

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

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The publication of the Strategic Plan of the Department of Foreign Affairs (DFA) coincides with the celebration of South Africa’s Ten Years of Freedom. In preparation for this document, the DFA has engaged in extensive reflection and deliberation on the progress made during the first ten years of democracy since 27 April 1994, identified global challenges and mapped out priorities and objectives to address these challenges and to bring about a better life for all.

There are times in human history when change seems overwhelming, impacting on international and national governance and our collective wisdom of what is good for humanity. Change could either be liberating and strengthening the global community, or could be a destructive force threatening the stability of the international system. With the United Nations multilateral system in jeopardy, we are finding ourselves at a crucial historical juncture. The choice is between con-

fronting the challenge of global security, including the eradication of poverty and underdevelopment, collectively or descending into a global order of anarchy and chaos, where international and a global rules-based system are irrelevant and might becomes the sole arbiter of disputes.

The global environment in which South Africa pursues its foreign policy is characterised by, among others, unresolved issues of globalisation and the failure of the Washington consensus to address the development needs of the South. The international system is also challenged by global security issues, such as poverty and underdevelopment, pandemic and communicable diseases, terrorism, the proliferation of Weapons of Mass Destruction (WMD) and small arms, organised crime, drugs, and human trafficking. These issues know no national borders and are of a global nature.

Furthermore, global governance is challenged by the undermining of



*Deputy Minister of Foreign Affairs, Aziz Pahad*

the United Nations (UN) as the core of multilateralism and the risk that the goals of the UN Millennium Development Goals (MDGs) may not be met, especially in Africa. European enlargement and integration introduces another challenge for the international system, particularly for the African, Caribbean and Pacific (ACP)

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states. As yet, the Doha Development Round of the World Trade Organisation (WTO), has not made progress to address the issue of market access for the developing world.

The inequitable global order manifests itself more acutely in Africa than in any other continent. Africa is the only continent where poverty is on the increase with over 40% of Sub-Saharan people living below the international poverty line of US\$1 per day. In absolute terms, bilateral overseas development assistance (ODA) that flows to African economies have dropped in the last decade and fell well short of the estimated US\$50 billion per annum required to meet the goals of the MDGs. The reasons for Africa's marginalisation are many and varied, but suffice it to say that colonialism and neo-colonialism also had a major negative impact.

Today, Africans are appealing neither for the entrenchment of dependency through aid, nor for mar-

ginal concessions. We are convinced that an historic opportunity is presenting itself to bring the human tragedy and the scourge of underdevelopment in Africa to its end. In this process, Africans want to chart and be architects of their own destiny and sustained upliftment and they have articulated their vision, objectives and priorities in the New Partnership for Africa's Development (NEPAD). The requisite resources, including capital, technology and human skills, to launch a global war on poverty and underdevelopment exist in abundance and are within our reach. However, bold and imaginative leadership is required to mobilise these resources and to use them properly.

South Africa's strategic plan for foreign policy has taken into consideration the aforesaid realities. Our considered view is that the strategies presented in this publication are adequate to meet the challenges of our time. Thus, this Strategic Plan focuses on: Global Governance: Political Issues; Global Governance: Socio-Economic Issues; Global Governance: Security Issues; Consolidation of the African Agenda; South-South Co-operation; Political and Economic Relations; Human Resource Development; and Support Services.

Global governance in general emphasises the following: UN reform;

democratisation of the Bretton Woods Institutions; facilitation of increased market access through the WTO; implementation of the Johannesburg Plan of Implementation (World Summit on Sustainable Development) and all commitments and goals of major UN conferences and summits with special emphasis on MDGs; combating of terrorism under UN auspices; involvement in the areas of disarmament and non-proliferation, including WMD, small arms, etc. within the UN Security Council; returning of sovereignty to the Iraqi people; peaceful resolution of conflicts and post-conflict reconstruction in Africa and the Middle East (Israel-Palestine); and fulfilment of South Africa's treaty obligations.

Consolidation of the African Agenda focuses on the following: The operationalisation and strengthening of the organs of the African Union (AU), as well as strengthening bilateral relations; implementation of the Southern African Development Community's (SADC) Regional Strategic Indicative Programme (RISDP); implementation of NEPAD objectives/priorities; and peaceful resolution of conflicts and engagement in post-conflict reconstruction and development in Africa. All this is aimed at realising the objectives of the African Renaissance.

## **MESSAGE FROM THE DEPUTY MINISTER OF FOREIGN AFFAIRS, SUE VAN DER MERWE**

I am privileged to join the Department at a time when we are faced with so many challenges in the execution of our foreign policy. Clearly a lot of ground has been covered over the past ten years. The critical challenges for us now is to consolidate these achievements and leverage our international presence and successful integration in the international community of nations to address the key challenges confronting our reconstruction effort, particularly alleviation of poverty and job creation.

