



A FOREIGN POLICY HANDBOOK



FOR PARLIAMENT 2014



An Overview of
South African
Foreign Policy
in Context

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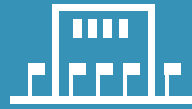
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1

INTRODUCTION



The Parliament of South Africa has a proud tradition of engagement in South Africa's foreign policy. The Portfolio Committee on International Relations and Cooperation (the Committee) has been engaged in debate on numerous issues, from human rights to economic diplomacy, in shaping South Africa's approach towards international relations. As the new Committee begins the work of parliamentary oversight, there is an opportunity to reflect on the first two decades of post-apartheid South Africa's foreign policy.

Due to the dynamic nature of international relations, this handbook does not attempt to capture all the nuances in South Africa's international engagement, but provide an overview of the evolution of South Africa's foreign policy and international diplomatic trends.

In developing this handbook the Institute for Global Dialogue (IGD), supported by the Friedrich-Ebert-Stiftung (FES), hopes to address the practical needs of parliamentarians as they engage with foreign policy. This handbook highlights developments in South Africa's foreign policy (1994-2014), recent diplomatic issue areas, and aims to provide clarity on key concepts.

- Unpack developments in international diplomacy to build a South African understanding;
- Highlight concepts, acronyms and abbreviations within the field of International Relations.



NOTE

Throughout the handbook you will also find 'snapshots' that explain key elements linked to South Africa's foreign policy.

WHAT IS THE PURPOSE OF THIS FOREIGN POLICY HANDBOOK?

This handbook should equip incoming Committee Members with relevant information enabling them to engage critically in the foreign policy debates and processes. In particular this handbook aims to assist assist the Committee in:

- Understanding South Africa's foreign policy aims and objectives as well as the challenge of balancing principles and practice;
- Provide a concise overview of the progress in South Africa's international engagement since the transition to democracy;

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SOUTH AFRICA'S FOREIGN POLICY



- 2.1. Aims and Objectives
 - 2.2. Balancing Principles and Practice
-



Foreign policy analysis is typically concerned with the relations of states. In today's international system this includes navigating a complex array of issues and actors. This section begins by looking at what constitutes South Africa's foreign policy aims, objectives and principles, or the elements that provide the basis for assessing the successes and challenges from 1994-2014.

2.1. AIMS AND OBJECTIVES

What are the aims and objectives of South Africa's Foreign Policy?

The aims and objectives of South Africa's foreign policy are set out in statements made by the President of South Africa, the Minister and Deputy Ministers of the Department for International Relations and Cooperation (DIRCO). These are further contained in DIRCO's annual reports, strategic plans, and policy documents such as the 1996 Discussion Document on South Africa's Foreign Policy and the 2011 draft White Paper on South Africa's Foreign Policy (The Diplomacy of Ubuntu).

The aims:

In broad terms, South Africa's foreign policy guides the country's international engagement aimed at creating a better South Africa, 'contributing to a better and safer Africa, and a better world'. Foreign policy aims to enable a country to draw benefits and advantages from its participation in international affairs. In many cases, especially among developing countries, foreign policy also seeks to reform the international system to enable them to benefit from changing international circumstances.

The strategic objectives:

Objectives are specific goals through which an overall vision will be achieved over a term of government, usually 5-7 years, depending of the constitutional provision of each country.

In South Africa, the following objectives have been identified:

- Through bilateral and multilateral interactions, to protect and promote South Africa's national interests and values;
- Protect South Africa's sovereignty and territorial integrity;
- Contribute to the formulation of international law and enhance respect for its provisions;
- Promote multilateralism in order to secure a rules-based international system.



The Constitution and Foreign Policy

The supreme law of the Republic of South Africa is the Constitution (1996) and all law or conduct that is inconsistent with it is invalid. The President is responsible for South Africa's foreign policy with regards to appointing heads of South Africa's diplomatic missions, receiving foreign heads of diplomatic missions, conducting inter-state relations and entering into international agreements.

The Minister of International Relations and Cooperation (the Minister), in accordance with his/her Cabinet portfolio responsibilities, is mandated and entrusted with the formulation, promotion and execution of South Africa's foreign policy. All aspects of South Africa's international relations are part of the responsibility of the Minister, in consultation with the President and the Cabinet.

(Constitution of the Republic of South Africa, No. 108 of 1996)

Strategic Priorities:

In foreign policy, strategic priorities provide a framework for policy implementation.

The strategic priorities for South Africa are in the form of concentric circles, with Africa in the inner circle, followed by the global South, then the global North and global multilateralism. The current priorities are as follows:

(1) Enhance the African Agenda and Sustainable Development:

- Promote democracy, good governance, human rights, peace and security, and sustainable development on the African continent. This is achieved through identified processes, debates and resolutions, aligned to agendas and schedules of multilateral institutions, particularly the structures and processes of the African Union (AU), inclusive of the African Peer Review Mechanism (APRM).
- Contribute through deployment of personnel and annual financial contribution to the strengthening of mechanisms and structures of the AU and the Southern African Development Community (SADC).
- Advance the implementation of the New Part-

nership for Africa's Development (NEPAD) programmes related to priority sectors and support the Presidential Infrastructure Championing Initiative (PICI).

- Contribute to the processes for the peaceful resolution of conflicts, peace missions; election observer missions; and Post-Conflict Reconstruction and Development (PCRD).
- Provide technical and development cooperation through capacity-building, skills transfer and project funding to identified countries.

(2) Strengthen Political and Economic Integration of SADC

- Contribute to SADC processes, in order to create an enabling environment that is supportive of political and economic integration as well as the effective functioning of the regional organisation.



What is South Africa's National Interest?

'South Africa's national interests are rooted in our Constitution and our history - spelling out the values we aspire to - which we also wish to propagate through our foreign policy practices.'

(Minister Maite Nkoana-Mashbane 2010).

'[T]he main pillars of South Africa's national interest are:

- first, to ensure the stability of the Republic, its constitutional order and its institutions;
- second, to create an environment in which South Africans are and

feel secure, and are free from want and hunger;

- third, prioritise the sustainable growth and development of the South African economy;
- fourth, prioritize the sustainable growth and development of the Southern African (SADC) region;
- fifth, commit ourselves to working for a stable African continent that enables peace and development to take root; and
- sixth, to work towards the creation of a just and equitable world order.'

(Minister Maite Nkoana-Mashabane 2010)

(3) Strengthen South-South Cooperation

- Engage identified organisations and formations of the South, in order to contribute to, and advance common positions of the South, reflecting South Africa's foreign policy priorities.

(4) Strengthen Relations with Strategic Formations of the North

- Engage with groupings of the North with reference to the promotion of national priorities, the African Agenda and the Agenda of the South, through dialogue and participation in summits, and ministerial and senior officials meetings.

(5) Participate in the Global System of Governance

- Contribute to the peaceful resolution of international conflicts with the centrality of the UN charter and the principles of international law;
- Contribute towards global peace and security, political and socio-economic stability, and

sustainable development;

- Respect, promote, protect and fulfill human rights, within an equitable rules-based multilateral system, according to agendas and schedules of multilateral institutions;
- Advocate for the reform of global governance institutions and their secretariats to better address the needs of developing countries;
- Provide legal and policy advice to government regarding all matters related to international law, international legal issues and the custodianship of the official treaty records.

(6) Strengthen Political and Economic Relations.

- Consolidation and strengthening of bilateral political and social relations through structured bilateral mechanisms and high-level engagements in pursuit of national priorities;
- Consolidation and strengthening of bilateral economic relations through the promotion of value-added exports, targeted foreign direct investment (FDI), tourism promotion and development cooperation.

2.2. BALANCING PRINCIPLES AND PRACTICE

South African foreign policy is guided by the following principles:

- A commitment to the promotion of human rights, which are not limited to political rights but include social, economic and environmental 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 the interests of Africa in world affairs;
- A commitment to economic development through regional and international cooperation in an interdependent world.

Like many countries, South Africa faces the challenge of reconciling principles with the practical implementation of foreign policy. South Africa's foreign policy has been inextricably linked with the protection and promotion of human rights, which Mandela once described as 'central to international relations and an understanding that they extend beyond the political, embracing economic, social and environmental'. While there has recently been an attempt to emphasise socio-economic rights, both government and civil society has generally seen human rights in foreign policy in terms of civil political rights. The criticism of foreign policy positions by civil society, the media and other countries, for example in respect of South Africa's voting patterns at the United Nations Security Council (UNSC), are generally focused on political rights.



