2001).

Part 1 of the Strategic Plan outlines the role and challenges for South African Foreign Policy, the mandate of the department in terms of the principles and basic tenets informing our approach to foreign policy, the department's vision, mission, strategic objectives, values and foreign policy priorities.

Foreign policy priorities have been developed after wide consultation within the department, within the International Relations, Peace and Security Cluster, within the Extended Cabinet Committee and after due consideration to the Presidents State of the Nation Address.

Part 2 of the plan contains the medium term objectives, Departmental Programme Structure and a Service Delivery Improvement Plan (also referred to as a One-Year Operational Plan). Parts 3, 4 and 5 outline plans for the management of Information and Communications Technology, Fixed Assets and Human Resources.

To enhance delivery and performance time frames and performance indicators have been developed. However, when referring to the foreign policy activities of the department, it must be borne in mind that the nature of the work does not lend itself to easy measurement. Hence the performance indicators will continue to be refined to enhance accuracy and reliability of performance measures. Furthermore, the environment in which the

## INTRODUCTION BY THE ACTING DIRECTOR-GENERAL

### ABDUL S MINTY

department operates is unpredictable, complex, multidimensional and involves numerous role-players. Hence, setting time frames for the achievement of priorities and objectives is at best difficult.

Priority interests during the 2003/04 performance cycle relates to our role and responsibilities to the African Union, currently as Chair and thereafter as part of the troika, the implementation of the New Partnership for Africa's Development, Peace and Security and Sustainable Development.

Internally, priority is given to the continued transformation of the department with particular emphasis on Institution Building, capacity building, and efficient and effective service delivery. The department has also initiated a plan for housing the entire Head Office in one building, and hopes to launch the implementation phase later this year. This will represent an important milestone in uniting the department and in enhancing a corporate identity.

The Strategic Plan will form the basis for the development of Business Plans, Performance Agreements and resource requirements for Business Units at Head Office and for our Missions abroad.

Performance reviews are scheduled during mid-term and year-end. However, changes to the priorities, objectives and work plans may be undertaken at any other times as well, given developments in the global environment.



The Minister of Foreign Affairs, in accordance with her Cabinet portfolio responsibilities, is entrusted with the formulation, promotion and execution of South Africa's foreign policy and with the daily conduct of South Africa's international relations. The Minister assumes overall responsibility for all aspects of South Africa's international relations in consultation with the President. In practice, the Minister consults The Cabinet and individual Cabinet Ministers on aspects of importance, as well as on aspects that overlap with the priorities and programmes of other Ministries and Departments.

In view of the Ministers overall responsibility, the Minister advises the Presidency and Ministers on those international matters in which they should be involved, provides them with strategic information on developments in the international arena, facilitates their participation at international events, and advises them on policy options that they may pursue in the national interests. Other Cabinet Ministers are required to consult the Minister of Foreign Affairs on their international role. From this practice at Cabinet level, which is a Presidential instruction, it follows that there must be a similar interaction between departments.

## MANDATE OF THE DEPARTMENT

According to the South African Constitution the President is ultimately responsible for the foreign policy and international relations of South Africa. It is the prerogative of the President to appoint Heads of Mission, to receive foreign Heads of Mission, to conduct state to state relations and to negotiate and sign all international agreements. International agreements which are not of a technical, administrative or executive nature will only bind the Republic after being approved by Parliament. Parliament also approves ratification or accession of the Republic to multilateral agreements. All international agreements must be tabled in Parliament for information purposes.

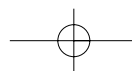
To facilitate interaction and collaboration, government has implemented the system of Clusters at both Ministerial and departmental levels. Important issues of foreign policy and international relations, the development of sector priorities and the implementation of international relations programmes are the core foci of the clusters. In terms on this mandate, the department participates in all five clusters and Co-chairs the International

Relations, Peace and Security Cluster.

The Parliamentary Portfolio Committee on Foreign Affairs is an important mechanism to ensure oversight and accountability in the formulation and conduct of South Africa's foreign policy and relations.

