CHAPTER FOUR: PEDAGOGICAL APPROACH: A CURRICULUM OVERVIEW

4.1   REQUIRED KNOWLEDGE AND MANAGEMENT SKILLS FOR DIPLOMATS

As indicated in the preceding chapters, the President of South Africa through the Minister of Foreign Affairs is responsible for the formulation of South Africa's foreign policy and its objectives. The work of diplomats is to implement South African foreign policy; and it is imperative that they have the following public management skills: planning, implementation and evaluation; budgeting and financial management; management of human resources; management of organizational dynamics; and leadership and management.

Denhardt and Grubbs (2003:255) assert that, while the planning, implementation and evaluation of government policies require knowledge of the political and ethical context of public administration, relevant technical aids have been developed for public administrators to acquire skills that will enable them to perform their functions. Technical skills that are required range from strategic planning skills to performance measures in regard to the implementation of government policies (Denhardt and Grubbs, 2003:255). These techniques, if acquired by diplomats, will enable them to account both for their efforts and the impact such efforts have in each given policy area (Denhardt and Grubbs, 2003:256).

Financial constraints can play a vital role in policy implementation. It is essential that the management of these resources is effective in ensuring the realization of the intended objectives. Furthermore, since the craft of diplomacy is undertaken in a unique environment, management of organizational dynamics in this new environment, including the use of locally recruited staff is crucial to the efficient

and effective functioning of a mission. Understanding cross-cultural factors provides a strong motivation for the presence of skilled professional diplomats with foreign language expertise and local knowledge (Cohen, 1999:16). Cross-cultural and multi-cultural education plays a vital role in understanding other cultures (Cohen, 1999:16).

Potter (2002:1) points out that countries are entering a new world in which knowledge, culture, and communication are key attributes to social cohesion and sustainable development. Countries are, therefore, faced with a challenge to develop economically from the benefits offered by the globalisation process by equipping their diplomats with different skills, techniques, and attitudes from those found in traditional diplomacy (Potter, 2002:2). Today's diplomatic activities are made up of multiple elements ranging from actions of purely representational character (diplomatic etiquette) to the negotiation of complex international agreements (De Magalhaes, 1988:101). Feketekuty (1996) points out that negotiating and managing a country's participation in trade agreements have become an increasingly important task as trade agreements have emerged as the key driver for the global organization of production, investment and trade. These remain the main ingredients for the economic welfare of nations. Managing a country's participation in trade agreements has become an increasingly challenging task and is not for the sickly, the weak, the neurotic and the introverts (Kappeler, 1999). According to Kappeler (1999), the days when any well-born and well-bred *dilettante* of great personal charm could handle diplomatic business (as a result of these in-born qualities) are long past.

Bilateral and multilateral agreements today cover a wide range of domestic regulatory measures, as well as measures at the border, such as tariffs, and these demand that diplomats posses the skills to analyse complex commercial, political, legal, economic, institutional and substantive policy issues (Kappeler, 1999). Furthermore, these demand that diplomats be skilled communicators and negotiators, able to build coalitions involving other states, and negotiate and draft

resolutions (Aviel, 1999:12). This broadening and intertwining of the diplomatic agenda with a variety of social, economic and political issues have pushed diplomats toward greater specialization and more involvement in the external affairs by other domestic government ministries, such as those involved in agriculture, trade and investments, civil aviation, tourism, the military, education, among others (Hamilton and Langhorne, 1995:217). In order to consolidate his/her role in dealing with the complex multilateral issues, a diplomat must be able to form coalitions within his/her country among the relevant ministries, NGO's and the private enterprises to serve as input into the negotiations of an agreement or treaty (Aviel, 1999:12).

A diplomat needs to have some special personal character which will be an asset to successfully undertake his/her task (Kappeler, 1999). According to Kappeler (1999), a diplomat must have a well-balanced personality, possess self-control, be naturally inquisitive, and have an interest in understanding the language, culture and thinking of his/her opposite number abroad. Fust (1999) argues that many diplomats have a kind of psychological resistance to the methods of international cooperation and also fail to take into consideration intercultural exchanges and the basic knowledge they should acquire to do a good job. These diplomats sometimes forget that communicating national goals and interests in their country of posting can be realized by initiating and implementing activities such as cultural events, international broadcasting by the national broadcaster, cultivation of friendships with foreign journalists and academics, hosting seminars and conferences, and translating national publications into local languages to ensure a wider audience (Potter, 2002:3). This demands that a diplomat should have the necessary skills and knowledge to undertake this demanding task successfully as already intimated.

Fust (1999) points out that most development policies today have to be discussed on a multilateral level and that national policies of the signatories must be a reflection of international policies. At the same time, countries are expected,

as indicated in the earlier sections, to surrender part of their sovereignty in the shift to global solutions and global governance through multilateral engagements. This has also demanded the diplomats have competent language skills and be able to speak and hold debates in public, because multilateral diplomacy is now undertaken more and more by means of verbal, face–to–face exchanges rather than in the predominantly written style of bilateral diplomacy (Berridge, 1995:56).

In the past, diplomats used to be largely responsible for finding the relevant information of their country's interest and communicating it accordingly. Fust (1999) believes that the dimension of information is changing and the collection and sending of information will become less important. The challenge is to prepare young diplomats to have the relevant skills and knowledge to deal with a rich mass of information, scan the information about the country's political and business environment to identify opportunities, trends, and threats, and create the appropriate winning strategy (Keegan and Green (2000:26). According to Hamilton (1999), diplomats must also be able to keep abreast of political and economic developments that might impinge on their citizens travelling abroad and companies engaged in international commerce and investments.

The knowledge used in diplomacy is normally gathered in the course of tertiary education or diplomatic training, especially in subjects, such as international relations and international law, political science, history, geography and also media and exposure (Kurbalija, 1999). Diplomats must have the ability to effectively manage the information that is relevant to their work, because such information creates knowledge that is an institutional resource for decision-making (Kurbalija, 1999). This skill assists the diplomat to collect, process/analyse, disseminate and utilize knowledge to fulfil organizational objectives (Kurbalija, 1999).

Decision-making in diplomacy is, in most cases, based on a number of factors, such as political influence, institutional memory, trade-offs on the international,

national and institutional level, and the influence of individuals involved (Kurbalija, 1999). A diplomat must possess all these abilities to efficiently implement the mandate to the benefit of his/her country. Kappeler (1999) points out that for a long time it has been argued that a diplomat is born as such and that it is impossible to produce a diplomat by training. According to Kappeler (1999), this argument was based on the inability to see firstly, the distinction between personal characteristics and qualities of the diplomat, and secondly, the knowledge and skills he/she needs to effectively carry out the job. Despite the new developments in technology, diplomacy remains a 'human intensive' activity, because it is conducted largely through personal communication and individual actions, evaluations and decisions (Kurbalija, 1999). Kurbalija (1999) argues, in addition, that diplomacy requires spontaneous human involvement and that in essence has limited the use of information technology in undertaking this activity.

According to Feketekuty (1996), most diplomats in the field have acquired their skills and knowledge through on-the-job training, through personal mentoring by an experienced supervisor. Given the increased demand and also the lack of available professional diplomats, the old mentoring/on-the-job training method is no longer adequate to meet the demand (Feketekuty, 1996). Feketekuty (1996) points out that the problem is particularly acute for developing countries and the problem is affecting these countries' ability to realize the available economic opportunities at their disposal. According to Kappeler (1999), diplomats in the past had been made to study history, languages and law and this was seen as sufficient. This has resulted in foreign ministries employing a large number of people with legal qualifications (Kappeler, 1999). Today's diplomat must, however, have multi-disciplinary knowledge encompassing international political, economic (trade, investment, labour, and so on.) and social (health, education, social welfare, and so on.) spheres/areas.

All the missions of South Africa are expected to develop annual business plans as a planning tool to guide the execution of their mandate through setting out

detailed objectives and key performance indicators. Heller (2002:225) argues that an international relations manager must have the skills to identify patterns within a complex global situation to enhance his/her ability to execute his/her mandate effectively. It will, therefore, be appropriate for international managers to balance host country and own country needs to achieve mutually beneficial relations through the implementation of their mandate (Heller, 2002:225). It is important for both the Heads of Mission and the heads of the different sections (political, economic, agriculture, defence, etc.) at the mission to possess the relevant skills to develop business plans informed by South African foreign policy priorities and the environment that they operate in that can be easily implemented and evaluated.

Financing a mission is one of the greatest challenges that many of the developing countries are experiencing. South Africa is no exception in this regard, given all the domestic development challenges that it faces. The public service has its own regulations that dictate the format for compiling budgets and the management of budgets, once allocated. Missions are located in different countries with financial institutions and financial management systems that differ from what is used in South Africa. The value of the local currency which is used in budgeting for missions also changes every day and this can impact negatively on the implementation of the mission's business plans. It is, therefore, essential that basic public financial management skills are acquired by diplomats to enable them to manage these dynamics and to support the planning process and execution of mission business plans.

Organizational dynamics, if not properly managed, will impact negatively on the efficient and effective functioning of a mission. Given the fact that missions are located in countries which have diverse cultures, customs, laws, ethics, and the like, it is critical that diplomats are able to manage this environment. The employment of local staff as part of the execution team further compounds the cultural diversity which may contribute positively or negatively to the work of the

mission. In most areas, language has become a cultural barrier to the optimum use of potential in the diplomatic corps of a mission. According to Heller (2002:225), a manager who is responsible for management in an international environment needs to act as a role model for those values and norms of behaviour and understand organizational dynamics and diversity. He or she must promote inclusion, such as respect, fairness and sharing, so as to optimize organizational output.

Missions also need both the Heads of Mission and heads of various sections to play a leadership role to ensure the realization of mission objectives. Such leadership must posses the following fundamental principles of behaviour, as proposed in *Management Today* (July, 1999): vision, values and energy; strategic fitness; organizational agility and innovation; team calibre and effectiveness; planning for succession; and moral accountability. The mission leadership must create and communicate the same message of what is to be achieved and motivate the entire institution towards the realization of these goals.

Given the central responsibility that South Africa has in the implementation of regional protocols, the selection of capable managers and mobilising them effectively to work together are the only recipe for success. Cleary (2000:42) rightly contends that the capacity to manage current complex policy issues to implement protocols is crucial. Surprisingly, the current implementation arrangements have been found to lack that capacity and have become a major impediment to total regional integration. In order to facilitate such a process, South Africa's regional leadership is crucial and several of its missions assigned to regional bodies, such as SADC, must have the capacity to translate that leadership into action to attain regional goals and objectives. The following characteristics of a transformational leader as stipulated by Koehler *et al.* (1997:111-8) are also important for the development of regional organizational leadership: leading 'by example'; developing people; initiating structure; making decisions; and recognition and reward. A regional organizational leader must be

hard working and his or her drive must be to genuinely improve the organization's performance by constantly looking for opportunities that may arise for improvement. Such leaders must tirelessly work on trying to improve the functioning of SADC organs by streamlining their activities to attain the desired mandate and promote intergovernmentalism. They must become role- models and increase their own self-image by improving the self-image of the people who work under them.