This strategic plan sets out the key areas of focus consistent with priorities identified in the recent Cabinet Lekgotla and sets the basis for cooperative interaction between our Department and other institutions and organs of State.



*President Thabo Mbeki Addresses a press conference during the First Extraordinary summit of the Assembly of the African Union Addis Ababa Ethiopia 3-4 February 2003*



South-South co-operation concentrates on increasing market access, trade and investment among countries of the South; it further aims to establish synergy between the Asian and African implementation mechanisms to maximise Asian support for NEPAD; facilitate development of the India, Brazil and South Africa (IBSA) Dialogue Forum

and the promotion of its agenda; the expansion of tourism promotion; and negotiating framework agreements for free trade agreements with China, India and MERCUSOR.

We remain convinced that South Africa will continue to play an effective and constructive role in international affairs to bring about a human-centred world.



## INTRODUCTION BY THE DIRECTOR-GENERAL OF THE DEPARTMENT OF FOREIGN AFFAIRS, DR AYANDA NTSALUBA

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 2004/05 financial year and the medium term, 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 and the mandate of the Department in terms of the principles and basic tenets informing our approach to foreign policy, as well as the Department's vision, mission, strategic objectives, values and foreign policy priorities.

Foreign policy priorities have been developed after wide consulta-

tion within the Department, within the International Relations Peace and Security Cluster, within the Extended Cabinet Committee, and guided by the President's State of the Nation Address.

Part 2 of the Plan contains the Medium-Term Objectives, the Service Delivery Improvement Plan (also referred to as a One-Year Operational Plan) and the departmental Programme Structure outlining the budget allocations for the medium term. This section also contains a strategy for addressing the managerial challenges of the Department. It is the outcome of a review of the human resources, financial and mission man-

agement systems, and includes an appreciation of quality considerations for the Department.

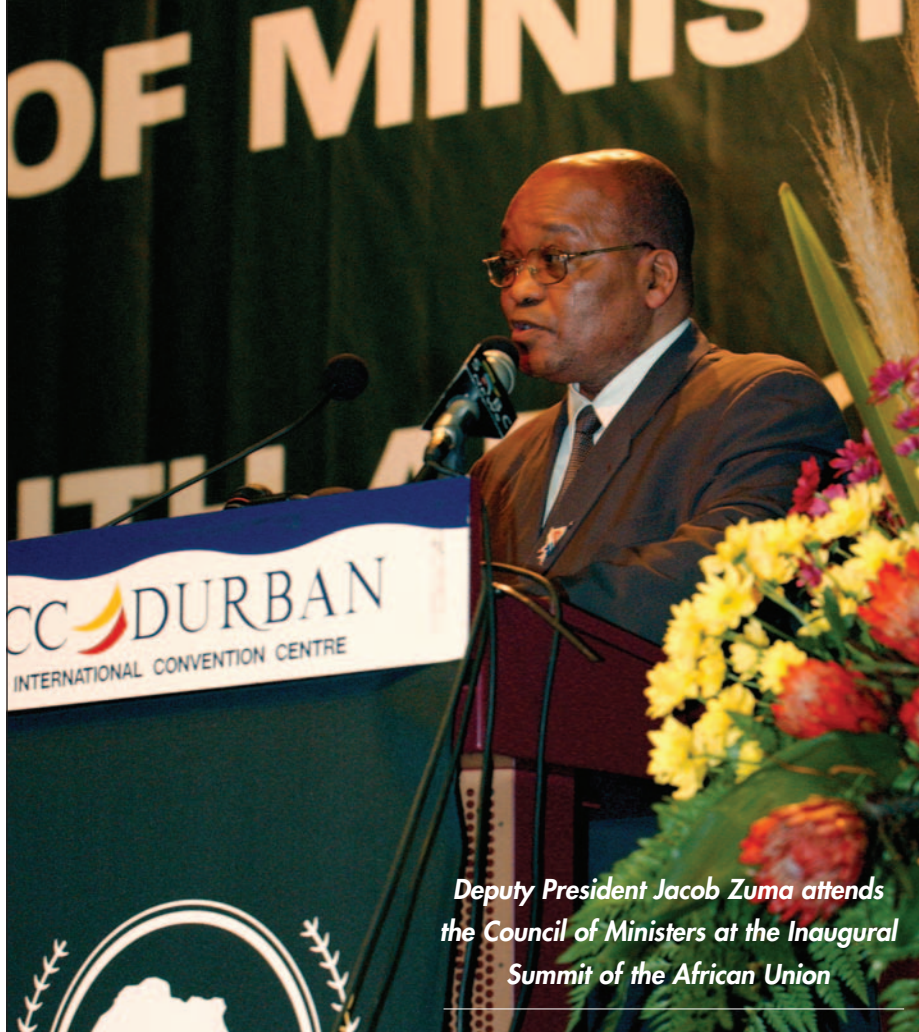
This is the first such attempt by the Department, and is an effort that must be encouraged as we strive to continuously enhance the capacity and performance of the Department. All Business Units are required to respond to the recommendations of the review within the framework of the Strategy.