The Department's overall mandate is to work for the realisation of South Africa's foreign policy objectives. More specifically, the Department's primary mandate is to





*State of the Nation Address – President Thabo Mbeki.*

assist the Minister in carrying out her cabinet and Ministerial responsibilities. The Department conducts its mandate by: monitoring developments in the international environment; communicating government's policy positions; developing and advising government on policy options, mechanisms and avenues for achieving objectives; protecting our sovereignty and territorial integrity, assisting South African citizens abroad; and by assisting partner

departments in navigating complex international dynamics.

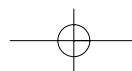
South Africa's diplomatic and consular missions help to enhance our international profile, and serve as strategic mechanisms for the achievement of our national interests and for carrying out our mandate. South Africa maintains diplomatic relations with countries and organisation through 96 missions in 85 countries abroad, and through the accreditation

of more than 160 countries and organisations resident in South Africa.

#### **DEFINING SOUTH AFRICA'S FOREIGN POLICY**

Foreign policy is a multidimensional set of policies, principles, strategies, objectives, and plans that cannot easily be packaged into a neatly described formula. However, it is necessary to consider in broad but clear terms the general orientation of our foreign policy – which serve to define our national values and benchmark our foreign policy decision-making and strategies.

Our Presidents and Foreign Ministers have enunciated the principles underlying South Africa's foreign policy since 1994 in various forums. These include State of the Nation addresses, budget vote speeches, addresses to international and regional bodies such as the United Nations, the African Union and the Non-Aligned Movement, as well as in various foreign policy discussion documents such as those for Heads of Mission Conferences and Strategic Planning initiatives. Despite some significant changes and developments in the global environment, these principles have remained consistent and enduring, and have taken on even greater significance given current international developments.



The following list of South Africa's foreign policy principles is a distillation from the aforesaid speeches, statements and documents on South Africa's foreign policy.

#### Principles Underpinning South Africa's Foreign Policy

The principles which serve as guidelines in the conduct of our foreign relations include:

- A commitment to the promotion of human rights
- A commitment to the promotion of democracy
- A commitment to justice and international law in the conduct of relations between nations
- A commitment to international peace and to internationally agreed upon mechanisms for the resolution of conflicts
- A commitment to Africa in world affairs, and
- A commitment to economic development through regional and international cooperation in an interdependent (and globalised) world

In addition to the above principles the following tenets have been enunciated as guidelines to instruct our approach to foreign policy:

- Foreign policy is an integrated part of government policy, aimed at promoting security and the quality of life, of all South Africans
- A commitment that South Africa, as a member of the United Nations and as a responsible citizen of the world, will live up to its obligations in this regard and contribute to a peaceful world
- Commitment to the African Renaissance through the African Union and its programme for Africa's development, namely the New Partnership for Africa's Development.
- Commitment to economic development through regional integration and development in the Southern African Development Community and the Southern African Customs Union.
- Interact with African partners as equals

- Pursue friendly relations with all peoples and nations of the world
- Peace making and conflict prevention should receive priority consideration. Preventive diplomacy and proactive initiatives should be the approach, and monitoring mechanisms with African partners is essential
- Actively engage in efforts to secure international peace and security, promote disarmament, prevent genocide, restrict the proliferation of arms and secure a new world security compact through the United Nations (as the primary global security body), the Non-Aligned Movement, the African Union, the Southern African Development Community, the Commonwealth and other multilateral fora.
- Promote multilateralism to secure a rules-based international system
- Promote the democratisation and reform of the United Nations system and the Bretton Woods Institutions (i.e. International Monetary Fund and World Bank).
- Promote a rules-based international trading regime through the World Trade Organisation.
- Combat racism, sexism, xenophobia and other related intolerances.
- Promote the Agenda of the South through South-South Co-operation and North-South Partnerships.
- Eradicate of poverty through the attainment of the Millennium Development Goals by 2015, and through the implementation of manifestos such as the WTO Doha Development Agenda, the Monterrey Finance for Development, World Conference Against Racism and the World Summit on Sustainable Development.
- Support efforts to alleviate the plight of refugees and children in Africa, and elsewhere, and particularly support the work of the UNHCR
- Promote a positive image of South Africa.
- Safeguard South Africa's territorial integrity and sovereignty