Test Your Knowledge

South Africa was heavily criticised for overlooking human rights concerns when under Mandela it chose relations with China over those with Taiwan, and would be criticised again for opposing UNSC resolutions condemning human rights violations in Myanmar, Iran, Zimbabwe and on Rape in Conflict during its first tenure as a non-permanent member of the UNSC in 2007-8. It would also be taken to task for denying a visa to the Dalai Lama in 2009.

But what has South Africa done to advance the rights of the poor, women, youth and other vulnerable people in the world? Why have these not received the attention that concerns about freedom of association, freedom of speech, free elections, and other political rights have received in South African foreign policy debates?

3

AN OVERVIEW OF SOUTH AFRICA'S FOREIGN POLICY 1994-2014



3.1 Unpacking South Africa's Foreign Policy

- 3.1.1 South Africa and Africa – The African Agenda
 - 3.1.2 Strengthening South-South Cooperation
 - 3.1.3 Developing North-South Partnerships
 - 3.1.4 South Africa and Global Governance
-



Chapter 7 of the National Development Plan (NDP), *Positioning South Africa in the World*, points out that 'South Africa's foreign policy must be shaped by the interplay between diplomatic, political, security, environmental, economic and regional co-operatives dynamics that define early 21st century international relations'. During the first two decades of democracy, policy decision makers have sought to reposition South Africa on the international stage through multilateral and bilateral engagement. This includes 104 embassies, 15 Consulates/Consulate Generals, 84 Honorary Consulates/Honorary Consulate-Generals/Honorary Consular Agency or Honorary Vice-Consulates, 68 Non-resident Accreditations and membership of 9 International Organisations (2014).

The implementation of South Africa's foreign policy as guided by Presidents Mandela, Mbeki, Motlanthe and Zuma, has seen elements of both continuity and change.

1994-1999

NELSON ROLIHLAHLA MANDELA

Foreign Policy under the tenure of the first democratically elected President, Nelson Mandela, was linked to the promotion of human rights, peace, justice, unity and democracy. This was a period which saw the pursuit of an 'independent' approach to international affairs. South Africa sought to re-define relations with both existing partners and those that had supported the ANC in the liberation struggle. Guiding these interactions was a focus on the creation of a prosperous and peaceful country, and re-establishing the role of South Africa as a 'responsible global citizen'. Mandela's iconography supported normalisation in relations and also challenged the powerful on key norms like peace and justice, as he did when he reconciled the UK and US with Muammar Qaddafi, and when he publicly refused to be told not to meet the Cuban president, Fidel Castro.

1999-2008

THABO MVUYELWA MBEKI

Following from Mandela, Mbeki continued the focus on defining South Africa's position within the international system. During this period there was a particular emphasis on the role of Africa within South Africa's foreign policy. The idea of 'African Renaissance' gained traction, and President Mbeki was centrally involved in the transformation of the Organisation of African Unity (OAU) to the African Union (AU), the development of the New Partnership for Africa's Development (NEPAD) and the African Peer Review Mechanism (APRM). Of course, it was also under Mbeki that South Africa cemented its role in the world as an emerging power. Concern was, however, raised regarding the President's role in his government's legal challenge against multinational pharmaceutical companies over the pricing of AIDS medicines and then later his personal opinions on HIV/AIDS and South Africa's soft approach towards Zimbabwe (quiet diplomacy).

2008-2009**KGALEMA
PETRUS
MOTLANTHE**

Kgalema Motlanthe assumed the position of president from September 2008 to May 2009, effectively completing Mbeki's second term. Although he is often overlooked in terms of his contribution to foreign policy, due to the brevity of his tenure, he played a crucial role in ensuring stability and continuity in South Africa's international relations. During this period Motlanthe played a role in managing South Africa's multilateral relations through his attendance at the Southern African Development Community (SADC), the India-Brazil-South Africa (IBSA) Forum, the G20, and the AU.

2009**JACOB
GEDLEYIHLEKISA
ZUMA**

During President Zuma's first term (2009-2014), the name of the Department of Foreign Affairs (DFA) was changed to the Department of International Relations and Cooperation (DIRCO). This is to reflect a greater emphasis on partnerships in South Africa's international conduct. Africa has remained central in foreign policy. The focus has also been on strengthening relations with the geo-political South. This was given further impetus through South Africa's inclusion among the emerging powers of the Brazil-Russia-India-China (BRIC) countries. Zuma's administration has given particular emphasis to building linkages between domestic and foreign policy. There has also been an expansion and strengthening of bilateral cooperation with individual countries: in 2012 alone, 32 structured bilateral summits were held to advance the foreign policy-national interest nexus.

**3.1. UNPACKING SOUTH
AFRICA'S FOREIGN POLICY**

South African foreign policy has seen a number of successes and challenges in meeting the country's objectives and strategic priorities.

3.1.1. Africa and the African Agenda

South Africa's foreign policy is firmly focused on consolidating the African Agenda. Although there is yet to be open debate on what the African Agenda is, some of the key elements identified from policy statements include:

- Asserting of South Africa's African identity;
- Promoting peace, stability, security and post-conflict reconstruction and development in Africa;
- Supporting and promoting socio-economic development within the framework of NEPAD and regional integration;
- Strengthening bilateral relations on the continent;
- Enhancing African unity and integration through the strengthening of continental institutions of governance (AU); and
- Strengthening regional integration and institutions, with special focus on the SADC and the Southern African Customs Union (SACU).

The AU

South Africa has been active in strengthening the African Union, the New Partnership for Africa's Development (NEPAD) and the African Peer Review Mechanism (APRM). In 2010 NEPAD, with its focus on eradicating poverty, promoting sustainable development, empowering women and promoting regional integration, was formally integrated into the AU's structures. South Africa's President currently chairs the AU/

NEPAD Presidential Infrastructure Championing Initiative (PICI), which includes a focus on a North-South Road and Rail Corridor.

South Africa played an instrumental role in establishing the APRM. This was an innovative idea unique to the continent that provides a platform for states to peer-review democracy, governance (both political and economic), and socio-economic development. South Africa has already received its Country Review Report (CRR) from the second APRM report submission (2011), which highlights areas such as gender, civil society participation, access to information on human rights, and tackling corruption for government's consideration. The challenge for the success of the APRM is in the voluntary nature of the process.

The election of South Africa's Dr Nkosazana Dlamini-Zuma as the Chairperson of the AU Commission in 2012 signaled a shift in South Africa's readiness to push the African Agenda. This is reflected in the country assuming a central role in supporting the effectiveness of the Commission as an executing agency of the AU collective.

Regional Integration – SADC

South Africa's immediate region is a central element to South Africa's foreign policy, but an area that is often not given due attention. In terms of socio-economic development, regional integration is a priority, particularly as intra-regional trade remains small in comparison to trade with other extra-regional partners.

The South African Customs Union (SACU), established in 1910, is one of the oldest in the world. It is a revenue sharing agreement between South Africa, Botswana, Lesotho, Swaziland and Namibia (BLSN). The SACU Agreement was renegotiated and concluded between South

Africa and the BLSN states in 2002, and came into effect in 2004. South Africa assumed the position of Chair of SACU in 2010, focusing the organisation on elements such as a regional industrial policy, trade, revenue and the establishment of institutions such as the SACU Tariff Board and the SACU Tribunal. Transforming SACU into an institution for the promotion of regional integration has, however, faced the challenge of an over-dependency by the BLSN states on the South African economy.

The question of regional integration has moved beyond the promotion of intra-regional trade and market development within SADC. It has moved to building an inter-regional tripartite free trade area between SADC, the East African Community (EAC) and the Common Market for Eastern and Southern Africa (COMESA). This is currently under discussion.

Peace and Security

South Africa is an active participant in support of the continent's peace and security. Engagements in peace and security on the continent includes Burundi, the Central African Republic (CAR), the Comoros, the Democratic Republic of Congo (DRC), Ethiopia/Eritrea, Guinea-Bissau, Ivory Coast, Lesotho, Liberia, Madagascar, Mali, Rwanda, São Tomé and Príncipe, Somalia, Sudan, South Sudan and Zimbabwe. South Africa has also been an active party in facilitating the dialogue and negotiations between Morocco and the Western Sahara.

During South Africa's second tenure in the United Nations Security Council (UNSC) and the AU Peace and Security Council (PSC) in 2011-12, Pretoria successfully promoted AU-UN cooperation on peace support missions. The result was the unanimous adoption of the UNSC Resolution 2033 (2012), which formalised the cooperation between the AUPSC and the UNSC.