Scholarly work has been done on how cross-border issues can be addressed to free the region from the current political and economic crises. Good governance, fiscal discipline, the uprooting of corruption, FDI and political stability always form the basis of any recommendations offered by experts and scholars in the field to address the current challenges facing the region. This must be coupled with effective operational leadership to establish operational plans to ensure the successful implementation of the programmes. The leadership must also invest in building future capabilities through people and infrastructure required for implementation of the regional plans. Political and organizational leaders have to become models for good leadership by leading according to moral and ethical principles as acknowledged through the established legislation, societal norms and behaviour (Dwivedi and Jabbra, 1988:7). Accountability, which is the fundamental prerequisite to prevent corruption, is demanded by a public, which is currently expecting moral conduct from its political leaders and appointed public officials (Dwivedi and Jabbra, 1988:7-8). The region requires accountable and transparent leadership which will direct its power towards the achievement of broadly accepted national goals with the greatest possible degree of efficiency, effectiveness, probity and prudence (Dwivedi and Jabbra, 1988:8). South African missions remain the crucial resource for the country in maintaining regional political and economic stability. South African diplomats must acquire the relevant leadership skills in various sectors of development to drive the process of regional integration. They must be taught about new strategies to speed up the

process of integration and good governance ethics in order to be able to lead by example.

The above principles of effective leadership and management techniques have been dealt with in greater detail in Chapter 3. The presented summary of the relevant leadership and management skills is solely an attempt to further identify the critical skills public administrators responsible for the implementation of foreign policy require to execute their mandate effectively and efficiently. Without these skills, public administrators will fail in their attempt to realize South Africa's foreign policy objectives. The next section provides a brief overview of the current government policies directed at building the relevant leadership and policy management skills to implement its policies.

4.2 STRENGTHENING CAPACITY IN THE SOUTH AFRICAN PUBLIC SERVICE: AN OVERVIEW OF THE DEPARTMENT OF FOREIGN AFFAIRS

4.2.1 Introduction to Framework for Training in the South African Public Service

In South Africa, at present, there has been a gradual development of a legislative framework to provide guidelines and to enforce education and training in both the public and the private sector. The following acts and policies provide the basis of any human resources development strategy within government departments including the DFA: Employment Equity Act, 1998; Human Resource Development Strategy for the Public Service 2002-2006; Labour Relations Act, 1995; Macro-Economic Strategy for Growth, Employment and Redistribution (GEAR), 1996; South African Qualification Authority, 1995; Skills Development Act, 1998; White Paper on Public Service, Training and Development, 1997; The National Skills Development Strategy for South Africa, 2001; and White Paper on Human Resources Management; White Paper Restructuring and Development

Programme (RDP), 1995.

For the purpose of this study, the following legal frameworks are explained in detail, because these provide guidelines for skills development policies and activities for diplomats in the DFA. White Paper on Public Service Training and Development 1997, the Skills Development Act 1998 and the National Skills Development Strategy for South Africa 2001 and the Human Resource Development Strategy for the Public Service 2002-2006 are the important pieces of legislation and policies that guide skills development in South African public service today and they therefore deserve much attention.

South Africa like any other developing country, finds itself facing challenges to increase the level of economic growth to deal with social disparities and high levels of unemployment. Given the available economic development literature, a number of authors have argued that past experiences in many countries have shown that, for a country to attain acceptable levels of economic growth, it must be able to possess the required human resources to improve productivity and the competitiveness of its industry, business, commerce and services (see Feketekuty 1996, Kurbalija 1999 and Kappeler 1999). The Skills Development Act (1998) is directed at correcting the human resources shortfall in South Africa by mandating government agencies to establish new institutions, programmes and funding policies aimed at increasing investment by both the public and private sector in skills development.

The South African government, in its attempt to harness the process of transforming its public service and increasing its efficiency and effectiveness, singled out an urgent need for investment in training and development as a means of building the relevant capacity in public administration. White Paper on Public Service Training and Education 1998 (WPPSTE) was adopted by the Department of Public Service and Administration (DPSA) as government's commitment to training and development in the public service to comply with the

Skills Development Act 1998 (DPSA, 1998). The objectives of the WPPSTE are as follows: to provide a national public service strategic policy framework on the training and development of public servants as a means to enhance the public service transformation process; to bring public training and education in line with international best practices, current global trends in human resource development and the national strategic policy context; and to systematically link training and education to the broader process of cohesive and integrated human resources development strategy in the public service (DPSA, 1998).

As a means to further enhance the implementation of the Skills Development Act, the Department of Labour (DoL) adopted a National Skills Development Strategy (NSDS) for South Africa in February 2001 (DoL, 2001). The purpose of the strategy is to simplify the process for both the public and private sector to comply with the Skills Development Act (DoL, 2001). The NSDS makes provision for the establishment of a new system of learning, which combines structured learning and work experience, culminating in nationally recognized qualifications that signify job readiness within the National Qualification Framework (NQF) (DoL, 2001). The objectives of the NSDS are as follows: developing a culture of high quality life-long learning; fostering skills development in the formal economy for productivity and employment growth; stimulating and supporting skills in small businesses; promoting skills development for employability and sustainable livelihoods through social development initiatives; and assisting new entrants in the development market (DoL, 2001). As a response to the objectives of the NSDS, government through the DPSA responded with the adoption of a five-year plan called the Human Resource Development Strategy for the Public Service 2002-2006 (DPSA, 2001).

In the foreword of the Human Resource Development Strategy for the Public Service (HRDSPS) 2002-2006, the Minister of Public Service and Administration, Ms G. Fraser-Moleketi argues that,

Skills development seen in this context is therefore not only a way to improve capacity for individual employees of the state. It constitutes the strengthening of the most important vehicle available to the state to achieve its goals for changing the entire South African society. Skills development has to be aimed at making people better at the roles that they play in a developmental state (DPSA, 2001).

Given the challenges that the Public Service in South Africa is faced with as a means of transforming itself into an efficient and effective vehicle for basic service delivery, human resources with the necessary education and training have become an essential element for the attainment of this objective. As indicated earlier, fulfilment of the country's legislative framework on skills development as a means to speed-up service delivery and economic development requires that the public service, as a stakeholder in the process, is also subjected to education and training initiatives to strengthen its capacity. The development of the HRDSPS as a five-year plan to guide this process is just one of the important, latest developments to demonstrate government's commitment in overcoming the capacity disparities that are hampering service delivery and economic development. HRDSPS was mainly developed as a means of implementing five recommendations that emerged from the Baseline Information on Public Service Training and Education (BIPSTE) report of November 2000 commissioned by DPSA to establish key challenges facing human resources development in the South African public service (DPSA, 2000). The BIPSTE report made the following recommendations: the creation of a national human resource development strategy for the public service in South Africa; the establishment of a centralised training structure under the jurisdiction of SAMDI; increasing awareness and sensitivity among senior managers in the training and education field, and investing in people as a means of improving service delivery; the establishment of partnerships with formal training institutions or agencies as a means of strengthening the capacity for the provision of training in the public service; and development of a professional competence framework for the public service trainers and consideration of their career pathing in order to ensure the increase in status of trainers and training (DPSA, 2000).

As a culmination to the implementation of the above recommendations, the HRDSPS is a framework to guide training in the public service to ensure that, by the end of 2006, the South African public service competently delivers effective and equitable services to all the people (DPSA, 2001). The HRDSPS further states that its strategic objectives will be attained through the following actions: full commitment to promote and implement the HRDSPS in all public service institutions and organizations; the establishment within the public service of an effective strategic and operational HRD planning framework; development of relevant competencies within the public service to implement HRDSPS; and establishment of effective management and coordination structures for the implementation of the HRDSPS for the public service (DPSA, 2001).

In order to attain full commitment throughout the public service and to ensure the implementation of the HRDSPS, an information and communication strategy was formulated and implemented. This was used to inform both managers and staff about the HRDSPS in order to ensure their commitment to participate in the implementation process (DPSA, 2001). Furthermore, the HRDSPS stipulates that its implementation will be linked to performance agreements with public administrators to ensure that their evaluation and recognition accorded to these officials is based on their contribution to the development of the officials whom they supervise in order to improve organizational performance (DPSA, 2001). In addition, the HRDSPS calls for the establishment of equity targets for education and training opportunities in the public service (DPSA, 2001). The equity targets are to be realized by the establishment of strategies and policies that will ensure equal opportunities for personal development for all staff members irrespective of race, gender or position (DPSA, 2001).

In order to deal with the current shortages of the required high level skills in all government departments, HRDSPS recommends that each department develop its own learnership skills programmes, promote voluntary internship and

implement management development programmes (DPSA, 2001). In those areas that specialized training is essential, for example, for IT skills development, HRDSPS recommends the establishment of IT development centres throughout government departments for all staff members to have access to training in a cost-effective manner (DPSA, 2001). Other specific training that the public service through SAMDI or that the government cannot provide will be offered through service providers.

It is argued in the HRDSPS that its successful implementation will be based mainly on effective and transparent management, coordination and the monitoring of its implementation. These requirements will be met by the establishment of a integrated human resource management system which will focus on performance management, recruitment and selection, succession planning, employment equity, remuneration, reward recognition and employee relations. Each department is also expected to allocate the resources for HRDSPS implementation and to create relevant capacities and an appropriate infrastructure (DPSA, 2001).

This section has provided an overview of the current policies and regulations implemented in the South African public service as a means of building the skills capacity required for the successful implementation of public policies and the provision of basic services. Since most of the policies mentioned have been developed and adopted since 1994, it demonstrates the importance the present government attaches to an efficient and effective institution of public administration as a vehicle to deliver on its electioneering manifesto. With the proper implementation of these regulations and policies on human resources development, each government department will be able to build the relevant skills in its staff component to execute its government mandate effectively. The next section provides an insight into how the DFA is implementing HRD policies informed by the HRDSPS and other public service regulations. It also outlines the development and implementation of the human resource development strategy

as a way of building the relevant skills capacity required for the successful implementation of South Africa's foreign policy.

4.3   THE DFA'S POLICY ON EDUCATION, TRAINING AND DEVELOPMENT

The DFA is in the process of finalizing an Education, Training and Development Policy (ETD). The aim of the policy is to provide guidelines to assist employees to develop and improve their competencies for the successful execution of the DFA objectives (DFA, 2003b). The policy integrates education, training and development initiatives, ensuring alignment with the DFA's Human Resource Development Strategy and Strategic Plan (DFA, 2003b). The alignment is to ensure that all the DFA policies are enhanced and contribute to the meaningful and successful implementation of its mandate (DFA, 2003b).