## VISION

**OUR VISION IS AN AFRICAN CONTINENT**, which is prosperous, peaceful, democratic, non-racial, non-sexist and united and which contributes to a world that is just and equitable

## MISSION

**WE ARE COMMITTED** to promoting South Africa's national interests and values, the African Renaissance and the creation of a better world for all

## STRATEGIC OBJECTIVES

- Through bilateral and multilateral interactions protect and promote South African National interests and values
- Conduct and co-ordinate South Africa's international relations and promote its foreign policy objectives
- Monitor international developments and advise government on foreign policy and related domestic matters
- Protect South Africa's sovereignty and territorial integrity
- Contribute to the formulation of international law and enhance respect for the provisions thereof
- Promote multilateralism to secure a rules based international system
- Maintain a modern, effective and excellence driven department
- Provide consular services to South African nationals abroad
- Provide a world class and uniquely South African State Protocol service

## VALUES

The Department of Foreign Affairs adheres to the following values:

- Patriotism
- Loyalty
- Dedication
- Ubuntu
- Equity
- Integrity
- Batho pele



## PRIORITIES OF THE DEPARTMENT OF FOREIGN AFFAIRS

### FOREIGN POLICY OBJECTIVES

#### PEACE AND SECURITY

- Conflict Management, Arms Control and Security Co-operation
- International Law, Sovereignty and Territorial Integrity
- International Crime and Terrorism
- Human Rights and Democracy

#### SUSTAINABLE DEVELOPMENT

- Economic Development
- Imaging and Branding
- Integration and Co-operation, and People-to-people Relations
- Poverty Alleviation and the Right to Development
- Human Resource Development and Health
- Environment

### PRIORITIES OF THE MINISTRY OF FOREIGN AFFAIRS

The priorities reflect the focus areas of the department's work programmes, service delivery improvement plans and priorities of the budget for the financial year 2003/4.

They include the priorities approved by the Extended Cabinet

Committee Meeting (January 2003, Pretoria) approved the following priorities of the International Relations, Peace and Security Cluster.

The priorities are:

1. Facilitate South Africa's role as African Union Chair, and its continued role as part of the African Union Troika
2. Implementation of Nepad
3. Regional integration, with specific reference to SADC and SACU
4. Conflict prevention, management and resolution
5. Economic Development and Co-operation
6. Respond to the challenge of unilateralism by ensuring the pre-eminence of multilateralism and respect for international law
7. Develop a positive image of South Africa and to market South Africa internationally
8. Provide efficient and effective support services

## SOUTH AFRICA'S REGIONAL AND MULTILATERAL INTERESTS

### AFRICA

The South African Government has consistently espoused the view that South Africa's destiny cannot, and

should not, be isolated from that of its neighbours in the Southern African region and the rest of the African Continent. The Government's vision for the Continent involves the highest possible degree of economic co-operation, mutual assistance and joint planning, consistent with socio-economic, environmental and political realities.

The department's work on the African continent is principally concerned with the resolution of conflict, the elaboration of the New Partnership for Africa's Development (NEPAD), the transformation of the OAU into the African Union (AU), and the restructuring of the Southern African Development Community (SADC). These objectives have as ultimate goal the creation of the conditions for Africans to develop themselves and their communities to their full potential.

NEPAD is being elaborated as a continental instrument to advance people-centred development, based on democratic values and principles. It functions internally to commit African governments to good governance and to detailed programmes of action, and to projects linked to specific time-frames. Externally, it represents a platform for Africa's engagement and equal partnership with the broader international community. It therefore provides a strategic framework for the

establishment of partnerships aimed at encouraging development initiatives and programmes in Africa. In this sense NEPAD has brought about a veritable paradigm shift in the restructuring of the continent's patterns of interaction, particularly with the highly industrialised countries of the North.