South Africa chaired the SADC Organ on Defence, Politics and Security Cooperation during 2011-2012, focusing on strengthening the synergy in peace and security processes at UN, AU and SADC levels, and supporting negotiated political solutions in Zimbabwe and Madagascar. The challenge has been in ensuring sufficient resources for peacekeeping and post-conflict reconstruction and development.

Socio-Economic Development

Socio-economic development is seen as central to supporting peace and stability on the continent. As part of the African Agenda, South Africa is committed to a number of regional and continental development initiatives, including championing the AU/NEPAD Presidential Infrastructure Championing Initiative and its North-South Road and Rail Corridor.

South Africa's own trade and foreign direct investment to the continent has seen dramatic increase, exceeding R 210 billion in 2012, which is almost double the volume of trade with North America. Trade statistics show an upward trend going forward. South Africa's trade with the SADC region has grown strongly over the past five years, although still trailing the EU as a destination of exports.

The challenges for South Africa's engagement on socio-economic development are the uneven levels of development and the relative power of the South African economy vis-à-vis many African countries.

South Africa's Bilateral Relations with Africa

The African Agenda has seen South Africa focus on improving bilateral relations across Africa. This includes the idea of engagement with 'anchor states', or key states located within the different regions across the continent. There has been

tension in relations with states such as Nigeria, Rwanda, Kenya and Zimbabwe, yet relations with others (including Angola and Tanzania) have been strengthened. South Africa is currently represented in 53 states across Africa, with physical representation in 42 African countries. The majority of Binational Commissions that the country has are with countries in southern Africa.

3.1.2. Strengthening South-South Cooperation

Strengthening South-South cooperation relates back to experiences from the 1955 Bandung Conference. Here countries from Africa and Asia gathered to discuss solidarity in defining their role in a world built under colonialism, a system under which they were subordinate. The Conference explored how this could enhance peace, economic development, decolonisation and the role of the 'Third World' in international relations.

For South Africa, South-South cooperation includes strengthening the political, social and economic linkages with partners in the developing world, especially emerging powers like China, India, Brazil, Indonesia, Thailand, Mexico and Turkey. There is also a focus on multilateral platforms of the South such as the Non-aligned Movement (NAM), the G77 +China, IBSA and the New Africa Asia Strategic Partnership (NAASP), where matters of global reform, South-South cooperation and intra-South economic relations are promoted. South Africa also focuses on deepening trade, investment and market access as well as pursuing global reform in challenging the unrepresentative structure of global governance (such as the International Monetary Fund (IMF), the World Bank and the UN Security Council).



South Africa and South-South Multilateralism:

- The Non-Aligned Movement (NAM)
- The G77 + China
- The India, Brazil, South Africa (IBSA) Trilateral Forum
- The New Africa Asia Strategic Partnership (NAASP)
- The Indian Ocean Rim Association (IORA, previously the Indian Ocean Rim – Association for Regional Cooperation IOR-ARC)
- The Brazil, Russia, India, China and South Africa (BRICS) Forum

- Participation in Region-to-Region dialogues:

- The India-Africa Forum
- The Forum on China-Africa Cooperation (FOCAC)
- The Africa-South America Dialogue
- The Africa-Caribbean-Pacific (ACP) group

Under the Zuma administration, there has been a particular focus on the BRICS. There was concern when South Africa was left out of the initial BRIC platform of 2009, although it subsequently joined BRICS in 2011. Although questions were raised on South Africa's inclusion (given its small economic and demographic size compared to the BRIC countries), South Africa has successfully engaged in BRICS in promoting the African Agenda. In 2013 South Africa hosted the 5th BRICS summit under the theme, *BRICS and Africa: Partnership for Development, Integration and Industrialisation*. This was the first time that African leaders were invited to attend a dialogue with BRICS leaders. Central to the BRICS summit in South Africa, were the discussions on the establishment of a BRICS Development Bank.

There is growing attention on South Africa's positioning as the geographically pivotal state within the southern hemisphere at the sea lanes nexus of the Indian and the South Atlantic Oceans. This focus on ocean governance within the framework of South-South cooperation, is gaining traction. It is happening at a time when maritime security and functional cooperation along with the promise of a 'blue economy', are gaining critical currency in the geopolitical economy of securing the global commons.

South Africa continues to point to the value of the IBSA Trilateral Forum in terms of the concrete projects in development cooperation and shared positions on international governance reform and democracy. However, this platform has not attracted the same attention as BRICS internationally. Indeed, the 2013 IBSA summit was indefinitely postponed (on the year of its 10th Anniversary).



South Africa's Butterfly Strategy:

South Africa's foreign policy approach has been described as a 'butterfly strategy', with the body representing Africa and the outstretched wings representing relations with the East and the West.

In addition to developing South-South cooperation, South Africa has deepened engagement through strategic bilateral relations with countries of the South. This includes other key emerging economies such as Turkey, Indonesia, South Korea, Argentina, and Mexico.

The challenge for South Africa is in maintaining and deepening this cooperation. This is due to capacity constraints, overlapping groupings and no clear strategy for managing economic and political diplomacy.

3.1.3. North-South Cooperation

South Africa's focus on North-South relations has come under scrutiny following the perceived attention given to South-South cooperation. Engagement with the North centers on trade, investment and 'aid' (development cooperation).

Multilateral engagements with strategic organisations of the North include multilateral fora such as the G8, the G20, the Organisation for Economic Co-Operation and Development (OECD) and the European Union (EU). In each instance these platforms have been used to pursue the African Agenda. For example, while participating at the G8 as part of the Outreach 5, South Africa

secured a focus on Africa through commitments to NEPAD, the development of an African Action Plan, and the African Partnership forum. South Africa's participation also saw discussion on debt relief, investment and trade for Africa. Whether the G8 is open to South Africa to engage in future is questionable. South Africa (along with Nigeria) was not included among the states invited to the G8 meeting in the USA (2012).

Internationally, focus has shifted from the G8 to the G20. This grouping includes the top economies of the world, representing 85% of global gross domestic product (GDP) and two-thirds of the global population. It also offers a platform for discussion on a range of issues on the international agenda. South Africa currently sits as co-chair of the G20's Working Group on Development, and is the only African member in the G20.

South Africa is also the only country on the continent that has a strategic partnership with the EU. South Africa's working relationship with the EU has seen some challenges, including the Economic Partnership Agreements (EPAs), agriculture, geographic naming (e.g. port and sherry), and fishing access in South Africa's waters. However, there has been considerable investment and development cooperation, particularly in the field of science and technology. This includes an agreement between EURATOM and South Africa on the peaceful use of nuclear energy, a R 1.3 billion / 100 million € support programme for South Africa's infrastructure programme, a rural electrification scheme, and furthering cooperation on maritime security and human rights. The Joint Action Plan also looks to deepen parliamentary engagement, through South Africa-EU bilateral parliamentary relations in a Memorandum of Understanding (MoU) and member visits.

Bilaterally, South Africa continues to engage with countries of North America and Europe, as well as Japan (TICAD) and Australia. This has seen a number of commitments within the priority areas of trade, investment and development cooperation. These include numerous examples like the US President's Emergency Plan for AIDS Relief (PEPFAR), which has contributed \$4.2 billion to South Africa in the fight against HIV/AIDS; Canada's development cooperation; UK's contribution of around R1.8 billion for the Square Kilometer Array (SKA) radio telescope and German development funding for the Department of Housing.

With reference to South-South cooperation, there is the challenge of limited capacity in managing these varied relations and fully exploiting their potential. There is also a lack of a concrete country strategy to guide the harnessing of strategic opportunities.

3.1.4. South Africa and Global Governance

South Africa foreign policy highlights the importance of multilateralism as a means to ensure broad participation in international relations. The challenge is that many of the multilateral structures in the global system reflect a post-World War II context, such as the United Nations Security Council (UNSC). They also fail to include representatives from developing countries within the top echelons, such as the International Monetary Fund (IMF) and the World Bank. The result is that these structures are not inclusive and are not adequately able to address many of today's global challenges such as climate change, human security or nuclear non-proliferation.

While urging reform, South Africa has played an active role within a number of multilateral fora. This includes being elected to a non-permanent

seat on the UNSC for 2007-2008 and again in 2011-2012.