The draft ETD provides clear guidelines and a framework for skills development for all employees in the DFA. The draft ETD objectives are as follows: to provide an integrated strategic approach in addressing the education, training and development needs of employees in line with the DFA objectives; to ensure quality education, training and development within the DFA; to improve the employability of previously disadvantaged employees; to facilitate an increase in the skills levels of all employees; to utilize the workplace as an active learning environment; to ensure that education, training and development programmes are accessible to all employees; to facilitate and ensure that education, training and development is linked to the Performance Management System of the DFA; to enhance professionalism, the image and status of the DFA as an institution of excellence (DFA, 2003b).

Table 4.1 presents an extract of the DFA Human Resource Development Strategic Plan from 2005 to 2008 (DFA, 2005a). The strategy mainly emphasises the role played by the FSI in the development of human resources for the DFA. In Table 4.1 emphasis is on strengthening the FSI to provide relevant training that is

in line with the capacity needs of the DFA. From Table 4.1 the DFA presents a framework in the form of a strategic plan on how it intends to enhance the FSI capacity to provide quality training between 2005 and 2008. The framework indicates that the strengthening of the FSI will be undertaken by streamlining its programme, developing its human resources, providing finances and improving its training infrastructure (DFA, 2005a). The purpose of strengthening the FSI is to ensure that the institution is able to provide quality training programmes and administer such training effectively.

Table 4.1 also provides indications that there are critical issues that are currently impacting negatively on the effective performance of the FSI. Critical issues identified in Table 4.1 include: lack of funding, research and training facilities; the non-availability of training material and means to assess the quality of the training; and a lack of the relevant human resources to offer training (DFA, 2005a). In brief, the Table acknowledges that the FSI is still undergoing reform in its structure and function and also in the content of its training programmes. It is, therefore, clear from this brief that the current FSI training programmes are not accredited and there is no instrument in place to measure the quality of the training. A conclusion can be drawn from Table 4.1 that the current training programmes do not provide any guarantee that those who have been trained will be equipped with the relevant skills to execute their mandate.

Table 4.1: The DFA Human Resource Development Strategic Plan 2005-2008

PRIORITIES	OBJECTIVES	PERFORMANCE INDICATOR	CRITICAL ISSUES
Human Resource Development	To obtain support HR development in SA and Africa	-Funds, technology transfers, training programmes and other forms of assistance secured from foreign governments, NGOs, training institutes and universities	-lack of funding as well as research and training facilities -National Human Resource Development Strategy -Gender
Provide efficient and effective support services: repositioning and transformation of the FSI	Strengthen the FSI by streamlining and developing its human resources, sourcing finances, improving infrastructure and enhancing its image and reputation Enhance the visibility of the FSI: promote visibility and image of the FSI nationally and internationally Improve the quality of training: manage the training programme effectively Re-align the FSI qualifications with the DFA	-Competent staff - Improved infrastructure -More visible and reputable the FSI -Well coordinated and smoothly running programmes -the FSI programmes responsive to the needs of the DFA and NQF	-staff training -availability of library material -availability of adequate financial resources and equipment -availability of the FSI marketing strategy -availability of the FSI prospectus -availability of the FSI brochures and newsletter -establishment of accredited training programmes - establishment of a training policy -establishment of a quality management system

	-Increase number of French speaking officials	- establishment of a recognized relevant SETA - alignment of the DFA needs with existing the FSI qualifications
needs and NQF requirements Fast-track French language acquisition in the DFA: increase the number of French speaking officials Encourage research in the FSI: expand diplomatic knowledge, enhance skills, values and attitudes of trainees and trainers through research	-Existence of functional research unit and research output	-availability of French trainers -implementation of the co-operation between French and the DFA -formalisation of UNISA/THE DFA co-operation -establishment of the FSI research unit -appointment of Director the FSI Research Unit
Explore the feasibility of E-learning at the FSI: make the FSI programmes more accessible to all the DFA officials	-Feasibility study conducted and E-learning framework developed	-coordination of research seminars -conducting feasibility study -existence of E-learning framework -ICT support and co-operation
Ensure efficient management of finances at the FSI: ensure that finances at the FSI are managed in compliance with PFMA and other relevant services	-Expenditure incurred within PFMA prescripts	-establishment decentralized corporate service unit -training the FSI staff in the PFMA

(Source The Department of Foreign Affairs Strategic Plan 2005-2008)

4.4   CASE STUDY ONE: SOUTH AFRICAN FOREIGN SERVICE INSTITUTE

The South African FS was established in the 1920s and the training of the diplomatic staff was handled by a division within the Administrative Branch of the then Department of Foreign Relations (Geldenhuys, 1984:132). Oliver (1977:131) points out that the formal training for South African diplomats was only established in 1967 in the DFA. It was not until 1981, that the first comprehensive FS training programme catering for political and information branches was introduced (Geldenhuys, 1984:132). The initial FS training lasted 12-18 months and only 7 or 8 months was spent in the training centre in Pretoria and the rest was in-service training. FS training was mainly offered by officials with the rank of Counsellor, representatives from other departments and academics and other outside experts (Geldenhuys, 1984:132). The requirement for entry to the FS training was an academic degree (Geldenhuys, 1984:132). FS training programme at the time included modules on diplomacy; economics; politics (South Africa constitutional and policy-making structures, politics of black African states and of the great international powers, international organizations and topical international issues); constitutional and international law; and a foreign language (Geldenhuys, 1984:132).

When the democratic government came into power in 1994, there was a rethink on the content and structure of FS training in the DFA. A review of FS training was initiated and resulted in its configuration into the FSI. The FSI remained part of the DFA with its main mandate being to build relevant human resources capacity required for the implementation of the South Africa's foreign policy (DFA, 2005a). The FSI was also given the responsibility of undertaking a training needs analysis for FS, planning, designing and organizing training programmes, and coordinating and managing all the DFA service training activities (DFA, 2005a).

According to Ngwevela (1998), after the reorientation of the FSI training

programme from 1995 to 1997, South Africa's diplomatic training programme is now based on well-investigated practices and conforms to acceptable international standards. The Diplomatic Training Programme (DTP) is the core component of the course, complemented by foreign language and mission administration training (Ngwevela, 1998). The training programme at the FSI accommodates every diplomat from Head of Mission to FS officer for a period of training and orientation to be able to represent South Africa abroad with distinction. Furthermore, Ngwevela (1998) argues that no academic institution or private enterprise could offer such an induction within the work environment. The FSI training reinforces the academic base of candidates by inducting the trainees with skills that are critical in effectively operating in a diplomatic environment (Ngwevela, 1998).

The FSI training programme objectives ensure that a South African diplomat understands the social and economic policies of the country (education, health, welfare, labour, economy, trade, defence and security) and the country's political, legal and justice system (Ngwevela, 1998). The FSI training programme modules include: practical skills for negotiations; conflict management and resolution; multilateral diplomacy; trade and investment promotion; public and media relations; public speaking and preparation of speeches; cultural diversity management; and protocol and etiquette. Students with postgraduate studies are targeted to join the FS, and local tertiary institutions are also used to offer certain modules and assist in the review of course content (Ngwevela, 1998). International specialists from its partner countries (Britain, Germany, India, Korea, Australia, Pakistan, Brazil and Northern America) are also invited to offer certain modules in the training programme (Ngwevela, 1998). Despite all the above, Ngwevele (1998), acknowledges that the FSI is still affected negatively by a legacy of conflict of social values and political division between the old and the new order. A comparative case study is undertaken in the succeeding sections of the FSI training programmes for 2003 and 2005 to establish which modules are

offered in the training of South African diplomats.

Heads of Mission Course is offered in both the 2003 and the 2005 FSI training programme and only to incumbents identified to head missions. The FSI training programme includes module/courses that are tailored for Heads of Mission, operations functionaries and administrators services. ***Heads of Mission Course*** is undertaken over a period of about six weeks (DFA, 2003a and DFA, 2005b). The role of a head of a mission is crucial in ensuring that he/she provides the leadership and management to the overall function of the mission and the execution of mission's objective. Through the course, Heads of Mission are inducted in understanding what the responsibilities of a Head of Mission are and how to execute protocol related activities (DFA, 2003a and DFA, 2005b). The purpose of this module is to prepare them to operate in the diplomatic environment and understand the implications of international and national laws in the execution of their mandate. The induction also covers those areas that relate to the effective management of the mission and lines of reporting to Head Office. Participants in this module are expected to leave the module well equipped with the necessary tools and knowledge to lead and manage the implementation of South African foreign policy in various missions (DFA, 2003a and DFA, 2005b).

Officials identified for positions in the operational functionaries such as Minister, Minister Counsellor, Counsellor and First Secretary, attend an ***International Relations*** module was offered in both the 2003 and the 2005 FSI training programmes given its importance (DFA, 2003a and DFA, 2005b). The module aims to assist them to understand the workings of the international relations machinery. Participants are introduced through the ***International Relations*** module, to multilateral and bilateral relations. Under multilateral relations, participants are exposed to international relations overview from a South African perspective on issues such as multilateralism versus unilateralism, regionalism, North/South divide, South/South Cooperation and other related issues (DFA,

2003a and DFA, 2005b). On bilateralism, participants are introduced to South Africa's bilateral relations with countries in Africa, Asia, Middle East, Europe, North and South America. Participants are also introduced to the UN mainly its structures, function, its centres and locations of its various agencies (DFA, 2003a and DFA, 2005b).

In the 2003 FSI training programme, *Mission Administration Course* was offered. In the 2005 FSI training programme, a similar module the name of the *Mission Administration Course* is changed to *Management* module but the content of the module remained the same. The module is directed at building the necessary capacity required to support the missions to function effectively (DFA, 2003a and DFA, 2005b). Resources need to be procured and properly managed, space needs to be identified for the mission, and contracts negotiated for lease. Contracts need to be signed for office space and accommodation for diplomats; accounts need to be paid, local staff need to be recruited and appointed; salaries paid; and so on. Public administrators identified to be appointed to the corporate/administration services of missions are expected to first attend this course (DFA, 2003a and DFA, 2005b). The course is extremely important, because the management of government assets and finances in a foreign country can be very challenging and the failure to manage these resources properly may impact negatively on the effective functioning of a mission.