As the culmination of the political and economic action of the continent, the AU can only achieve its full potential if its regional building blocks are in place. For this reason, particular attention is given to the restructuring of SADC, a process that has in effect created a totally new organisation in the Southern African region. Within the region SADC will of necessity remain the primary vehicle for South African policy and action to achieve regional economic development. Of particular importance in the Southern African context, is the development of SADC's 5-year Regional Indicative Strategic Development Plan (RISDP) which will be aimed at operationalising the restructured SADC. This plan is informed by NEPAD so as to ensure that the SADC development agenda is aligned with that of the AU. Naturally the effective operationalisation of the SADC Organ on Politics, Defence and Security will underpin the RISDP.

As a prerequisite for the successful implementation of NEPAD, we will continue to contribute to the creation of

an enabling environment for the resolution of conflicts in Africa, and promote and work towards the creation of a peaceful region and Continent. To this end, our work in the African continent will promote South Africa's regional and multilateral interests towards the realisation of the African Renaissance through the promotion of the objectives of the African Union and NEPAD, in the following areas:

- Within Southern Africa we will seek to maximise the potential of each SADC member state in terms of security and stability; economic and social development and civil society interaction; in support of the restructuring of SADC and the implementation of NEPAD.
- For the rest of the Continent, we will seek to maximise the potential of African countries in terms of security and stability; economic and social development and civil society interaction; in support of the operationalisation of the African Union and its organs, in particular the Commission; the rationalisation and strengthening of the Regional Economic Communities (RECs) for the implementation of NEPAD.
- We will also oversee the national implementation of NEPAD in terms

of the identification and implementation of projects; assist in creating a greater synergy and compatibility between national, regional and continental programmes of action, and promote efforts towards developing appropriate capacities in both RECs and individual countries.

By utilising the appropriate mechanisms of the Continent such as RECs, we intend to work towards the actual design and implementation of social and economic development projects, as identified within the framework of NEPAD, bilateral commissions and like-minded multilateral groupings.

The department will continue to support the African Union Outreach Public Awareness Programme. In this regard all segments of Africa civil society will be engaged in the continent's integration process as well as in the formulation and implementation of programmes of the African Union and NEPAD.

In the implementation of these priorities, the Department will utilise the capacities of Head Office and our Missions in African countries, and will seek to build upon the interaction of our political principals and partner departments, with their counterparts. The Department will also continue to engage with African Missions accredited to South Africa

## ASIA AND AUSTRALASIA

Since 1994 South Africa's interaction with Asia has increased significantly: South Africa presently has fifteen residential Missions in Asia and Australasia. Eighteen countries from this region currently have diplomatic Missions in Pretoria.

Over the past two decades Asia has emerged as one of the world's fastest-growing economic blocs. Rapid growth in China, India and other South East Asian states has made Asia one of the most dynamic regions of the world. Despite Japan's economic woes, it is still the second largest economy in the world. This economic dynamism in Asia has generated tremendous business opportunities for South Africa. Japan and Taiwan feature prominently as markets for South African industrial products, such as vehicles, and as affluence increases in China and India, exports of value-added goods to these countries are likely to grow.

While Japan, Malaysia and Taiwan already rank among the foremost sources of foreign investment, the signif-

icance of China and India, as a future source of investments in South Africa, is expected to grow. South Africa's international companies are finding attractive investment opportunities in China, Indonesia and Thailand in diverse fields such as mining, minerals processing, electronic media and the petro-chemical industry.

Nevertheless, the potential Asia offers as a market for South African goods and a source of direct investment remains largely untapped. Exploiting these opportunities is one of South Africa's most important strategic objectives in the region.

The assertiveness of the region in global politics is increasingly visible,

as demonstrated by the high-profile role played by key Asian countries in global affairs: China is a permanent member of the UN Security Council, Japan is an influential member of the G8 while India and Japan harbour ambitions to be permanent members of a reformed UN Security Council. South Africa and key Asian countries agree on important multilateral issues, such as the reform of the WTO and UN, international disarmament, small arms proliferation and environmental issues. Continued co-operation with Asian countries on these multilateral issues is crucial to the multilateral foreign policies South Africa is promoting.