Recognising that the UN is the most representative international organisation, South Africa has been an active participant in the debates and negotiations in the UN's subsidiary bodies. This includes successfully hosting the UN Framework Convention on Climate Change (UNFCCC) in 2011, and attaining agreement on the Durban Platform for Enhanced Action. South Africa has also been elected to the UN Economic and Social Council (ECOSOC), where discussions are currently focused on the Millennium Development Goals (MDGs) and the post-2015 Development Agenda. The country has also been a participant in the Fourth Committee of the UN General Assembly, in support of human rights and self-determination entitlements of the people of Palestine, Western Sahara and other marginalised communities. It has also participated in the UN's Rio+20 Conference on Sustainable Development.

Other multilateral negotiations in which South Africa has taken a leading role includes; the 2010 Review Conference of State Parties of the Nuclear Non-Proliferation Treaty and the Kimberley Process Certification Scheme (KPCS).

4

4. SOUTH AFRICAN FOREIGN POLICY AND ITS STAKEHOLDERS



- 4.1. The Presidency
 - 4.2. Parliament
 - 4.3. The Department for International Relations and Cooperation
 - 4.4. Civil Society and Business
 - 4.5. Other Government Departments
-



Having considered the aims and objectives along with the practice of foreign policy, this section sets out to provide an overview of a number of stakeholders that engage in South African foreign policy processes.

4.1. THE PRESIDENCY

The Presidency's mandate ensures that the President is able to execute his/her constitutional obligation to promote unity and activities that will enhance the Republic. The Presidency, through considered planning, co-ordination, oversight, mobilisation and support, functions to facilitate a common programme that aids the fulfillment of the electoral mandate and the enhanced integrity of state. Furthermore, the Presidency aims to facilitate an integrated and coordinated approach to South Africa's governance through the alignment of sectoral priorities with the national strategic policy framework.

According to the Constitution, the President appoints the Ministers, and assigns their powers and functions (and may also dismiss them). The President is also responsible for the development and implementation of national policy, the appointment of ambassadors, and diplomatic and consular representatives.

4.2. PARLIAMENT

Parliament's broad role in the foreign policy decision-making processes includes the ratification of treaties, the evaluation of policy documents, and allocating and appropriating funds to DIRCO. As such, Parliament has the opportunity to play a central role in defining the shape and direction of South Africa's foreign policy. While Parliament has played a role in debates such as the use of South Africa's troops in peacekeeping on the continent, and parliament to parliament engagement, there is scope for furthering debate and engagement on South Africa's foreign policy.



Parliament and Foreign Policy

Oversight and accountability for the formulation and conduct of South Africa's foreign policy are vested in the Parliamentary Portfolio Committee on International Relations and Cooperation.

Parliamentary Committees are mandated to:

- Monitor the financial and non-financial performance of government departments and their entities to ensure that national objectives are met.
- Process and pass legislation.
- Facilitate public participation in Parliament relating to issues of oversight and legislation.

In particular, the Portfolio Committee on International Relations and Cooperation oversees and ensures accountability in the formulation and conduct of South African foreign policy.

4.3. THE DEPARTMENT OF INTERNATIONAL RELATIONS AND COOPERATION (DIRCO)

The Department of International Relations and Cooperation is the primary actor in conducting, coordinating and promoting South Africa’s international relations and foreign policy objectives. DIRCO also monitors international developments and advises government on foreign policy issues and related domestic matters. DIRCO therefore aims to protect and promote South African national interests and values, through bilateral and multilateral interactions.

- Provide consular services to South African nationals abroad;
- Provide a world class and uniquely South African State Protocol service.
(Strategic Plan 2010-2013)

4.4. CIVIL SOCIETY AND BUSINESS

Foreign policy is traditionally seen as the preserve of the elite, or the interested few. In South Africa, civil-society has played a vibrant role, informed by the active role of civil society groups in the struggle against apartheid. Examples where engagement between government and civil society have seen success include the Kimberly Process Verification Scheme, which aimed to put a stop to the global trade of ‘blood diamonds’, and the International Campaign to Ban Landmines.

The private sector, or business, also has an interest in South Africa’s international engagement. A number of South African businesses are located across the continent and abroad. Efforts have been made in the past to engage this group through the Big Business Working Group (BBWG) and DIRCO’s outreach programmes. More could be done to promote dialogue, a point raised by Chapter 7 of the NDP.

The DIRCO aims to establish a South African Council on International Relations (SACOIR) to act as a ‘consultative platform’ for engagement with non-state actors. Both civil society and the private sector provide valuable resources that could be mobilised in pursuit of South Africa’s foreign policy priorities. These would include access to international networks, knowledge, information, and technology.



DIRCO 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 International Relations 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;



Track II Diplomacy

Non-governmental organisations (NGOs), individuals and business have a particular value in Track II Diplomacy. Track II diplomacy is the role of citizens in meeting ‘unofficially’ for discussions to find common ground where official negotiations could not.

There is also discussion of a Track 1.5 process which finds the middle ground in including both government and non-government participants.

4.5. OTHER GOVERNMENT DEPARTMENTS

In addition to DIRCO, there are a number of other government departments that actively engage in South Africa’s international relations. Economic diplomacy is a strategic priority in South Africa’s foreign policy. This sees the Department of Trade and Industry (DTI) playing a key role in supporting South Africa’s international economic and commercial engagement.

The Department of Environmental Affairs (DEA) plays a central role in negotiating South Africa’s position on climate change at the UNFCCC. The Department of Science and Technology (DST) is playing an increasingly prominent role in managing South Africa’s science diplomacy. This includes managing relations with international partners looking to support and invest in South Africa’s science, technology and innovation (STI) sectors, as well as promoting South Africa’s STI sectors internationally.

The Department of Defence (DoD) has moved from the conventional use of the military for defense purposes to a more active role in peace-keeping and peace-building. The role of the DoD has therefore become increasingly salient, as South Africa undertakes an enlarged and active role in peace support operations on the African continent, such as the UN intervention brigade in the DRC and maritime security. As of December 2012, South Africa had made significant contributions to a number of UN peacekeeping operations. These include the UN Organisation Stabilisation Mission in the Democratic Republic of the Congo (MONUSCO), the UN Mission in Darfur (UNAMID) and the UN Mission in Somalia (UNMISS).

5

DEVELOPMENTS IN DIPLOMACY



- 5.1. Parliamentary Diplomacy
- 5.2. Environmental Diplomacy
- 5.3. Health Diplomacy
- 5.4. Paradiplomacy
- 5.5. Development Diplomacy
- 5.6. Economic Diplomacy
- 5.7. Science Diplomacy
- 5.8. Public Diplomacy



There are many interpretations of what diplomacy is, although broadly it can be defined as the conduct of relations through peaceful means, in pursuit of particular objectives. South Africa's diplomacy is the means (method) by which South Africa's foreign policy priorities are pursued. International engagement has become increasingly technical in nature, requiring additional competencies in a variety of areas. This section highlights some of the issue areas in which South Africa's diplomacy is active.

5.1. PARLIAMENTARY DIPLOMACY

Parliamentary delegations are increasingly engaged in their own international relations. At the bilateral level, parliaments may look towards strengthening relations with other parliaments in an effort to build people-to-people contacts, and seek ways to enhance oversight. At the multilateral level, Parliamentarians may participate in multilateral meetings at the UN or organisations such as the Inter-Parliamentary Assembly, the Pan-African Parliament or the Commonwealth Parliamentary Association (CPA). South Africa's Parliament has been active in engagement with the Pan-African Parliament, the European Parliament, the CPA and the International Parliamentary Union.

5.2. ENVIRONMENTAL DIPLOMACY

The United Nation Environment Programme (UNEP) defines environmental diplomacy as a combination of tools and approaches to help parties in dispute create opportunities for cooperation, confidence building and conflict transformation. This could be achieved through addressing joint environmental and natural resource issues. Environmental diplomacy is of growing importance to the prevention, management and resolution of disputes, tensions and conflicts over natural resources. Examples of South Africa's own environmental diplomacy

include the negotiations to secure the trans-frontier parks, regional negotiations on water security and biodiversity, and South Africa's climate change negotiations.

5.3. HEALTH DIPLOMACY

Peter Bourne first introduced the concept of 'medical diplomacy' during early 1978. He was of the opinion that 'the role of health and medicine' could serve the purpose of bettering international relations, functioning as a basis for establishing a dialogue and bridging diplomatic barriers. Diplomats, government officials and international organisations are increasingly encouraged to embrace global health diplomacy as a tool to simultaneously carry out programmes that aims to improve health, as well as strengthening relations between states.