Officials who are going to provide internal administration support at missions attend the *Mission Foreign Affairs Assistant Course*. The course is offered in the 2003 and the 2005 FSI training programme and only to those officials identified to take the roles of Foreign Assistants or Attachés at missions. The operation of the mission includes those areas that can compromise national security but which do not require high level people to deal with them (DFA, 2003a and DFA, 2005b). The management of documentation and especially the sensitive communication between the mission and Head Office cannot be

supported by the locally recruited staff. Incumbents in this course acquire relevant administration support skills to operate and maintain the FS communication infrastructure and other services in support of the administration section at the mission. Once officials are equipped with these skills, they will also be able to provide general assistance in sensitive areas (DFA, 2003a and DFA, 2005b). These incumbents also assist in the offices of Heads of Mission and, in addition, provide consular services. In communicating between the Head Office and the Mission, a particular mode of communication instrument is used. The Information System is a support tool through which written messages are delivered instantly to the relevant recipients and can be responded to immediately. The **Operational Information Services** module is offered to incumbents who are taught how to operate these systems and why such a system is essential to communication between Missions and Head Office (DFA, 2003a and DFA, 2005b). Inability to utilize this instrument, could severely affect missions operations, thus impacting negatively on the implementation of foreign policy.

When married officials are posted, they are normally accompanied by their spouses. A **Spouse Orientation (SOP) Course** is aimed at assisting spouses who are going to accompany their partners to missions to understand their support role (DFA, 2003a). The module was only offered in the 2003 FSI training programme to spouses of officials appointed to foreign missions. Since they will be also enjoying diplomatic immunity during the period of the posting, it is important that they understand the implication of such privileges (DFA, 2003a). Given the challenges that posting presents to many families finding themselves in a different environment from that which they are used to, SOP provides spouses with strategies to cope. The programme focus is on protocol and etiquette in a diplomatic environment. Spouses will also be able to act as Ambassadors of their country and it is essential that they undertake this course to be furnished with the skills to undertake this function.

A variety of introductory language courses are offered for diplomats to be posted in various countries. The module is presented in 2003 and the 2005 FSI training programme. Even though *Foreign Language Acquisition* module is still at a very introductory level, to date French and Mandarin courses have been offered by contracted experts from tertiary or private institutions (DFA, 2003a and DFA, 2005b). *Foreign Language Acquisition* **module** is offered for the purposes of introducing participants to important languages that are used in diplomatic engagements (DFA, 2003a and DFA, 2005b). Participants in this module are introduced to elementary-level skills for foreign language acquisition, some understanding of the French culture, understanding of everyday oral texts in French, speaking and responding in everyday situation in French and understanding of selected texts in French (DFA, 2003a and DFA, 2005b).

In most instances, incumbents are also exposed to seminars or workshops that deal with diplomatic issues. The participants on the *Seminars in Diplomatic field* course come to understand current issues in the diplomatic arena and how the diplomatic machinery works in practice (DFA, 2003a and DFA, 2005b). Senior diplomats in the DFA and other experts in the diplomatic field are invited to share their experiences. The workshops also use case study as a means of drawing the attention of participants to the environment in which diplomatic activities take place (DFA, 2003a and DFA, 2005b). At the end of the course participants will be equipped with the relevant diplomatic skills that should enable them to execute their mandate in any diplomatic environment with success.

Ad hoc Training for Partner Departments, such as the DTI, Agriculture, SANDF and Home Affairs, who are expected to have representation in various countries, appoint incumbents who also undergo an introductory course on diplomatic etiquette and protocol are offered on a need basis (DFA, 2003a and DFA, 2005b). This assists incumbents to understand the basic work of a diplomat

and the various instruments available for a diplomat to efficiently and effectively perform his or her functions (DFA, 2003a and DFA, 2005b). This training can be categorised as *orientation* because it is an information sharing process that lasts a few days. The purpose of the orientation is to ensure that officials from these departments, once seconded to missions support mission work in their various specialized areas (DFA, 2003a and DFA, 2005b). Understanding of diplomatic protocols and etiquette is essential. Officials from partner departments whose level is at Deputy Director or above are not expected to attend this course and are therefore encouraged to undertake self-study of a few chapters on diplomatic etiquette.

The 2003 FSI training programme offered modules that were regarded as appropriate to equip participants with the relevant skills to execute their mandate effectively. An introduction on the work of the DFA in the making and implementation of South African foreign policy is examined in detail in the module ***Overview of the Department of Foreign Affairs*** (DFA, 2003a)***.*** The module also provided the relevant challenges and skills required by senior and middle managers as well as desk officers in the implementation of foreign policy (DFA, 2003a). The functions of different officials at missions tasked with the management of foreign policy must be examined, with particular focus on the office of the Head of Mission and other divisions that make up and mission. The issues of accountability and reporting were also included to enable incumbents to understand how missions relate to Head Office in regard to operations (DFA, 2003a). In the 2005 FSI training programme, a revamped ***Introductory*** orientation module to replace the 2003 introductory module, ***Overview of the Department of Foreign Affairs*** was offered (DFA, 2005b). The new elements added to the 2005 introductory module when compared to the 2003 included an introduction on the FSI, its programme and the global context of the training to be offered. Furthermore, a team-building exercise was undertaken to profile the personality of each participant, and also to provide participants with the tools for

learning and communication, leadership, decision-making, conflict resolution, diversity management and professionalism (DFA, 2005b).

Public diplomacy is the effort undertaken by a government of another country (in this case South Africa) to influence public opinion or certain sectors of a community in another country positively. In the 2003 FSI training programme, the **Public Diplomacy** module was offered (DFA, 2003a). The module focuses on the basic principles of undertaking public diplomacy as a means of achieving South Africa's foreign policy objectives (DFA, 2003a). Participants are introduced to the essential skills of how public diplomacy could be used as an instrument to achieve foreign policy objectives. Public diplomacy skills must relate to the management of engagements with the media, responding to negative news about South Africa, participating in an interview and also activities that relate to increasing public awareness and creating a positive image about economic potential that the country offers for FDI (DFA, 2003a). Also in the 2003 FSI training programme, the **Diplomatic Immunity and Privileges** module was offered to supplement the **Public Diplomacy** module (DFA, 2003a). Under the 1961 Vienna Convention, diplomats posted in various countries are accorded certain privileges and immunity. The **Diplomatic Immunity and Privileges** module examines, in detail, the implications of the Vienna Convention to the functioning of a mission and the activities of diplomats (DFA, 2003a). This also assists in ensuring that diplomats conduct themselves in an appropriate manner that will not embarrass South Africa when undertaking the various activities of implementing the country's foreign policy (DFA, 2003a). During diplomatic misunderstandings, the understanding of the Vienna Convention through the module must enable diplomats to manage the situation in the way that does not further strain the relationship between their country and other countries.

The **Protocol** module supplemented the **Diplomatic Immunity and Privileges** in the 2003 FSI training programme (DFA, 2003a). In diplomacy, there are a

number of unwritten rules called *protocols* that need to be respected by diplomats. The **Protocol** module examines these rules in detail to equip incumbents with protocols on the most important basics of diplomatic conduct (DFA, 2003a). Failure to follow the necessary diplomatic protocols may impact negatively on the implementation of a country's foreign policy, while failure to observe protocol may be interpreted as an insult or lack of respect by other countries with adverse results. At the end of training, participants must possess the basic skills that are required to undertake the protocol responsibilities assigned to them and also observe protocol in all their diplomatic engagements (DFA, 2003a). An **Introduction to Diplomacy** module was also presented at FSI in the 2003 training programme. The module focuses on the history of diplomacy with special emphasis on its evolution and development to its current norms (DFA, 2003a). This module is important, because it provides an overall picture of why diplomacy is so critical in the current global environment and what role South Africa is playing in this regard to realize its foreign policy objectives (DFA, 2003a).

In the 2005 FSI training programme, the **Diplomatic Immunity and Privileges,** the **Introductory to Diplomacy,** the **Protocol** and the **Public Diplomacy** modules were consolidated into the **Diplomacy** module (DFA, 2005b). The Diplomacy module provided participants with an introduction to diplomacy, diplomatic immunities and privileges, consular matters, protocol and etiquette and public diplomacy (DFA, 2005b). This module was offered also in the 2003 FSI training programme and its purpose was also to deal with in the preceding paragraphs. The **Diplomacy** module also complemented the **Diplomatic Skills** module which was offered in both 2003 and 2005 FSI training programme (DFA, 2003a and DFA, 2005b). In order for a diplomat to act professionally and to effectively execute his/her mandate in the diplomatic environment, he/she needs to be equipped with a variety of additional skills. General diplomatic skills include the ability to negotiate, promote, facilitate, coordinate and advise and a good

diplomat must master these skills (DFA, 2003a and DFA, 2005b).

The 2003 FSI training programme, modules such as *Interpersonal Skills, Leadership Skills, Analytical Skills, Art of Networking, Professional Skills, Speech-writing, Thinking Skills and Research Skills* were consolidated into the *Diplomatic Skills* module offered in the 2005 FSI training programme (DFA, 2003a and DFA, 2005b). The *Leadership Skills* module exposes incumbents to the basic principles of leadership and how to use those skills to execute their tasks successfully (DFA, 2003a and DFA, 2005b). The purpose of the module was to equip incumbents with the relevant skills to provide leadership and manage missions in a dynamic and diverse environment (DFA, 2003a and DFA, 2005b). Without proper leadership in the activities of the mission, resources might be wasted with little or no progress in the realization of South Africa's foreign policy. In addition to *Leadership Skills* module, the *Interpersonal Skills* module was offered to enhance diplomatic skills of incumbents (DFA, 2003a and DFA, 2005b). A successful diplomat is also one who is able to network effectively. The *Art of Networking* module was offered to supplement the *Interpersonal Skills* module (DFA, 2003a and DFA, 2005b). The module equipped participants with a range of skills a diplomat needs to establish contacts in various areas of their work that will be fruitful to the attainment of the objectives of his/her work.

This *Art of Networking* module provides the necessary tools for incumbents to build contact through trust in diverse cultures that will provide positive input in the execution of their mandate (DFA, 2003a and DFA, 2005b). A diplomat must be a good strategist. He/she must be able to see the number of pitfalls during negotiations and successfully manage these to achieve the intended results. The *Strategic Thinking* module exposed diplomats to the relevant skills that are essential for them if they are to think strategically for the successful execution of their mandate (DFA, 2003a and DFA, 2005b). Strategic thinking skills are also essential in the effectiveness of the planning and implementation processes of

mission objectives. Equipped with these skills, incumbents must be able to allocate mission resources appropriately and also understand what is achievable and what is not in given circumstances. A good diplomat is one who also has the ability to analyse the situation, whether it is a newspaper article or media briefing, for example, and communicate his/her understanding of the issue correctly to his principals. The **Analytical Skills** module was offered to enhance the **Strategic Thinking** module (DFA, 2003a and DFA, 2005b). Key analytical skills concepts are examined in the **Analytical Skills** module. Analysing situations and advising Head Office on the course of action is essential for the success and relevancy of a mission. The module is intended to equip diplomats with the relevant analytical skills that they may successfully utilize in their diplomatic activities (DFA, 2003a and DFA, 2005b).