Despite its generally perceived identity as a unified bloc, Asia comprises a rich diversity of cultures and peoples. Greater Asia today also incorporates former Soviet Union Asian states that are reasserting their Asian roots against their previously enforced Eastern European identity. These countries offer new economic opportunities for South Africa, inter alia in the oil and mining industries. Furthermore, Australasia is moving closer to Asia in terms of carving an identity for itself within



the Asian region and sees its economic future as being tied to Asia.

Several important Muslim countries, e.g. Indonesia, Malaysia, Bangladesh, Pakistan, Brunei, Afghanistan and Indonesia, are Asian and have significant influence in the Muslim world. All of the aforementioned countries are members of the 52 nation strong Organisation of Islamic Conference (OIC). Malaysia, which assumed the Chair of NAM during February 2003, will also become the Chair of the OIC in October 2003. South Africa's partnership with Malaysia in the pursuit of common goals in the international arena is of critical importance.

Key Asian countries are also committed to contributing to the implementation of the NEPAD. Several existing Africa-Asia co-operation fora, such as the Tokyo International Conference on African Development (TICAD), China-Africa Co-operation Forum and India's Focus Africa Programme are being synchronized with NEPAD in order to serve as implementing institutions. NEPAD was well received in South East Asia as is illustrated by the reception President Mbeki received at the XIIIth ASEAN Summit in Cambodia. As a result of South Africa's participation at the Summit, a decision was taken to hold the

#### ASIA'S ECONOMIC IMPORTANCE TO SOUTH AFRICA AND NEPAD:

- More than 27% of South African foreign trade, some R70-billion per annum, is conducted with countries in Asia
- Asia can be a strategic partner in human resource development, agriculture, infrastructure construction, ICT, health and private sector development for South Africa and Africa to realise the implementation of NEPAD
- Tourism from Asia is an important source of income for South Africa and there is a need to further explore opportunities in new and existing markets
- Investment from the region has grown significantly since 1994 and continues to expand
- Present ODA to South Africa from Japan, the third largest contributor, is significant
- Co-operation between Asia and South Africa in international fora such as the WTO, UNCTAD, IMF and the World Bank is crucial in promoting the interests of the countries of the South.

Bandung Afro-Asian Conference during April 2003. This conference will be a valuable opportunity to forge closer ties between Asia and Africa.

Countries of the North (especially the US and EU member states) recognise Asia as a strategically important region and their increasingly high profile involvement with the key countries of Asia on both economic and political fronts bears testimony to this. The location of military bases in Japan, South Korea and a significant military presence in Uzbekistan, illustrate the strategic importance the US attaches to the region.

Several key countries of Asia are leading role-players of the South. They

share common membership with South Africa in international organisations such as the NAM, G-77 and the Commonwealth. South Africa also plays a leading role in the Indian Ocean Rim Association for Regional Co-operation (IOR-ARC).

Asia comprises of both developing and developed countries. It is therefore imperative for South Africa to strengthen ties with this strategically important region, "to strengthen our relations with countries of the South, and improve our multifaceted relations with the developed world", as stated in President Mbeki's State of the Nation Address on 14 February, 2003.



## MIDDLE EAST

The primary strategic significance of the region emerges from its role as the repository of and conduit for the world's largest oil reserves, as well as of other sources of energy such as natural gas. Historically, the region's strategic importance was augmented by its geo-political location as a "bridge" between Europe and Asia; however the significance of this role has waned due to innovations in communications and transport technologies and as a consequence of the ending of the Cold War. More recently, the region has been associated with the emergence of so-called "Islamic extremism" and has been identified by countries such as the USA with the emergence of terrorist networks such as Al-Qaeda. Most recently, the issues of Iraqi compliance with UNSC resolutions on disarmament and the US-led war against Iraq have dominated the international agenda.

The region has been commonly perceived as a source of political volatility in the global landscape. A primary source of this volatility has been the ongoing issue of Israel-Palestine and the historical conflict between Israel and the Arab world. At a broader level, the region's status as the repository of the world's largest oil reserves has had crucial significance for its place in international politics



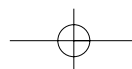
*Minister of Foreign Affairs, Dr NC Dlamini Zuma, Deputy Minister of Foreign Affairs, Aziz Pahad together with  
Palestinian Minister of Planning and International Co-operation Nabil Sha-ath  
after a Bilateral meeting in Pretoria – March 2003.*

and over its domestic politics. As noted above, more recently, Western-based apprehensions over "Islamic extremism" and over terrorist networks have also generated concerns about the stability of the region.