South Africa is significantly affected by HIV/AIDS and tuberculosis (TB), as well as instances of malaria. It is situated in the perfect position to capitalise on the use of health diplomacy, particularly as South Africa is at the forefront of combating HIV/AIDS.

5.4. PARADIPLOMACY

Paradiplomacy refers to the international relations of sub-national governments (provinces and municipalities). The growing recognition of regions or provinces as important economic hubs in a highly competitive global economy is driving advancements in paradiplomacy. In South Africa, provinces as well as cities are looking to (or already have) developed international relations strategies to build these partnerships. An example of South African paradiplomacy is the engagement between South Africa's Limpopo province and Mozambique's Gaza province, in the upgrading of transport links in support of socio-economic development.

5.5. DEVELOPMENT DIPLOMACY

As the Millennium Development Goals (MDGs) reach their date for conclusion, negotiations on the Post-2015 Development Agenda gather pace. Discussions on the role of 'aid' and 'aid effectiveness' within multilateral settings such as the G20 and the UN have also focused the attention of governments on the international politics of development.

South Africa's development diplomacy places emphasis on building capacities to deliver on human security needs in an efficient, democratic and sustainable manner. South Africa has focused attention on providing institutional and capacity-building support to a number of African countries emerging from violent conflict. These include Burundi, South Sudan, the Comoros and the Democratic Republic of Congo (DRC).



From Aid to Development Cooperation

The discussion of 'aid' at international negotiations has seen something of a transformation. At the first High Level Forum on Aid Effectiveness in Rome (2003), only donor countries were present. The second High Level Forum in Paris (2005) saw the inclusion of both recipient and donor countries. By the High Level Forum in Accra (2008), civil society was included. In 2011 the High Level Forum in Busan saw the idea of 'aid' increasingly replaced by concepts such as, 'development cooperation', 'development assistance' and 'partnership'.

An example of South Africa's development diplomacy is evident in the Horn of Africa, where South Africa established diplomatic relations with the Transitional Federal Government (TFG) of Somalia. It has further pledged R100 million to Somalia towards capacity building and skills development projects for Somalis, the development of democratic institutions of governance, nation-building and reconciliation.

The establishment of the South African Development Partnership Agency (SADPA) located within the DIRCO will form a central focus for South Africa's development diplomacy. While the initial development of the SADPA has been brought before Parliament, there is still scope for defining a strategic understanding and focus for South Africa's development diplomacy.

5.6. ECONOMIC DIPLOMACY

Economic diplomacy is defined as '[d]iplomacy concerned with economic policy questions, including the work of delegations to conferences sponsored by bodies such as the World Trade Organisation'. It has clear political and economic objectives such as: increasing relative power or influence in international bargains; improving the state's competitive advantage relative to others; and using political tools to achieve economic ends.

The NDP highlights the need to 'aggressively' expand trade and investment, harmonise border policies between trading partners within the region (integration), and consult on financial integration. This is particularly pertinent given the current socio-economic realities of the country, which continues to see growing economic disparities. Within the DIRCO, considerable attention is given to building an understanding of economic diplomacy and its implementation.

The importance attributed to South Africa's economic diplomacy has seen the development of the Trade Policy and Strategy Framework of 2010, the Economic Diplomacy Strategic Framework, and the BRICS Strategy in 2012. These seek to deepen the link between international engagements and domestic imperatives, drawing out commercial and economic aspects of foreign policy.

5.7. SCIENCE DIPLOMACY

Science diplomacy is a growing area of diplomacy the world over. It means a variety of things, but these can be reduced to three main types of activities:

- 'Science in diplomacy': Science that can provide advice to inform and support foreign policy objectives.
- 'Diplomacy for science': Diplomacy that can facilitate international scientific cooperation.
- 'Science for diplomacy': Scientific cooperation that can improve international relations.

South Africa's first democratic government emphatically stressed the role of science and technology as essential instruments not only for economic growth and competitiveness, but also for social development and poverty alleviation. This has been stipulated in the White Paper on Science and Technology published in 1996. International cooperation in science and technology provides local researchers with additional resources to conduct national projects such as the Square Kilometre Array (SKA) and the R1.5 billion Drogfontein Solar Power Plant near Kimberley. International cooperation in science and technology also ensures that South Africa keeps up to date with cutting-edge global developments, from the field of space exploration to health sciences.

Science diplomacy is a potent instrument for developing, attracting, and retaining human capital. In this regard, the Department of Science and Technology's (DST) International Cooperation and Resources programme is tasked with facilitating and nurturing bilateral scientific cooperation with countries in Africa, Europe, the Americas, and Asia. It also deals with multilateral scientific cooperation with the AU, UN, donor agencies, global research infrastructure projects

and focused strategic partnerships, such as with the European Union (EU).

5.8. PUBLIC DIPLOMACY

Public diplomacy is the promotion and projection of a positive image to both domestic and international audiences. This is achieved through the communication of foreign policy positions including principles and values, products, and services. Public diplomacy platforms in South Africa currently include DIRCO's Ubuntu Radio and social media presence (Twitter, Facebook); intensified Public Participation Programme; OR Tambo Month; and hundreds of media interviews and statements. Although not within DIRCO, Brand SA plays a key role in managing South Africa's international image.

However, during the period of 2013-2014, South Africa and DIRCO delivered 40 media briefings, 12 Public Participation Programmes, 12 opinion pieces and 62 publications which were distributed both domestically and to 125 South African international missions. In addition 365 daily media reports and 52 regional reports were also distributed. However, the DIRCO's Annual Report 2012-2013 showed that there was a decline in expenditure on public diplomacy during this period. It should be remembered however, that quantity is not a measure of quality.

6

CONCEPTS



- 6.1. Foreign Policy
 - 6.2. Soft and Hard Power
 - 6.3. The National Interest
 - 6.4. Geo-political North and South
 - 6.5. Bilateral, trilateral and multilateral relations
-



This section draws out some of the concepts reflected in the discussion of South Africa's foreign policy.

6.1. FOREIGN POLICY

Foreign policy is said to be the formal and official expression of a state's national interests and the pursuit of national interests. Foreign policy comprises the objectives, methods, agreements and regulations by which the government of a state can formally and officially conduct exchanges and relations with other states (primarily), international organisations and non-governmental actors. Decision-making with regards to foreign policy occurs at three levels: the international system, the state, and the individual.

For South Africa, foreign policy is considered an extension of national policy. In other words, South Africa's approach and engagement internationally should reflect national priorities including addressing poverty, unemployment and inequality.

6.2. SOFT AND HARD POWER

The concepts 'soft' and 'hard' power are used within the international relations literature to explain states' approaches to international interactions. *Hard power* is used to refer to the use of threats or inducement to achieve a state's foreign policy objectives. Inducements and threats are closely related as inducements, rewards and bonuses are received more openly and with less skepticism than threats. However, the possible removal or cessation of inducements and rewards can be seen as constituting an effective threat.

Soft power refers to 'the ability of a country to persuade others to do what it wants without force or coercion'. It is to do with the state's 'attractiveness', closely associated with its image and reputation which includes perceptions, history, current events and consumer goods. A positive image of a state can therefore be conveyed by diplomatic instruments through the application of soft power.

What these two forms of power have in common is that they are both used for the purpose of influencing the behaviour of other states. In practice, the distinction between hard and soft power is more complex, with the two forms of power interrelated and interdependent.



What is Smart Power?

The term 'smart power' was first conceptualised by Joseph Nye in 2003, and popularised as a term of reference and usage by Hillary Clinton in 2009. Smart power refers to the ability to combine hard and soft power, as an alternative to the use of either hard power or soft power in driving a state's foreign policy effectively. Smart power does not necessarily fixate over power maximisation or the preservation of hegemony; it finds ways to combine its hard and soft power resources into successful strategies in pursuit of

national interests and foreign policy objectives.

For example, a comprehensive 21st century smart power strategy would originate in finding answers to the following questions:

- 1) What are the desired goals or outcomes?
- 2) What resources are available and in which contexts?
- 3) What are the positions and preferences of the targets, on attempts at influence?
- 4) Which forms of power behavior are most likely to succeed?
- 5) What is the probability of success?

(Nye, J. 2010. Get Smart: Combining Hard and Soft Power. Council on Foreign Relations. [Online]. Available: http://www.kantiana.ru/eu4u/Summer_school_2013/Get_Smart_791B7B73109AA.pdf [Accessed: 21/05/2014]).