Diplomats must be able to undertake some research on the various aspects of their work. The focus of the **Research** module is to equip incumbents with the relevant skills to undertake mini-research work and to be aware of the framework and the tools available to officials (DFA, 2003a and DFA, 2005b). In the implementation of foreign policy, grey areas need to be researched to generate the required information that can be used for the execution of the mandate or to recommend other appropriate action to Head Office. Diplomats are expected to write speeches for presentation by Heads of Mission, or by other high level officials, government leaders or themselves. They are then exposed to the concept of speech-writing and what is needed to write a good speech for a particular audience. The **Speech-writing** module exposed them with the required skills that are essential to speech-writing for different audiences. In diplomacy, certain words mean certain things and may result in diplomatic incidents if not properly communicated in a speech. The module aims to equip incumbents with the relevant skills that are essential for writing good speeches that send a positive message and a strong image of South Africa (DFA, 2003a and DFA, 2005b).

Diplomacy is presented as a profession in this module. The personal characteristics and skills that contribute to professionalism are analysed, with a particular focus on the ways in which the incumbent can acquire these qualities in his/her work. The **Professional Skills** module equips incumbents with the relevant skills which involve not only undertaking work professionally, but also dressing for success (DFA, 2003a and DFA, 2005b). Diplomats are a mirror of South Africa and their appearance sends a clear message of the country is standards. It is, therefore, essential that their professional skills enabled them to fulfil this role with distinction, thus enhancing the efforts to successfully implement the country's foreign policy.

Missions deal with the public and so it is essential to ensure that the level of service delivery is in accordance with the government policy of *Batho Pele/Service Excellence*. The **Service Excellence/Batho Pele** module was only offered in the 2003 FSI training programme (DFA, 2003a). The module provides the basic principles of *Batho Pele* and explains the obligation diplomats have in missions in regard to the upholding the image of the government by rendering an efficient and effective high level customer service (DFA, 2003a).

International politics impact directly on South Africa's foreign policy. It is therefore very essential that the latest developments are brought to the attention of future diplomats before their posting. The history of the development of international politics and the operation of international organizations at multilateral diplomatic levels are and their impact to South African foreign policy are explored in detail in the **International Politics** module (DFA, 2003a and DFA, 2005b). Furthermore, all diplomatic activities are undertaken in an international political environment. Therefore, it is imperative that incumbents are equipped with the relevant skills that will enable them to execute their mandate in diverse political environments.

The forces of globalisation have radically changed the way governments do their work. Since diplomatic activities take place in a globalised environment, the **Globalisation** module was offered in the 2003 FSI training programme and focused on the introduction of globalisation and its effects on the international political economy (DFA, 2003a). The module also narrows the implication of globalisation to South Africa's economy and international relations and focuses on how diplomats must manage the environment in attaining South Africa's foreign policy objectives (DFA, 2003a). In addition to the **Globalisation** module, the 2003 FSI training programme also included a module on **Commercial diplomacy** (DFA, 2003a). Commercial diplomacy is the diplomacy undertaken by a government and is aimed at influencing foreign government policy and regulatory decisions that affect global trade and investment to achieve its own objectives (DFA, 2003a). The **Commercial Diplomacy** module is offered to equip diplomats with relevant skills to promote the commercial sector of the South African economy. A diplomat tasked to advance South Africa's commercial interests must have a clear understanding of the imperatives which his/her is to advance and the implications thereof, so the module focuses on this aspect.

In 2005 FSI training programme, the **Globalisation and Commercial diplomacy** modules were combined into the **Economic Trade and Finance** (DFA, 2005b). In this module, participants are given an introduction to basic economics and global economic issues. Under basic economic literacy, the areas covered include economic systems, macro-economic performance of the South African economy, the growth path of South Africa's economy, the challenge to attain equity, monetary policy, fiscal policy, and the role of budget. Global economic issues that are addressed include multilateral economic diplomacy, international trade systems (regional trading blocks), international financial architecture (Bretton Woods Institutions, European Development Bank/African Development Bank, etc.), and ODA, Debt and Trade and Investment. On completion, participants are expected to have a comprehensive understanding of both micro

and macro economic issues that have an impact on South Africa's foreign economic policy objectives and possess relevant skills that will enable them to execute their mandate in this area successfully (DFA, 2005b). The improvement of the module in the 2005 training programme demonstrates the acknowledgement of the need for South Africa's diplomats to possess the necessary knowledge on specific economic issues and also the relevant skills that are essential for the effective and efficient implementation of the country's foreign policy.

In the 2003 FSI training programme *modules on Government Functions and South African Foreign Policy* are offered (DFA, 2003a). It is important for diplomats to understand the functioning of their own government, because some of the issues that they will be expected to deal with will have an impact on other government departments, not only the DFA (DFA, 2003a). Understanding especially of the work of other departments like the DTI, Agriculture and Home Affairs, is obligatory for a diplomat. The *Government Functions* module explores in detail the work of these departments, reflecting on the specific areas that affect the work of an embassy. In order to practise as a professional diplomat, it is essential that incumbents understand the history behind the profession (DFA, 2003a). This module is complemented by a module on *South African Foreign Policy* (DFA, 2003a). Diplomats are expected to manage the implementation of South African foreign policy in all facets of their work during their posting. A comprehensive introduction to South African Foreign Policy and its objectives is presented in this module (DFA, 2003a). The challenges and opportunities are also explored to enable the incumbents to identify their responsibility in the realization of South Africa's foreign policy objectives (DFA, 2003a). At the end of the module, incumbents must be able to understand and communicate South Africa's foreign policy and objectives in any given forum and on any current international agenda.

In the 2005 FSI training programme, modules on *Government Functions and South Africa Foreign Policy* are consolidated into *Understanding South Africa in Africa* module (DFA, 2005b). The module provides participants with an overview of the historical, political and social framework of South Africa and where its foreign policy is anchored over a 23 day period. Issues included in the module provide participants with an understanding of how the government functions and how the DFA fit into government structures (DFA, 2005b). Participants are also introduced to a framework of South Africa's political economy and are given an introduction to the DFA's interface with other departments on matters of international relations (DFA, 2005b). The module includes an introduction to participants in regional organizations such as the AU, NEPAD, and SADC, and to current efforts undertaken for regional cooperation and integration (DFA, 2005b). This module was not offered in the 2003 FSI training programme and its inclusion in the 2005 FSI training programme demonstrates the realization by the compilers of the programme of the importance of Africa in the achievement of South Africa's foreign policy objectives.

In the 2003 FSI training programme, a module on *Foreign Affairs and International Law* is presented. The implication of a country's foreign policy in relation to laws that guide international relations is provided in the *Foreign Affairs and International Law* course (DFA, 2003a). The purpose of the course is to introduce the participants to the international legal framework in which South African foreign policy is implemented (DFA, 2003a). The 2003 module on *Foreign Affairs and International Law* is divided into two modules in the 2005 training programme, namely, *Foreign Affairs and International Law* and *International Law* modules (DFA, 2003a and DFA, 2005b). Participants are introduced to issues of International Peace and Security, such as arms control and non-proliferation of small arms in the *Foreign Affairs and International Law* module (DFA, 2005b). Major emerging issues that challenge government's of

today, such as terrorism, sustainable development, international crime (drug/human trafficking) and other related issues are covered (DFA, 2005b). This module was also offered in the 2005 training programme although not in the 2003 FSI training programme. This acknowledges the challenge posed by emerging issues to international security such as unilateralism in the face of multilateralism that has implication on the implementation of South African foreign policy.

In addition to the *International Peace and Security and Major Emerging Issues* module participants are introduced through the *International Law* module to all international laws that have implications in international relations, such as Public International Law, Treaty Law, Law of the Sea, International Criminal Law, International Property Law, International Trade Law, International Humanitarian Law, Refugee Law, International Human Rights Law and International Private Law. Furthermore, participants are introduced to the role of the State Law Advisor in the management of international relations (DFA, 2003a and DFA, 2005b). At the end of the two modules, participants will possess a comprehensive understanding of how peace and security is maintained in the world and the role played by international laws and court in all these matters (DFA, 2003a and DFA, 2005b). Participants are expected to fully comprehend how international law and South Africa's foreign obligations impact on domestic laws and policies (DFA, 2003a and DFA, 2005b).

After formal training, participants are allocated to various FS desks in the Branches of the DFA through for *Practical Desk Training* module (DFA, 2005b). The module was only introduced in the 2005 FSI training programme after the realization of the important role of the country desks on the execution of foreign policy by missions. Participants at the desk are given the opportunity to apply their learning to a working environment. The module ensure that participates understand the DFA strategic and operational plans, business plans, writing of diplomatic documents, operational plans for missions, national policies and their

practical application at bilateral or multilateral relations, and related aspects (DFA, 2005b).

In the above section, a detailed presentation has been made on the FSI training programmes of 2003 and 2005. The purpose of presenting the two programmes is to illustrate the evolution of the FSI curriculum in an attempt to obtain the right mix of modules that will enable it to achieve its mandate of building skills capacity for the effective implementation of South Africa's foreign policy. It has also emerged through comparative analysis of the 2003 and the 2005 FSI training programmes that there has been an emphasis on remodelling the training programme in 2005 to include those areas that are crucial to the successful implementation of South Africa's foreign policy, such as the modules on *Understanding South Africa in Africa and International Peace and Security and Major Emerging Issues* (DFA, 2005b)*.* There has been less emphasis on certain critical skills in the 2005 FSI training programme where modules such as *Strategic Thinking, Leadership Skills, Analytical Skills, Interpersonal Skills, Public Diplomacy and Professional Skills* which were presented individually in the 2003 FSI training programme were consolidated into one module called *Introduction and Diplomatic Skills*. The reason for this might be to lessen the burden for incumbents but such actions may further erode the quality of training rather than enhance the quality of the training.

4.5   CASE STUDY TWO: CANADIAN FOREIGN SERVICE INSTITUTE FOREIGN SERVICE DEVELOPMENT PROGRAMME 2004-2005

The Canadian Foreign Service Institute (CFSI) is the professional development and training arm of the Canadian Department of Foreign Affairs and International Trade (DFAIT). The CFSI's role is to enhance the knowledge of potential

diplomats and to create opportunities for them to acquire relevant additional skills to ensure that they function efficiently in their new work environment (CFSI, 2004). The CFSI training programme for diplomats is called the Foreign Service Development Programme (FSDP) and its objective is to prepare diplomatic recruits by building their capacity in order to help them to become accomplished Foreign Service officers (CFSI, 2004).