Against the background of South Africa's own transformation to democracy, it has to be noted that most ruling regimes in the region are non-democratic (in the Western sense) and consist of dynastic monarchies. With the exceptions of Iraq, Iran and Syria,

most regimes in the region tend to rely on Western political support and economic investment. With the exception of Israel, most regimes project themselves as Islamic-based and pan-Arabist. It is noteworthy however that there is significant disquiet and discontent at a popular level (the "Arab street") regarding the links of many Governments with the USA and with the West, which is often manifested in a rhetoric of politicised Islam and/or Arab solidarity. There are also signs of





*Super Molo (left) and Deputy Minister Aziz Pahad (right) at a media briefing on the visit to Iraq by the South African technical team on the issue of disarmament .*

dissidence against the ongoing autocratic and unrepresentative nature of the ruling regimes.

South Africa is largely dependent on the Middle East as a supplier of oil, resulting, in the cases of Iran and Saudi Arabia, in negative balance of trade accounts. Some Gulf states have recognised the importance of diversification (notably the United Arab Emirates, Kuwait and Qatar) although most oil producing countries remain primarily dependent on a single-commod-

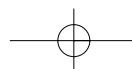
ity economy. The degree to which most governments have been able to subsidise their indigenous populations via oil revenues has meant that prevailing political dispensations have remained largely unchallenged, but that there is significant underdevelopment of human resources. Most countries are significantly dependent on expatriate labour (including South Africans).

Since 1994, South Africa's interaction with the Middle East has increased greatly. South Africa current-

ly maintains 11 Missions in the region and 14 countries from the Middle East have diplomatic missions in Pretoria. South Africa maintains cordial relations with all countries of the region. In general, there has been support in principle for both the AU and NEPAD, although this must be leveraged in terms of concrete commitments. Formal co-operation between the Gulf Co-operation Council (GCC) and SADC is being pursued. South Africa has also applied for Observer status of the Organisation of Islamic Conference (OIC). Recently, the League of Arab States indicated that it intended opening an office in Pretoria. South Africa has further multilateral links through the NAM, the G-77 and the IOR-ARC.

As Chair of the Non-Aligned Movement, South Africa has attempted to play a constructive role in addressing both the Israel-Palestine impasse as well as the situation of Iraq.

Politically, South Africa's contributions to the Middle East Peace Process and toward resolving the crisis over Iraq, have increased its profile in the region and have earned it enhanced respect. However, this must be complemented with an enhanced and revitalised economic strategy and initiative. The potential for trade and investment remains significant and has yet to be pursued to its fullest degree.



## AMERICAS

The countries of Latin America and the Caribbean, with a total population of 543,4 million inhabitants are of importance to South Africa in terms of, inter alia, closer South-South cooperation. South Africa, together with Cuba and Jamaica are members of the NAM Zimbali Working Group, tasked to investigate the relevance of the Non-Aligned Movement in the current global environment. Cuba requested South Africa's support in its bid to host the XIV NAM Summit Conference.

President Mbeki will address the CARICOM Heads of Government Summit, to be held in Jamaica in July 2003. The second meeting of the SA/Brazil Joint Commission and the third meeting of the SA/Cuban Bilateral Commission will be held in South Africa this year.

Proposals have been made to broaden political dialogue, to capitalise on opportunities presented by the coming to power of Brazilian President Lula da Silva, while the election of a new Argentine President in March is expected to provide further opportunities for fruitful engagement with Argentina. Negotiations with MERCOSUR with a



*Minister of Foreign Affairs, Dr Nkosazana Dlamini Zuma with her Mexican counterpart Jorge Castaneda, Mexico City – October 2002.*

view of establishing a free trade agreement between Mercosur and SACU are continuing.