6.3 THE NATIONAL INTEREST

Foreign policy is conducted according to what national interests are. Foreign policy is built around these national interests and usually makes reference to issues, goals, and relations that are vital for a state's continued existence and growth. National interests can be viewed as a convergent category that considers aspects of both national identity and national security.

6.4. THE GEO-POLITICAL NORTH AND SOUTH

Definitions of the North (global North/geo-political North) extends to countries under the banner of what would be referred to as developed states. These include North America, most of Europe, some of the countries in East Asia, Australia and New Zealand. Another common term for the 'North' is the 'West'. Compared to the 'South' it has much higher levels of development, wealth distribution, food security and political and economic influence.

The 'South' (global South/geo-political South) is understood to be composed of states mostly from Africa, Latin America, and developing Asia (South, Central, South-East) including the Middle East. The states of the global South are also seen as emerging economies, developing states and least developed countries (LDCs), all of whom are part of the periphery.

6.5. BILATERAL, TRILATERAL AND MULTILATERAL RELATIONS

Bilateral relations refer to engagement between two parties. Reference can be made to the South Africa and Mozambique bilateral agreement on the management and conservation of biodiversity, (aimed at stopping poaching, particularly the poaching of rhinos), in the greater Limpopo cross-border park.

A *trilateral* dialogue or cooperation refers to the presence and participation of three parties. This includes the IBSA Trilateral Forum Memorandum of Understanding on Trilateral Co-Operation in Agriculture and Allied Fields under the IBSA Dialogue Forum Initiative.

Multilateralism refers to a global system of interaction between states such as the United Nations (UN). This is particularly important to small and medium-sized states, as it gives all participating states a voice in addressing issues that affect their interests. This multilateral rules-based system is the main counterbalance to unilateral actions undertaken by big and powerful states that exclude small and medium states. South Africa is a member of many multilateral organisations such as the African Union (AU), and the Group of 77 (G77).



Plurilateralism

Scholars and practitioners use the term *plurilateral* to describe the smaller groupings of states that come together to influence negotiations within, or outside of, the larger multilateral settings. This includes the G20, the BRICS countries or the Major Economies Forum.



SOUTH AFRICA,
INTERNATIONAL
ORGANISATIONS AND
PLURILATERALISM



BRICS BRAZIL, RUSSIA, INDIA, CHINA, SOUTH AFRICA

The BRICS Forum is an independent international coalition that encourages commercial, political and cultural cooperation between the BRICS members. The members of BRICS are Brazil, Russia, India, China and South Africa, who are all developing or newly industrialised countries. These countries are distinguished by their relatively large and fast-growing economies, and their significant influence in regional and global affairs. All five BRICS members are also members of the G20.

BASIC BRAZIL, SOUTH AFRICA, INDIA, CHINA

BASIC is a geopolitical alliance of four developing countries, namely: Brazil, South Africa, India and China. These four countries committed to act jointly at the Copenhagen climate change summit. Their collaboration includes a threat of a united walk-out if their common minimum position was not met by the developed nations.

IBSA INDIA, BRAZIL, SOUTH AFRICA

The IBSA Dialogue Forum is an international trilateral grouping consisting of India, Brazil and South Africa. IBSA, as a South-South grouping, aims to promote international cooperation and inclusive sustainable development among these countries. It was formalised and launched through the adoption of the 'Brasilia Declaration' on 6 June 2003. The principles, norms and values underpinning the IBSA Dialogue Forum are participatory democracy, respect for human

rights, the rule of law and the strengthening of multilateralism.

G77+CHINA

The Group of 77 (G77+China) is the largest inter-governmental organisation of developing countries in the United Nations. It provides the means for the countries of the South to communicate and promote their collective economic interests and South-South cooperation for development. The G77 enhances their joint negotiating capacity on all major international economic issues within the United Nations system. South Africa is a member of the G77.

G20

The Group of Twenty is a group of finance ministers and central bank governors from 20 major economies. It studies, reviews and promotes high-level discussion of policy issues concerning the promotion of international financial stability, and addressing issues beyond the responsibilities of any one organisation.

Members include: Argentina, Australia, Brazil, Canada, China, France, Germany, India, Indonesia, Italy, Japan, the Republic of Korea, Mexico, the Russian Federation, Saudi Arabia, South Africa, Turkey, United Kingdom, the United States of America and the European Union (EU) as a solitary actor.

FOOD AND AGRICULTURE ORGANISATION (FAO)

South Africa joined the FAO on 16 October 1945, left it during 1963 and was readmitted on 9 November 1993. Food security for all is at the heart of FAO's efforts. The issue of regular access to sufficient high-quality food for people is of significant importance in promoting healthy lifestyles.

The FAO's three main goals are:

- (1) the eradication of hunger, food insecurity and malnutrition;
- (2) the elimination of poverty and the driving forward of economic and social progress for all;
- (3) the sustainable management and utilization of natural resources, including land, water, air, climate and genetic resources for the benefit of present and future generations.

INTERNATIONAL MONETARY FUND (IMF)

The International Monetary Fund (IMF) is an organisation of 188 countries, including South Africa. It keeps track of its members' economic health and encourages global monetary cooperation, secures financial stability, facilitates international trade, and promotes high employment for the achievement of sustainable economic growth and the reduction of poverty around the world. The IMF provides technical assistance, policy advice and financing to members who face economic difficulties. It also seeks to help developing countries achieve macroeconomic stability and reduce poverty. Through its economic surveillance, the IMF alerts its member countries to risks in the foreseeable future and provides policy advice.

INDIAN OCEAN RIM ASSOCIATION (IORA)

The Indian Ocean Rim Association for Regional Co-operation (IOR-ARC) became the Indian Ocean Rim Association (IORA) at the 13th meeting of the Council of Ministers, held in Perth in November 2013. Australia assumed the role of Chair and Indonesia became Vice-Chair. Indonesia will be assuming the role of Chair from 2015 and South Africa will fill the Vice-Chair role. Members of the IORA are Australia, Bangladesh, India, Indonesia, Iran, Kenya, Madagascar, Malaysia, Mauritius, Mozambique, Oman, Singapore, South Africa, Sri Lanka, Tanzania, Thailand, the United Arab Emirates, and Yemen. The Seychelles announced its withdrawal from the Association in July 2003.

The Indian Ocean Rim Association (IORA) attempts to promote the sustained growth and balanced development of the Indian Ocean rim and of the IORA member states. It also aims to create common ground for regional economic co-operation. Six priority areas have been identified for IOR-ARC activities:

- (1) Maritime Safety and Security,
- (2) Trade and Investment Facilitation,
- (3) Fisheries Management,
- (4) Disaster Risk Management,
- (5) Academic, Science and Technology,
- (6) Tourism and Cultural Exchanges.

INTERNATIONAL ATOMIC ENERGY AGENCY (IAEA)

The International Atomic Energy Agency (IAEA) was established in 1956. It is a UN body tasked with assisting countries in the use of atomic energy and dissemination of information for the use of atomic energy for peaceful purposes. The IAEA has also been tasked to develop a system

of controls to prevent the diversion of atomic materials for military use. South Africa is one of the eight countries (Australia, Belgium, Canada, France, Portugal, United Kingdom and United States) that concluded the text of the draft Statute in 1957.

INTERNATIONAL CRIMINAL POLICE ORGANISATION (INTERPOL)

South Africa became a member of INTERPOL in 1993, which is the world's largest international police organisation with 190 member countries. INTERPOL is a global policing organisation that ensures and promotes mutual assistance between all police authorities. This is done within the limits of laws existing in different countries and in the spirit of the Universal Declaration of Human Rights.

INTERPOL aims to facilitate international police cooperation even where diplomatic relations do not exist between particular countries. It however stays away from any intervention or activities of a political, military, religious or racial character.

THE INTERNATIONAL MARITIME ORGANISATION (IMO)

The International Maritime Organisation (IMO), is a specialised agency of the United Nations and a leading international organisation in the field of maritime matters. The operations of the IMO seek to promote the safety of shipping and the prevention of marine pollution. It also creates a regulatory framework for the shipping industry that is fair and effective, universally adopted and universally implemented.

South Africa became a full member of the IMO in February 1995, after having observer status from 1948. South Africa is also party to many of the conventions or protocols that fall under the auspices of the IMO. South Africa is a Member of the Council of the IMO (Category C). This refers to membership limited to the group of states that experience a large volume of sea traffic, particularly that of cargo and fuel, while our own maritime fleet remains relatively small.