The FSDP promotes FS and leadership competencies through a diversity of experiences which include a variety of assignments, some mentoring, on-the-job learning and an organized educational component (CFSI, 2004). The FSDP is managed through close cooperation among the Assignments Division, the Recruitment, Counselling and Promotion Division, the CFSI and the officers' supervisors (CFSI, 2004). Each supervisor receives an assignment confirming the enrolment of their subordinates with the CFSI explaining the first year of the programme and an explanation of the supervisors' role in the development of an FSDP officer (CFSI, 2004). Supervisors are invited with the officer he/she supervises to attend an information session on the development of competencies and work appraisals before the beginning of the programme (CFSI, 2004).

The CFSI organizes and manages the DFAIT learning and training necessary for both headquarters and overseas assignments (CFSI, 2004). The FSDP is a five-year development programme that consists of assignments at headquarters, one assignment abroad and formal training in the classroom or through computer assisted learning (CFSI, 2004). The CFSI training programme is divided into streams. The division of the course curricula into streams is intended to guide officers in preparing their training plan, but does not prevent them from taking courses in the other stream-specific curriculums if they wish to do so. Some courses are delivered through the Virtual Campus (VC) (CFSI, 2004). Throughout the year, more courses might be developed using the VC and these may be

added to the list of courses available for credits. (CFSI, 2004)All formal training will be measured in credits. Sixty credits are required over the five-year programme. Most of the training is offered during the first year (CFSI, 2004). New officers have to acquire 50 credits before their first posting which can occur at the end of that first year (CFSI, 2004).

The CFSI 2004-2005 FSDP consists of the following elements: an Introductory Session, which takes place in the classroom, is held in September and October of each year. All new officers attend this three-week session. It provides training in some selected skills and knowledge areas which will assist new officers to perform more efficiently as Foreign Service officers (CFSI, 2004). The session consists of in-class modules, simulations, presentations and activities facilitated by departmental experts and/or external instructors on issues, such as various components of the FS and their functions; Canadian foreign policy, including the domestic context; oral communication; and protocol and etiquette (CFSI, 2004). In short, the introductory session acquaints officers with foreign policy issues and the DFAIT in general, while highlighting some of the essential skills required for performing well in the FS. Most of the FS learning happens in the workplace. Assignments offered provide developmental opportunities to new officers, while contributing to the functioning of the Department (CFSI, 2004). The DFAIT uses a new competency-based approach to training and evaluation of the FSDP officers (CFSI, 2004). Participants must master eleven behavioural competencies during this session. The development of competencies takes place through various work experiences, multiple sources of feedback and specialized training. There is also a *Handbook for On The Job Learning* for new officers and their supervisors which explains the various steps of the learning process (CFSI, 2004). This guide outlines tools to facilitate the development of competencies and help supervisors to enhance officers' performance through exposure during the performance of assigned responsibilities.

The 2004-2005 FSDP also includes specialized training designed to complement the learning process (CFSI, 2004). Specialization takes place when new officers are assigned to divisions that specialize in various sectors in pursuit of foreign policy objectives (CFSI, 2004). The CFSI specialization courses range in length from one to five days and are offered at regular intervals to allow some flexibility to both the participants and the divisions. The specialization courses deal with particular skills and knowledge required at the local headquarters and abroad (CFSI, 2004). Each new officer is expected to develop a training plan in consultation with the CFSI. This plan must be discussed and signed by the officer's immediate supervisor.

The CFSI Common Curriculum includes a number of courses with some of the courses being compulsory and other optional and depending on the function that an incumbent will be undertaking once posted. The first course offered is the *Policy Analysis and Development Course*. The purpose of the course is to improve participants' abilities to apply the principal elements of policy analysis and development to a variety of Canadian international public policies (CFSI, 2004). Presentations are made on various stages of an applied problem-solving model of the international public policy process, and commercial-economic and political-economic policy cases. Exercises are used to illustrate the application of the above stages in the analysis and development of Canada's international policies. The DFAIT realizes that in implementing Canadian foreign policy, it is crucial that all incumbents possess the relevant policy analysis and development skills (CFSI, 2004). The skills acquired will provide the answers on how best a mission could implement a policy given the basic understanding of the public policy process.

Another course is that on *Oral Communication.* This course is designed to develop or refine communication and presentation skills required by officers in the FS (CFSI, 2004). As with the South African equivalent, this course provides

the following diplomatic tools: professional techniques for effective presentations, the ability to communicate with confidence, the need to structure and tailor presentation to clients' needs, the skills required to persuade and convince an audience to take action, the techniques used to maintain control in impromptu situations, and the use of visual aids to enhance and support presentations (CFSI, 2004).

Given the implication that issues that relate to the management of the environment have taken the centre stage in multilateral diplomacy, a VC course on *Introduction to Sustainable Development* is offered. This course was developed to familiarize personnel with sustainable development as a subject and as a legislated operating premise (CFSI, 2004). It includes an overview of the DFAIT's current sustainable development strategy. The Introduction to Sustainable Development course takes approximately three hours to complete. The course can be accessed any time on the trainees' office computer or on a home computer through the Internet. Trainees undertake the course in their own chosen time. To supplement the *Introduction to Sustainable Development* course another course is also offered on *Environmental Assessment* (also provided through VC) (CFSI, 2004). The *Environmental Assessment* course provides an overview of both project environmental assessment and strategic environmental assessment, evaluates the potential environmental consequences of a policy (CFSI, 2004), plan or programme proposal. Practical examples of how the DFAIT activities can have an impact on the environment are included in addition to links to other learning resources. Two interactive case studies enable participants to apply the principles learned during the course. The two courses reaffirm the central role that issues relating to sustainable development play in Canadian foreign policy and South Africa could well benefit from the introduction of similar modules in the FSI training programme (CFSI, 2004).

The ***Negotiating Skills (bilateral and multilateral)*** course is also offered to the incumbents as negotiation technique is the main tool that a diplomat has at his or her disposal when executing mandates (CFSI, 2004). This compulsory course is designed to provide participants with the knowledge and skills to identify and apply the principles and practices of negotiation. The skills to be acquired include: recognition of the impact of negotiation types on a working relationship; the selection and development of an effective negotiation plan; the abilities required to initiate, conduct and conclude mutually acceptable negotiations; and the use and recognition of strategies, tactics, ploys and counters in negotiations (CFSI, 2004).

When appointed to a mission and depending on the level of appointment, diplomats are expected to supervise their subordinates, including the locally recruited staff, and are provided with supervision skills through the ***Supervisory Development Programme*** course (CFSI, 2004). The purpose of the course is to enable participants to acquire relevant supervisory skills that are essential to lead the units and division to the effective and efficient execution of their mandate. The course content includes customized case work, role-playing, discussion and syndicate groups. The goal of the course is to introduce supervisors to various skills and techniques involved in communication, team management, leadership, motivation and dealing with difficult people (CFSI, 2004).

A ***Canadian Foreign Policy*** course is also offered to provide an integrated overview of the domestic and international contexts for the conducting of Canadian foreign policy since the 1960s, with special emphasis on the 1990s (CFSI, 2004). The course is compulsory. The Canadian foreign policy course emphasizes the dynamic interplay among key domestic actors (the ministry, the Prime Minister, Cabinet, Parliament, other government departments, civil society), international institutions, and core Canadian foreign policy principles (Canada in the World) (CFSI, 2004). An extended simulation weaves through the

course and provides participants with a real-world exercise of integrating Canadian domestic and foreign policy objectives. The South African equivalent course is **South African Foreign Policy**.

A **Writing Strategically for the DFAIT** course which is designed to assist participants in developing strategies to streamline their own writing processes is also presented and is compulsory (CFSI, 2004). Participants are presented with tools that will enable them to develop relevant writing skills and also be able to analyse the writing of others. Senior diplomats at the DFAIT experienced in various techniques of writing for diplomatic purposes are invited to share their experiences and knowledge with participants (CFSI, 2004). Participants are given the opportunity to acquire techniques required for a strategic communication approach through writing. Participants also learn about drafting questions and answers for use in Parliament, briefing books and other specialized departmental correspondence (CFSI, 2004). The similar issues are dealt with in the South African equivalent course called **Diplomatic Skills**.

CIFS also offers specialized training for those incumbents identified for political and economic work at missions. A number of courses are offered in this specialization stream. Given bilateral and multilateral economic instruments accessible to Canada and the country's participation and membership in multilateral economic and financial institutions, the **Economic Diplomacy** course is presented to provide incumbents with a good understanding of these economic instruments and their strategic importance to Canadian national economic interests, the making of Canada's international economic policy, and how to use this knowledge strategically in a bilateral/regional context for the advancement of Canada's trade, economic and security interests (CFSI, 2004). The South African equivalent course is **Economic Trade and Finance** module.

International engagements through a multilateral forum increased significantly after the Second World War. These have provided challenges for diplomats to operate in this new and ever-changing environment in which diplomatic activities take place without relevant skills (CFSI, 2004). A **Multilateral Diplomacy** course is offered and designed to give participants an overview of multilateral institutions and Canada's participation in them. Participants will be exposed to issues on the horizon that may be relevant to mission operations and the evolving role of civil society, in particular NGOs, in multilateral diplomacy (CFSI, 2004). Participants are equipped with relevant skills to operate in a multilateral diplomatic environment to execute their mandate successful. The South African equivalent course is **Diplomacy** module.

Given the importance attached to the respect of human rights in its foreign policy, two courses, **Human Rights I** and **Human Rights II,** are offered. The **Human Rights I** course provides an overview of the evolving human rights issues and their connection to Canadian foreign policy, focusing on the roles of various stakeholders, and offering tools to follow-up on human rights issues, as well as tactics to promote human rights, the relationship between trade and human rights, and reporting on this issue (CFSI, 2004). **Human Rights II** is an advanced course which is designed to prepare officers being sent on a posting to conform to the high standards of the DFAIT in the work they have to do at missions in the Human Rights area. It focuses on international instruments, Canadian practices and reporting on these issues. Prospective diplomats must take both courses (CFSI, 2004).

Given the importance of international law in the implementation of a country's foreign policy, Canada like South Africa offers a course designated an **Introduction to International Law**. This course is designed to provide new officers with a basic understanding of international law, to illustrate the importance of international law in relations between nations and governments,

and to demonstrate how the DFAIT, via the Legal Affairs Bureau, deals with various current issues requiring international solutions (CFSI, 2004).

The *Political/Economic Practice* course is presented to improve participants' understanding of contemporary diplomatic practice and its institutional context within the DFAIT headquarters and missions abroad (CFSI, 2004). Participants develop specific skills required for diplomatic practice, such as information, contact management and professional ethics. Participants learn to identify key characteristics of traditional and contemporary diplomacy as well as patterns in Canadian diplomatic practice in order to advance the capacity necessary to the realization of Canada's economic and political interests (CFSI, 2004).