The North American region, which includes the most economically powerful country in the world, is of great importance to South Africa. To a

large extent, the economy of the United States, determines the state of the global economy.

The United States and Canada have both pledged and reiterated their strong support for the NEPAD process, both bilaterally and within the context of the G-8. The challenge is to ensure that this political will is translated into a sustainable and tangible programme of action. Of critical importance will be the active bilateral engagement of the US and Canada on issues such as the need to increase official development assistance as a means to building the necessary capacity to access developed markets; increased foreign direct investment into Africa and provide deeper and wider debt relief.

Although the US is South Africa's largest single trading partner and source of foreign direct investment since 1994, there is significant scope for improvement. Of critical importance and priority in North America is therefore to redouble our efforts to increase South African exports, improve Africa's market access into North America and to increase the number of tourists from North America. In this regard, the branding of South Africa will be of critical importance.

A significant priority will be to ensure a beneficial outcome of the proposed comprehensive (free) trade agreement negotiations between the Southern African Customs Union (SACU) and the US. Given the fact that such comprehensive trade agreements establish long-term relationships, beyond technical issues of trade, the Department must play an integral and pro-active part in the negotiation process together with DTI.

## EUROPE

The most important dimensions of the SA-EU partnership are the economic and political dimensions and the EU's contribution to the success of NEPAD. Relations at both economic and political levels have intensified and strengthened since 1994.

The EU is South Africa's main trading partner. Trade relations between the EU and South Africa are conducted within the framework of the Trade and Development Cooperation

Agreement (TDCA) and its protocols or side agreements on Science and Technology, Wines and Spirits and Fisheries as well as in the context of the World Trade Organisation (WTO). Since the signing of the TDCA, trade between South Africa and the EU has significantly increased.

Other fora, such as the Africa – EU forum, the Franco – Africa forum and Bi-National Commissions with individual EU Member States also serve as useful links in strengthening

South Africa –EU partnership.

South Africa's political relations with the EU date back to the pre 1994 period. With the advent of democracy, political relations were formalised through Ministerial meetings with European Commissioners and Heads of State and Government of Members States and Parliamentary interactions with European Parliamentarians. Political relations will further be strengthened through the establishment of the Political Dialogue as enunciated in the TDCA.

Common interests on global peace and security, multilateralism, sustainable development and a just and equitable world have brought South Africa and the EU even closer.

The signing of the Cotonou Partnership Agreement (CPA), between the EU and the ACP, to which South Africa is party, provided a more formalised framework for the conduct of Political Dialogue between the EU and the ACP group. This will bring further impetus to political debate.



*Deputy Prime Minister Matviyenko of the Russian Federation and Minister of Foreign Affairs, Dr NC Dlamini Zuma sign a Bilateral agreement during the 2nd ITEC held in Pretoria – December 2002*



South Africa is engaging the EU at a high political level to ensure that South Africa, Africa and NEPAD remain on the agenda of the EU's programme.

The accession, in 2004, of 8 Central European countries to the European Union will change the nature of South Africa's political and economic relations with these countries as they will, as European Union members, conform to the guidelines and legal frameworks of that body. To be adequately prepared for this, an intensification of relations, with particular emphasis on market access, including the sourcing of tourism could be seen as the broad areas of focus.

The bilateral relations between South Africa and the Russian Federation is moving towards a strategic partnership through its Inter-Governmental Committee on Trade and Economic Co-operation – this momentum should be sustained. The bilateral relations with Turkey, especially at the political level, should receive further attention in terms of high level visits because of Turkey's geostrategic position within Europe, the Middle East and Asia.

The Nordic countries, as a group and individually, are of the most steadfast supporters of South Africa and Africa in Europe. The Nordic countries

were amongst the first to give their full support to the African Renaissance during the South Africa - Nordic Summit of 2000 and reaffirmed this during the South Africa - Nordic Summit of 2002. The Nordic countries look to South Africa as one of their most important partners in Africa and have supported various projects such as conflict resolution and peacekeeping. On a multilateral level there is good co-operation between South Africa and the Nordic countries and there have been various joint initiatives. The Nordic countries have been long time supporters of democracy in South Africa and have since 1994 contributed over a billion rand in development co-operation throughout the country. The Nordic countries have increased their investment in and trade with South Africa dramatically, and this trend continues. South Africa is a growing tourist destination for the Nordic countries and investment in the tourist industry continues to increase.