MISSILE TECHNOLOGY CONTROL REGIME (MTCR)

The Missile Technology Control Regime (MTCR), is an informal and voluntary association of countries which share the goals of non-proliferation of unmanned delivery systems for weapons of mass destruction. It seeks to coordinate national export licensing efforts aimed at preventing the proliferation of unmanned delivery systems.

South Africa is a member of the MTCR, from 13 September 1995. This was particularly due to South Africa's advanced arms technology industry which could contribute to the development of ballistic and cruise missiles.

NON-ALIGNED MOVEMENT (NAM)

Since 1961, NAM has played a crucial and highly visible political role in representing the interests of developing countries. Its emphasis is on the eradication of colonialism, supporting struggles for liberation and self-determination, the pursuit of world peace and the search for a more equitable and just global order.

WORLD BANK GROUP

The World Bank has expanded from a single institution to a closely associated group of five development institutions, since its inception in 1944. It evolved from the International Bank for Reconstruction and Development (IBRD), as facilitator of post-war reconstruction and development. Its present-day mandate is of worldwide poverty alleviation in close coordination with its affiliate, the International Development Association, and other members of the World Bank Group. These are the International Finance Corporation (IFC), the Multilateral Guarantee Agency (MIGA), and the International Centre for the Settlement of Investment Disputes (ICSID).

WORLD CONSERVATION UNION (IUCN)

The World Conservation Union (IUCN) was established in 1948 as the 'International Union for the Protection of Nature'. It brings together states, government agencies and a diverse range of NGOs working at field and policy levels, together with scientists and experts to protect nature.

South Africa became a member of the IUCN on 23 July 1993. The IUCN opened an office in South Africa during 2001.

WORLD HEALTH ORGANISATION (WHO)

South Africa was a founding member of the WHO in 1947. The WHO assists in the strengthening of national health services and gives technical assistance to governments, on request.

Other functions of the WHO are: (1) maintenance of epidemiological and statistical services; stimulates the eradication of epidemic, endemic and other diseases; (2) promotion of the prevention of accidental injuries and the improvement of nutrition, housing, sanitation, working conditions and other aspects of environmental hygiene; (3) promotion of cooperation between scientific and professional groups contributing to the advancement of health; (4) proposing international conventions and regulations on health matters; (5) promoting and conducting research and improving standards of education in the health professions; (6) to establish international nomenclature and standardised diagnostic procedures; (7) promotion of international standards for food, biological and pharmaceutical products.

WORLD INTELLECTUAL PROPERTY ORGANISATION (WIPO)

WIPO promotes the protection of intellectual property throughout the world through cooperation among states and international organisations. WIPO also carries out the following activities: (1) encourages the conclusion of new international treaties and the modernisation of national legislation; (2) gives technical assistance to developing countries; (3) assembles and disseminates information; (4) assists in obtaining protection of inventions, marks and industrial designs for which protection in several countries is desired; and (5) promotes administrative cooperation among member states.

South Africa became a member of WIPO on 23 March 1975. In October 1977 it was decided not to permit further South African participation in activities of WIPO. South Africa resumed

participation in the activities of WIPO and its subsidiary bodies, after a decision to this effect by an Extraordinary Session of its Co-ordination Committee, held on 29 July 1994.

WORLD TRADE ORGANISATION (WTO)

The WTO, established on 1 January 1995, is the only international body dealing with the rules of trade between nations. Since 1948, the General Agreement on Tariffs and Trade (GATT) had provided the rules for the system. Following a successful conclusion of the Uruguay Round on December 15, 1993, the GATT organisation was transformed into the WTO. Whereas the GATT dealt mainly with trade in goods, the WTO and its agreements now cover trade in services, and in traded inventions, creations and designs (intellectual property). The WTO's main function is to ensure that trade flows as freely and predictably as possible with the goal of improving the welfare of the peoples of its member countries.

South Africa was a member of the GATT and participated in the Uruguay Round of negotiations. The country ratified the Marrakesh Agreement in December 1994 and thus became a founding member of the WTO.

UNITED NATIONS (UN)

The United Nations is an international organisation founded in 1945. It is aimed at maintaining international peace and security, developing friendly relations among nations and promoting social progress, better living standards and human rights.

- i. The UN has 4 main purposes: (1) to keep peace throughout the world, (2) to develop friendly relations among nations; (3) help nations work together, improve the lives of poor people, conquer hunger, disease and illiteracy, and encourage respect for each other's rights and freedoms; (4) and be a centre for harmonizing the actions of nations to achieve these goals.

United Nations Children's Fund (UNICEF)

UNICEF is a UN agency devoted exclusively to the needs of the world's children. UNICEF reports to the General Assembly through the Economic and Social Council (ECOSOC). It is mandated to advocate for the protection of children's rights, to help meet their basic needs and to expand their opportunities to reach their full potential.

United Nations Conference on Trade and Development (UNCTAD)

The principle function of UNCTAD is the promotion of international trade, with a view to maximising the trade and development opportunities to developing countries. UNCTAD is mandated to focus on the integration of trade and related development issues in the area of trade, finance, technology, investment and sustainable development.

United Nations Convention on the Law of the Sea (UNCLOS)

The United Nations Convention on the Law of the Sea (UNCLOS) represents a codification of international law for states to observe marine-related operations. It contains provisions for governing, inter alia, limits of national jurisdiction over ocean space, access to seas, navigation, protection and preservation of the marine environment, exploitation of living and non-living resources, scientific research, sea bed mining

and the settlement of any disputes concerning application and interpretation of the Convention.

South Africa signed the Convention on 5 December 1984 and ratified the Convention on 23 December 1997. South Africa actively participated in meetings establishing the International Seabed Authority.

United Nations Development Programme (UNDP)

The United Nations Development Programme (UNDP) administers and coordinates most of the technical assistance provided through the UN system. The UNDP's mission is to help countries to achieve sustainable human development. This is achieved through assisting them to build their capacity, and to design and carry out development programmes in poverty eradication, employment creation, sustainable livelihoods, the empowerment of women and the protection and regeneration of the environment. Special attention is afforded to the needs of the least developed countries (LDCs), affirming that first priority is given to poverty eradication.

South Africa formally accepted membership of the UNDP in 1994, and was admitted to the UNDP Executive Board in January 1998.

United Nations Economic and Social Council's Commission on Narcotic Drugs (CND)

The CND was established by the Economic and Social Council (ECOSOC) resolution 9(I) in 1946, to assist ECOSOC in supervising the application of the international drug control treaties. The CND monitors the world drug situation, develops strategies on international drug control and recommends measures to combat the world drug problem. This also includes the reduction for demand of drugs, promoting alternative

development initiatives and adopting supply reduction measures.

South Africa was a Member of the CND from 1996 to 1999. South Africa's following membership period commenced on 1 January 2002 and lasted until 31 December 2005. South Africa is in a position to contribute in global policy making regarding the question of drug abuse and illicit drug trafficking through its participation in the CND activities.

United Nations Economic Commission for Africa (ECA)

South Africa, a founder member of the ECA, was expelled in 1963. It resumed formal participation in the work of the ECA at its 30th Session, encompassing the 21st Conference of Ministers, in Addis Ababa on 1 - 4 May 1995.

The ECA is one of five regional economic commissions under the administrative direction of UN Headquarters. It is mandated to support the economic and social development of its Member States, foster regional integration, and promote international cooperation for Africa's development.

United Nations Educational, Scientific and Cultural Organisation (UNESCO)

The purpose of UNESCO, as stated in Article 1 of its constitution, is 'to contribute to peace and security by promoting collaboration among the nations through education, science and culture. This is in order to further universal respect for the human rights and fundamental freedoms which are affirmed for the peoples of the world, without distinction of race, sex, language or religion, by the Charter of the United Nations'.

South Africa was readmitted as a member on 12 December 1994. South Africa's membership of UNESCO gives it access to all the expertise available to UNESCO. UNESCO has extensive resources with regard to information and publications in the fields of education, science, culture and communication.

United Nations Economic and Social Council (ECOSOC)

ECOSOC is a premier organ of the UN with a Charter mandate to drive the development agenda of the international organisation. It holds six-week sessions twice a year, which traditionally rotate between New York and Geneva. Elected members form functional commissions through which the substantive work is done. The most prominent are the Commission on Social Development, the Commission on Population Development, the Commission on Sustainable Development and the Commission on the Status of Women. South Africa served as an elected member of ECOSOC between 2004 and 2006. It was elected again in November 2012 for a term ending in 2015. It immediately decided that it would use this opportunity to focus on the reform of the ECOSOC, and to help place the organ at the centre of global debates on international development. This includes the accelerated implementation of the MDGs ahead of their expiry in September 2015.