In pursuing Canada's national foreign policy interest as a peacemaker, incumbents are offered a *Conflict Prevention* course which is designed to equip them with the skills required for effective involvement in conflict analysis, prevention, management and resolution (CFSI, 2004). The training is done through case studies and simulation exercises encompassing various situations requiring involvement and/or intervention in international and intra-national conflicts (CFSI, 2004). In a current affairs context, participants also learn about Canada's role in various conflict prevention missions abroad and the outcomes thereof.

Since Canada's security and economic situation depends mainly on the USA, a course on *Canada — USA relations* is presented and is compulsory (CFSI, 2004). The course is designed to provide participants with knowledge of the USA (its political culture, its history, and its institutions) in order to foster an understanding of the complexity of the USA policy process. In particular, participants will be exposed to the ways in which domestic considerations shape USA policy towards Canada and the rest of the world, as well as to the implications of the broad reach of USA influence and foreign policy interests

(CFSI, 2004). The workshop also seeks to acquaint participants with the basics of the Canada-USA relationship, and helps participants to better understand how the USA system can be accessed and influenced (CFSI, 2004). The South African equivalent course is *Understanding South African in Africa*.

Security has become a main concern for many countries since the 9/11 terrorist attack in the USA. International security matters have taken the centre stage in all major diplomatic activities (CFSI, 2004). An *International Security* course is offered to expose participants to the world's evolving security system, in particular, to the emergence of new dimensions to such issues as economic, human and environmental security (CFSI, 2004). The role and importance of multilateral institutions on international security management is also explored in detail in the course. Participants are equipped with relevant skills to engage on matters that relate to international security at multilateral or bilateral forums and the course is not compulsory (CFSI, 2004). The South African equivalent course is the *International Peace and Security and Major Emerging Issues* module.

The CFSI also offers specialization courses only for those incumbents who are identified for as Trade Commissioners. Courses offered in this regard include a course on *Investment Development and Strategic Alliances* (CFSI, 2004)*. The* course provides relevant techniques to be used by participants when undertaking investments and trade promotions abroad. Case studies and exercises are used to assist in identifying target companies, presenting investment opportunities to potential investors, and using the support network in Canada (CFSI, 2004). The course also includes a module on the variety of forms that strategic alliances can take and that can be used to implement mutually beneficial relationships between Canadian companies and foreign business partners. The South African closer to equivalent course is the *Commercial Diplomacy* module and it may be helpful to include some of the elements of the CFSI course to enhance the module.

Another course offered to incumbents identified for Trade Commissioners' responsibilities is the *International Financial Institutions* course. This course provides an insight into the role of Multilateral Development Institutions in the financing of international trade opportunities and how Canadian business people can succeed in pursuing opportunities generated by countries benefiting from assistance from these institutions (CFSI, 2004). Participants acquire techniques that they will be used to monitor projects funded by intergovernmental financial institutions in order to advise Canadian business to source contracts to undertake the projects (CFSI, 2004). The issues raised in this course are dealt with in the South African equivalent module, the *Economic Trade and Finance*.

The *Trade Commissioner Service — Serving our Clients* course is offered to familiarize participants with the new approaches to service clients in foreign markets. The course covers the outcome and implications of a performance measurement initiative (a new approach to management), and describes how officers' time can be better allocated through the implementation of new service guidelines, client support techniques and post support tools (CFSI, 2004).

Potential Trade Commissioners are also offered a *Trade Policy and Market Access* course. This course examines the principal trade regulations as they are applied in various international agreements. It covers the fundamentals of the trading system, such as hidden barriers to trade, GATT articles and other agreements, market interventions, the new trade agenda, and policy and access issues often encountered at missions (CFSI, 2004). Participants are provided with the skills to understand and identify trade distorting policies implemented by other countries and how to engage through multilateral institutions and bilateral arrangements to resolve these matters (CFSI, 2004). Some of the issues dealt with in this course are dealt with in the South African equivalent module, the *Economic Trade and Finance*.

To enhance the Trade Policy and Market Access course, a course on **Trading Houses** is offered. The Trading Houses course focuses on the financial and trading institutions as potential partners in the realization of Canada's foreign policy objectives. The main objectives of the course are: (a) to improve awareness among participants with regard to the significance of trading Houses in international trade, (b) to create two-way communication channels between participants and traders, (c) to help create business partnerships to respond promptly and effectively to international opportunities (CFSI, 2004).

Given the importance of accurate information in making decisions on how to compete in international markets, it is also the responsibility of the DFAIT to undertake the gathering of intelligent information to give Canadian business a competitive edge in international markets. A **Competitive Intelligence** course is offered to enhance the capacity of incumbents to undertake this function. This course concentrates on the systematic collection, analysis and dissemination of political, economic and commercial intelligence reporting from missions (CFSI, 2004). Among other skills, participants learn effective interviewing techniques, creating and managing competitive intelligence, and efficiently integrating advanced and targeted Internet searches into the competitive intelligence process (CFSI, 2004). Furthermore, a course on **Working Trade Shows from Both Sides of the Aisle** is offered. This innovative course equips participants with skills that will enable them to gather market intelligence, to establish new contacts, to analyse a trade show and the products and services available and to be able to utilize the information gathered to enhance mission work (CFSI, 2004). South Africa could well benefit from introduction of similar courses.

The **United Nations Procurement** is also a specialization course. This course provides an understanding on the procurement activities of agencies of the United Nations system and what type of export opportunities they represent, and the nature of interactions that Canadian government agencies have with UN

agencies (CFSI, 2004). The purpose is to ensure that once incumbents are posted, they are able to identify business opportunities for Canadian business from UN procurement contracts and advise Canadian companies on how to succeed in tracking these opportunities (CFSI, 2004).

Before incumbents are sent to missions, a number of pre-posting obligatory courses are offered. A **Consular Briefing** course is offered to participants to provide them with an understanding on consular services responsibilities abroad and in the DFAIT (CFSI, 2004). It is designed for officers who will be required to act as duty officers or to render occasional consular services. A **Public Diplomacy Abroad** course is also offered to provide an insight into public diplomacy activities at the mission, including public affairs work, communication (understanding media) and cultural and education promotion and outreach activities (CFSI, 2004). Participants are encouraged to focus on the application of advocacy methods for the systematic promotion of specific Canadian interests and officials have an opportunity to meet and discuss public affairs/public diplomacy activities with the DFAIT clientele and potentials partners.

The ability of a diplomat to influence negotiations at both bilateral and multilateral level is critical to the attainment of Canadian foreign policy. An **Advocacy and Influence Strategies** course presents a methodology for the systematic promotion of specific Canadian interests, along with tips on how to advocate these interests effectively (CFSI, 2004). Participants are exposed to the application of the methodology suitable for advocacy specific issues and how to develop an advocacy campaign plan. Participants are provided with a computer template for use in the planning and implementing an advocacy strategy (CFSI, 2004). Once posted, participants will be expected to use the skills gained through the course to implement their mandate efficiently and effectively.

Given the fact that diplomatic activities are undertaken in diverse cultures, an

Intercultural Effectiveness course is offered to address skills requirements in this area. This course examines the roles of culture, communication, and interpersonal behaviours and relationships and their impact on diplomatic activities in a different cultural context (CFSI, 2004). The course emphasizes intercultural skills building and practical applications related to the work in missions and in the countries of assignment. Also featured is country and area-specific information as well as a meeting with senior diplomats to share their experiences during assignments (CFSI, 2004). Spouses are also invited to attend the sessions dealing with country-specific information and strategies for individual and family adaptation.

The *Managing Staff Abroad* course is aimed at ensuring that, once posted, staff is able to supervise subordinates appropriately. The effective functioning of a mission depends largely on the organisation of its human resources (CFSI, 2004). This course deals with human resources management in an overseas context. Topics include working with Canada-based and locally-engaged staff at a mission; basic supervisory skills; coaching and feedback; dealing with underperformers; defusing conflict; hiring and firing procedures; and stress and time management (CFSI, 2004).

4.6 CASE STUDY THREE: THE MEDITERRANEAN ACADEMY OF DIPLOMATIC STUDIES OF THE UNIVERSITY OF MALTA

The Mediterranean Academy of Diplomatic Studies (MADS) of the University of Malta has been involved in offering a diplomatic training programme through seminars, online interactive learning, self-study material, individual research and graded assignments based on course lectures and relevant to the work of the participant (MADS, 2004). The series of seminars and interactive online lectures are conducted by a team of international experts on various aspects of diplomacy and international relations. The objective of the MADS training programme are:

(a) to strengthen or improve knowledge in bilateral, multilateral, economic and media diplomacy, and diplomatic negotiations, organization and management of diplomatic activities and Internet diplomacy, (b) to update skills and knowledge about electronic communications and Internet diplomatic activities, (c) to improve participants' skills in formulating strategy proposals for their superiors and tactical suggestions within a negotiating process as well as timelines for negotiations and other diplomatic activities, (d) to improve participants' basic negotiations skills, (e) to assess the importance of the media in diplomatic work and to acquire basic tools for interacting with them, (f) to increase the understanding of the structure and functioning of diplomatic embassy or mission, and (g) to increase the understanding of the workings of international organizations (MADS, 2004).

There are prerequisites that must first be met for one to be enrolled in the MADS programme. Participation in the programme is for those who are currently serving as diplomats and civil servants or for individuals actively pursuing international diplomatic relations with the aims of acquiring new knowledge in the field or of preparing for a posting abroad (MADS, 2004). Individuals may enrol in the course only after completing an undergraduate university course complemented by an understanding of diplomacy or international relations. A good command of English, the language of instruction and administration, and computer skills are also essential.

The MADS programme is offered in a form of modules. Each module that is offered is made up of four to six lectures drawn from a number of important themes. Emphasis is on ensuring that each group of participants may choose which themes are relevant to their interest in each module and fit their own particular requirements. As intimated, modules are on bilateral, economic, multilateral, media and public and Internet diplomacy (MADS, 2004).

The content of the module on **Bilateral Diplomacy** addresses the diminishing

role of a resident embassy as a result of instant communications, direct communications between ministries of foreign affairs, foreign travel of heads of state and foreign ministers (MADS, 2004). The argument that informs the bilateral diplomacy module is that the missions have become co-managers of foreign relations given the roles undertaken directly by various agencies of government with their counterparts in other countries. The module on bilateral diplomacy provides the knowledge required to empower a diplomat at a mission to act as a unique databank in a new headquarter-mission partnership (MADS, 2004). The module also presents the key areas of diplomacy and the tools and techniques that can be used by a diplomat in an innovative way of relationship building.