Parts 3, 4 and 5 outline plans for the management of Information and Communications Technology, Fixed Assets and Human Resources. A steady improvement in all three areas, with particular emphasis on our

Information Communications Technology, would be desirable.

The priorities and objectives outline the core thrusts of the Department's work programme for the medium term, and should remain relatively constant throughout the year. However, it should be borne in mind that the environment in which the Department acts is unpredictable, complex and multidimensional, and that it involves numerous role-players. Hence setting definitive targets, time frames and benchmarks for performance is difficult. Furthermore, the objectives will need to be nuanced for their precise applicability to different regions and cultures.

Priority interests during the 2004/05 performance cycle relate to our role and responsibilities within the international arena, on the African Continent and in targeting the domestic priorities of poverty alleviation and job creation. The Department will also play a major role in the 10 Years of Freedom Celebrations by hosting numerous events to commemorate the



*Deputy President Jacob Zuma attends the Council of Ministers at the Inaugural Summit of the African Union*

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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. This will represent an important milestone in uniting the Department, enhancing a corporate identity and facilitating significant improvements in efficiency and coordination.

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

Performance reviews are scheduled during mid-term and at the year-end. However, changes to the priorities, objectives and work plans may be undertaken at any other time 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 Minister's 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 interest. 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 that 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 formu-





*Former President Nelson Mandela and Cyril Ramaphosa Celebrating the launch of South Africa's first ever democratic Constitution*

lation 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 assist the Minister in carrying out her Cabinet and Ministerial responsibilities.

ties. 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 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 organisations through 105 Missions in 93 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 prescribed formula. However, it is necessary to consider in broad but clear terms the general orientation of our foreign policy – which serves to define

our national values and to 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.

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**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 for 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 inform 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.
- The extrication of millions of South Africans from the second economy, which condemns them to poverty, underdevelopment, marginalisation and loss of human dignity, through growth and modernisation of the first economy, and infusion of capital and resources into the second.
- 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.
- Interaction with African partners as equals.
- Deepening the spirit and practice of co-operation and solidarity between the Caribbean and Africa, CARICOM and the African Union, as well as the African Diaspora, in order to confront the common challenges of poverty and underdevelopment.

- Pursuing friendly relations with all peoples and nations of the world.
- Peacemaking and conflict prevention should receive priority consideration. Preventive diplomacy and proactive initiatives should be the general approach, and monitoring mechanisms with African partners is essential.
- Actively engaging 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 forums.
- Promoting multilateralism to secure a rules-based international system.
- Respect from all countries for the principle and practice of multilateralism, for the continuing responsibility of the UN with regard to issues of international peace and security, and for the peaceful resolution of conflicts.
- Promoting the democratisation and reform of the United Nations system and the Bretton Woods Institutions (i.e. the International Monetary Fund and World Bank).
- Promoting a rules-based international trading regime through the World Trade Organisation.
- Combating racism, sexism, xenophobia and other related forms of intolerance.
- Promoting the Agenda of the South through South-South Co-operation and North-South Partnerships.
- The eradication 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 Agenda, the World Conference Against Racism and the World Summit on Sustainable Development.
- Promoting sustainable and people-centred development.
- Supporting efforts to alleviate the plight of refugees and children in Africa and elsewhere, and particularly supporting the work of the UNHCR.
- Promoting a positive image of South Africa.
- Safeguarding South Africa's territorial integrity and sovereignty.





**DEPARTMENT: FOREIGN AFFAIRS**

**STRATEGIC OBJECTIVES**

- Through bilateral and multilateral interactions to 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 in order 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.

**VISION**

**OUR VISION IS OF AN AFRICAN CONTINENT** that 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.

**VALUES**

**THE DEPARTMENT** of Foreign Affairs adheres to the following values:

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

**PRIORITIES OF THE MINISTRY OF FOREIGN AFFAIRS**

**THE EXTENDED CABINET COMMITTEE** Meeting (January 2004, Pretoria) approved the following priorities of the International Relations, Peace and Security Cluster. The priorities reflect the focus areas of the Department's work programmes, its service delivery improvement plans and the priorities of its budget for the financial year 2004/5. The priorities (elaborated upon in Part 2) are:

- Facilitate the reform of the Global Governance systems
- Consolidate the African Agenda
- Promote South-South Co-operation
- Enhance Political and Economic Relations
- Facilitate Human Resources Development