United Nations Environment Programme (UNEP)

The UNEP was established to coordinate and promote environmental activities in the UN system. Its objectives are: 'to improve scientific and technological knowledge of environmental issues and to make that available for environment development and conservation; to develop an integrated approach to the planning and management of development in order to achieve maximum economic, sociological and environmental benefits; and to assist all countries, especially developing

countries, to address environmental problems through provision of financing, information, technology and educational assistance'.

South Africa is actively involved in the activities of UNEP, through the South African Permanent Mission to the UNEP in Nairobi. South Africa is a member of the UNEP Governing Council. The Council is responsible for taking policy decisions and actively participated in the UNEP Governing Council / Global Ministerial Environment Forum which was held in Dubai in February 2006.

United Nations High Commissioner for Refugees (UNHCR)

The work of the UNHCR is humanitarian and non-political in nature. It functions principally to provide international protection to refugees, seek durable solutions to their plight and furnish them with material assistance. In seeking durable solutions to refugees' problems, UNHCR attempts to help those who wish to go home to do so, and tries to assist them to reintegrate into their home communities.

Membership is on the widest possible geographical basis from those states (members of the UN and others) with a demonstrated interest in, and devotion to, the solution of the refugee problem. There are currently 54 members. South Africa was elected in February 1997 to serve on the Executive Committee of the High Commissioner's Programme. The membership is for an indefinite period, for as long as South Africa wishes to be a member.

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ACRONYMS AND
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ABOUT THE IGD

ACRONYMS AND ABBREVIATIONS

ANC	African National Congress	OAU	Organisation of African Unity
APRM	African Peer Review Mechanism	PCRD	Post-Conflict Reconstruction and Development
AU	African Union	PICI	Presidential Infrastructure Championing Initiative
BASIC	Brazil, South Africa, India and China	SACOIR	South African Council on International Relations
BRICS	Brazil, Russia, India, China and South Africa	SACU	Southern African Customs Union
CAR	Central African Republic	SADC	Southern African Development Community
DIRCO	Department of International Relations and Cooperation	SADPA	South African Development Partnership Agency
DoD	Department of Defence	SANDF	South African National Defence Force
DRC	Democratic Republic of Congo	SKA	Square Kilometre Array
DST	Department of Science and Technology	SNG	Sub-national government
DTI	Department of Trade and Industry	UN	United Nations
ECOSOC	Economic and Social Council	UNCLOS	United Nations Convention on the Law of the Sea
EU	European Union	UNCTAD	United Nations Conference on Trade and Development
FAO	Food and Agricultural Organisation	UNDP	United Nations Development Programme
FDI	Foreign Direct Investment	UNECA	United Nations Economic Commission for Africa
FES	Friedrich-Ebert-Stiftung	UNEP	United Nations Environment Programme
G20	Group of 20	UNESCO	United Nations Educational, Scientific and Cultural Organisation
G77	Group of 77	UNHCR	United Nations High Commissioner for Refugees
IAEA	International Atomic Energy Association	UNICEF	United Nations Children's Fund
IBSA	India, Brazil and South Africa Trilateral Forum	UNIDIR	United Nations Institute for Disarmament Research
IGD	Institute for Global Dialogue	UNMISS	UN Mission in Somalia
INTERPOL	International Criminal Police Organisation	UNSC	United Nations Security Council
IORA	Indian Ocean Rim Association	WHO	World Health Organisation
LDCs	Less Developed Countries	WTO	World Trade Organisation
MDG	Millennium Development Goals		
NAASP	New Africa Asia Strategic Partnership		
NAM	Non-aligned Movement		
NDP	National Development Plan		
NEPAD	New Partnership for Africa's Development		
NGO	Non-governmental Organisation		

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1. ABOUT THE IGD



The Institute for Global Dialogue (IGD) is a foreign policy think tank that, though autonomous, is associated with the University of South Africa by virtue of a strategic partnership agreement signed in March 2014. It is dedicated to the analysis, the documentation and dialogue on the evolving international political and economic environment, and the role of Africa and South Africa.

The IGD was initially established in 1995 as the Foundation for Global Dialogue after several years of efforts led by the former South African president, Nelson Mandela. He and his colleagues saw a need for a research organisation that would assist the new South Africa and Africa's engagement with the changing global order after 1994. This was a period in which three vectors of change coincided: the tectonic shifts in global power politics following the collapse of the Soviet Union; the wave of democratisation that hit Africa and South America; and the near-miraculous transition from apartheid to democracy in South Africa. The initial funding that came from the German government under the Social Democratic Party (SDP) went towards establishing the Foundation's competitive edge, which is a combination of policy-oriented research, catalytic dialogue, tailor-made publications and grant-making for NGOs interested in international relations.

After a strategic review in 1999, the Foundation was converted into an Institute after shedding its grant-making responsibility. From that point on, under the leadership of Prof. Garth le Pere, the institute sharpened its focus on strategic policy research and dialogue facilitation on global multilateralism, African studies and SA foreign policy. It published sought-after books, monographs and periodicals. In 2014, it established a strategic association with Unisa in recognition of common ambitions as African institutions dedicated to service to humankind.

2. VISION AND MISSION

The vision of the IGD is that of a prosperous and peaceful Africa in a progressive global order. Briefly put, it is "Towards A Better Africa and A Better World."

Mission

Our mission is to become a policy think tank of choice through cutting edge policy research and analysis, catalytic dialogue and stakeholder interface on global dynamics that have impact on South Africa and Africa.

Values

We commit to work in a manner that promotes: Integrity, Credibility, Value addition, Team work, Excellence, Creativity, Impact.

Strategic objectives

In the long-term, the work the IGD will be guided by the following objectives:

- To strengthen IGD's institutional positioning as a sought-after broker between the world of knowledge and the world of policy;

- To promote a broader understanding of the role of foreign policy and diplomacy in the pursuit of national and international developmental goals;
- To ensure that our analysis and dialogue have discernable policy outcomes and impact;
- To establish and strengthen mutually-beneficial strategic partnerships (with individuals and institutions) nationally, in the African region and globally;
- To enhance the standard of our service to clients and consumers of our work in order to ensure their satisfaction.

Our Strategic Posture

To this end, the IGD sees itself as a catalyst and broker of knowledge, insights and ideas that through dialogue results in progressive change in public policy at national, regional and international level. For this reason, the IGD works to realize progressive change in Africa's diplomacy by contributing to improved regional leadership and greater insights for civil society to advocate such change. We measure our success by our ability to generate quality policy-relevant ideas and to convene catalytic dialogues that produce insights needed to positively impact on actions of governments and civil society. The ultimate goal is progressive advance of the changes in governance and development that began at the end of the Cold War. Inspired by Mandela, the statesman, we focus on building strategic partnerships with government, academia and civil society in the belief that real change in Africa will come about when there is sufficient greater coherence and consensus amongst various social partners. We have thus established a strong partnership with the biggest African university in UNISA. Our relationship with the SA government is growing and so is our relationship with SADC and the AU central organs. We have build strong relations with civil society networks in southern Africa as well as civil society anchors

like the Southern Africa Trust and Open Society Institute of Southern Africa. We believe that we are best poised to offer real value to cause for progressive governance and development change in Africa and southern Africa working closely with these actors.

3. MANAGEMENT AND GOVERNANCE

Currently headed by Siphamandla Zondi, a graduate of University of Durban-Westville in SA and Cambridge University in the UK, the IGD boasts a small, but highly trained team of senior analysts and a network of acclaimed associated scholars and fellows nationally and internationally. It has acquired an esteemed reputation as an excellent research organisation. Its analysts teach at various South African universities as well as the Defence and Diplomatic Academies in southern Africa. They supervise and examine masters and PhD dissertations. They also act as advisors and resource persons in forums of intergovernmental organisations like SADC and the AU as well as key civil society platforms such the SADC-CNGO and AU's CIDO.

A non-executive Board of Directors exercises strategic oversight over the Institute's plans and operations. The Board is made up a good mix of expertise in business, international organisations, civil society, academia and the public sector. The directors are as follows:

- Mr Seth Phalatse (Chairperson of the Board) accomplished businessman and retired former BMW—SA Head of Africa Sales and Government Relations;
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POLITICAL MAP



OF THE WORLD