### **MULTILATERAL**

The importance of multilateralism for South African foreign policy has been succinctly articulated by the President during the 57th session of the United Nations General Assembly (October, 2002) as well as during the State of the Nation Address (February,

2003). The President emphasized the centrality of multilateralism as the pre-eminent mechanisms for maintaining global order and for dealing with the current challenges facing humanity.

It is also evident in the following extract of the Deputy Ministers Response to the President's State of the Nation Address (February, 2003):

" The cornerstone of our foreign policy will be to end conflicts peacefully, to achieve a new world order that is more equitable and people-centred and to create conditions for sustainable development. This demands that we strengthen and not weaken multilateralism." - Deputy-Minister Aziz Pahad: Response to State of the Nation Address: 18 February 2003.

One of the main consequences of globalisation has been that nations have perceived that complex issues, which affect all countries across the globe, need global solutions. There has therefore been a strong movement towards multilateralism and an increased importance placed on the role of global organisations, particularly the United Nations.

Multilateralism is also important because it offers the smallest and weakest nations an opportunity to make their voices heard, either individually, or through regional groups within organisations.

“

The cornerstone of our foreign policy will be to end conflicts peacefully, to achieve a new world order that is more equitable and people-centred and to create conditions for sustainable development. This demands that we strengthen and not weaken multilateralism.

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South Africa supports a multilateral approach to global issues, especially those seriously affecting Africa, because it offers the best opportunity for African states to achieve their objectives. Unfortunately the current multilateral system is highly skewed in favour of the developed countries and is in serious need of reform.



The issues, however, cannot wait for the system to be reformed, so a two-track approach is needed: making the best of the available opportunities that the system has to offer, while working from within for reform. Prime candidates for reform are the UN itself, especially the Security Council, and the Bretton Woods Institutions. The issues of the WTO are more complex since it is the global trading system that needs to be restructured, and not so much the organisation itself.

South Africa should intensify implementation of the Durban Declaration and Programme of Action domestically, and contribute to the efforts of the UN follow-up at the international level.

South Africa should continue to work for a stronger humanitarian response capability to deal with African and global crises, especially the food crisis in Southern Africa, and promotion of the right to development.

**The three key areas where a multilateral approach offers the Department the best prospects for results favourable to the African Renaissance and the NEPAD are:**

#### **PEACE, SECURITY AND STABILITY**

**As South Africa's lead representative abroad, the Department works within the framework of the AU/NEPAD and the context of the UN system (especially the UNGA and the Security Council) for an end to conflicts in Africa and the rest of the world.**

**We should continue to work for peace and stability through the promotion of non-proliferation and global disarmament, especially in the area of Weapons of Mass Destruction. We will continue our endeavours in the AU and SADC for conflict prevention, resolution and post-conflict reconstruction and development. A special emphasis will be placed on small arms and demining. We will also use our leadership positions in the NAM and Commonwealth Troika to achieve these goals.**

#### **SUSTAINABLE DEVELOPMENT IN AFRICA AND THE WORLD**

**South Africa needs to continue to encourage support for the development agenda of the South, with special reference to the NEPAD, as well as promote the implementation of the outcomes of major global development conferences such as the Millennium Summit, WTO Doha, WCAR, Monterrey FfD and the WSSD.**

**We need to ensure a focus on Africa, using the NEPAD as a framework, in all UN Specialised Agencies, as well as encourage support for health programmes, especially in Africa, with HIV-AIDS as a central focus. We need to work within existing groupings (G77 etc) in striving to achieve these objectives, but should also seek improvements to the way these groupings function.**

#### **HUMAN RIGHTS AND DEMOCRACY**

**South Africa should continue working in the AU/NEPAD and the UN system for the promotion of democracy, human rights and respect for international humanitarian law across the globe, with a special emphasis on women's and children's rights, as well as the rights of the disabled.**