Themes addressed in the **Bilateral Diplomacy** module include *The Framework of Bilateral Diplomatic Relations.* Under this theme, realist and liberal theories of international diplomatic relations are presented with more emphasis on the complexities of bilateral relations in the current global order (MADS, 2004). Participants are also provided with tools to assess profiles of countries. Participants are introduced to concepts and tools that enhance 'relationship-management' in the interplay between headquarters and mission in the implementation of a country's foreign policy. The theme of *Building Bilateral Political Relations* is also presented in the module and participants are introduced to concepts that form the basis of bilateral relations and an analysis of methodologies available to equip diplomats with the relevant skills to build bilateral political relations that will facilitate the implementation of their country's foreign policy (MADS, 2004). Participants are also exposed to the management complexities and challenges ministries of foreign affairs encounter in the current global order owing to the ever blurred distinction between foreign and domestic affairs (MADS, 2004).

Another theme included in the **Bilateral Diplomacy** module is the *Building Bilateral Economic Relations.* Given the challenges that countries encounter in

their bilateral relations, economic issues have become a critical area and every country is compelled to pursue its national economic interests in a global environment (MADS, 2004). Participants on this theme are exposed to methodologies that enable them to promote trade (especially maximising exports), services promotion, mobilization of direct investments and technology transfer (MADS, 2004). The dedicated module on Economic Diplomacy is discussed in details a title later in this section.

It is important to note that without an understanding of the culture of the diplomatic environment, the diplomat's performance will be greatly affected. Participants are offered a ***Building Bilateral Relations in the Areas of Culture, Media, Education, Science and Technology, and Public Diplomacy*** theme to acquire the skills that will enable them to foster the mutual understanding of the country's culture and how to built relations with the local media (MADS, 2004). In addition, participants are exposed to tools that will enable them to build development-orientated relations through promotion exchanges in education, science and technology.

The foreign ministry is an institution of any government that is responsible for guiding the formulation and implementation of that government's foreign policy. Participants are offered ***The Foreign Ministry*** module mainly introducing them to the generic work of the ministry of foreign affairs, especially the role of each level of performance and the execution of the country's foreign policy (MADS, 2004). Levels that are presented and analysed include the work of the desk officer, middle and senior managers, and the executive authority. Practical case studies of various ministries of foreign affairs and relations with other countries are used as a means of showing how an optimally performing ministry is structured. ***The Embassy/Mission*** theme is also presented to expose participants to the role of an embassy or mission (MADS, 2004). The participants studying this theme are exposed to the functions of different officials in a bilateral embassy, with a focus

on the first secretary (together with junior officials normally referred as 'foot soldiers'), the ambassador and the deputy chief of the mission (MADS, 2004). The personal characteristics that contribute to good performance in each category are presented and analysed with particular emphasis on ways which junior officials can optimize the performance of the mission. Furthermore, a theme on **Diplomatic Reporting** is offered because good analyses and reporting on the developments in the host country are key requirements for the relevance of a mission in this global order and are also the life-blood of the diplomatic process (MADS, 2004). Participants are apprised of the methodologies for good oral and written reporting which include quality periodic reports, special dispatches and cipher messages that could impact positively on and enhance the work of the mission (MADS, 2004).

In bilateral diplomacy, countries identify areas of mutual interest that may be realized through commission or working groups as structures to deliberate on and to implement decisions made by political leaders. Other groups may include the appointment of an 'Eminent Person' or 'Track II' to bring together stakeholders and resolve a potentially explosive issue in bilateral relations (MADS, 2004). Participants are therefore exposed to the methods and tools that enable them to develop a structure and to allocate responsibilities to enable such commissions or groups to perform optimally through a theme on **Joint Commissions and Other Groups** (MADS, 2004).

Missions, as agencies of government, must also have a performance measuring tool to monitor whether the annually set key performance areas are realized according to mission set objectives and the allocated budgetary resources. Participants are introduced through the **Performance Monitoring** theme to the practical application of performance measurement techniques used in generic management science to detect underperformance and implement corrective measures (MADS, 2004).

Under the **Trends and Challenges in Bilateral Diplomacy** theme, participants are presented with the impact of the current global order on the tasks of a resident mission. Areas that are looked at include the trend towards regional economic and security blocks, FTAs, active direct participation of heads of states or government and the foreign ministers, tensions aiming bilateral-multilateral regional policy, public accountability and relationships with non-state actors (MADS, 2004). This focus is to address the development trends of transforming a resident mission from a full manager of foreign relations and a major contributor to foreign policy formulation to a co-manager of bilateral relations. Participants are equipped with knowledge and management skills that enable them to remain relevant and crucial players in the maintenance of bilateral relations despite the declining relevancy of missions as more players become involved in the management of foreign relations (MADS, 2004).

The second module offered at MADS is the **Economic Diplomacy.** The content of this module is structured in such a way that it provides an introductory guide for practitioners of international trade diplomacy. Emphasis is mainly placed on international trade diplomacy and economic integration. The module is made up of six thematic areas which are briefly explained below. The purpose of the module is to equip diplomats with the skills necessary to find their way through complex terms and structures of economic diplomacy (MADS, 2004). The first theme of the module is **The Framework of International Economic Diplomacy**. Participants are introduced to the political and economic environment that makes up the global economy and are exposed to existing international economic structures and institutions, the main stakeholders and how they interact to create a global economic environment (MADS, 2004). Another theme that is also offered in this module is the **Basic Concepts in International Trade.** Given the ever imposing role that international trade development has had on the sovereignty of states, participants are introduced to the basic concepts of international trade in

this theme. The introduction to the basic concepts enables participants to understand the objective of international policy and why it is important for countries participate in its formulation (MADS, 2004).

In international trade, IGOs have taken the centre stage in the facilitation and coordination of international trade activities; and diplomats are expected to understand the organisation and implementation of their country's foreign policy. A *Multilateral Trade Instruments* theme is offered to participants in the module as a means of introducing them to the principles that underlies the GATT/WTO/GATS agreements as well as their structure and content (MADS, 2004). Other topics that are included in this theme are a brief presentation of the terminology that is used in defining trade relations, for example, most favoured nation, national treatment, transitional rules for developing countries (MADS, 2004). An understanding of this theme is crucial in the global environment.

Also included in the **Economic Diplomacy** module is a theme on *Regional Integration and Free Trade*, which is distinct from *Building Bilateral Economic Relations* theme under **Bilateral Diplomacy** module, discussed earlier (MADS, 2004). Across the continents, countries are forming regional economic blocks that are essential for easy market access in each other's territories. Participants are introduced to the basic concepts of regional integration and the role of free trade agreements in regional economy. At the end of the theme participants are expected to have acquired relevant skills that will enable them to participate fully in or give advice on regional economic integration and free trade matters or negotiations (MADS, 2004). Such skills will be further enhanced in the theme on the *Content of a Free Trade Agreement.* Given the global trend in strengthening of bilateral relations through an FTA by countries, participants in this theme are exposed to the following elements of this form of agreement: scope and coverage, origin rules, national treatment, flanking policies, safeguards and institutions (MADS, 2004). The themes that also relate to the

above two themes are the one on ***The Negotiating and Approval Process of a FTA*** and ***Topical Issues of Regional Integration***. The complexities of negotiations (balancing of interests among national stakeholders [producers, civil society, government, parliament, press, etc.]), approval and implementation of an FTA are also presented and analysed. Participants are exposed to proper procedures that are commonly utilized to strike a balance between the competing needs of the different constituencies, focusing on negotiations and internal preparations for negotiations (MADS, 2004). Participants are apprised of existing regional bodies, such as the European Union, the African Union and SADC. Every effort is made in the content of the lectures to address regional specificities according to the interest of participants. Basic theories that underpin regional integration are presented and analysed to enable the participant to understand their impact in the global economy (MADS, 2004).

The implementation of the objectives of the **Economic Diplomacy** of a country is commonly undertaken by an economic counsellor at the mission. A theme on ***The Functions of the Economic Counsellor*** is offered to enable participants to understand the role and activities of an Economic Counsellor in regard to the economic mandate of a mission (MADS, 2004). The responsibilities of the Economic Counsellor, which include the surveying of the economic situation, initiation and development of bilateral agreements, consultation over multilateral economic matters, trade promotion and investments, are presented and analysed (MADS, 2004). At the end of training, participants are expected to have acquired the relevant skills required by an Economic Counsellor to effectively execute their mandate. Participants are also introduced to one of the major catalysts for economic development, that is, how to promote inward investments in the modules on the ***Investment Promotion*** theme (MADS, 2004). Participants are taught the techniques to attract internal investments in different environments through an introduction of the preconditions and implications. Skills acquired in this sector enable participants to actively engage in those promotion activities

that will convince investors that their country has a sound investment environment when compared to other countries at the same level.

The third module offered at the MADS is the **Multilateral Diplomacy** module. In this module, participants are introduced to the basic concepts of multilateral diplomacy with special emphasis on its evolution, the main actors, methods and techniques (MADS, 2004). Areas covered include preconditions for diplomacy, the evolution of multilateral diplomacy, the history and development of international and supranational institutions, and the rise and development of NGOs (MADS, 2004). The module consists of six thematic areas which are briefly discussed below. The first thematic area is on *Actors of Multilateral Diplomacy*. Although governments have remained the main actors in multilateral diplomacy over the past century, non-state actors, such as NGOs have also found themselves participating fully in multilateral diplomacy (in the last half of the past century) directly or indirectly. Participants are exposed to the changes that these developments have made to the composition, membership and powers conferred on international organizations which are the institutions under which multilateral diplomacy is undertaken (MADS, 2004). Participants are, therefore, introduced to the main actors (states, professional bodies, lobbies, media and civil society) and their role is analysed in the context of multilateral diplomacy (MADS, 2004).

The second thematic area is a *Framework of Multilateral Diplomacy*. Participants in this theme are introduced to the diverse institutional and organizational frameworks of multilateral diplomacy. The institutional arrangements that are examined include conferences, international organizations, international regimes and other arrangements that can be decided on by the parties involved (MADS, 2004). Complementing the above theme is a theme on *Methods of Multilateral Diplomacy.* This is covered in the **Multilateral Diplomacy** module. Participants in this theme are introduced to the methodologies of undertaking multilateral diplomacy and getting the most out of

that process. Participants are exposed to aspects including bilateral interactions in the sharing of an idea and seek consensus from various stakeholders outside the main forum (MADS, 2004). The theme encompasses the role of international secretariats and the management of formal and informal meetings. In addition, a theme on *Techniques of Multilateral Diplomacy* is also offered in this module. Multilateral diplomacy techniques are introduced to participants to enable them to understand how multilateral diplomatic activities are undertaken successfully (MADS, 2004). Participants are further introduced to both the traditional and current multilateral diplomatic challenges. Issues, such as how to prepare for multilateral conferences, are presented and analysed with special emphasis on the introduction of critical tools of consultation and coordination in reaching a consensus (MADS, 2004). At the end of this thematic area, participants are expected to emerge with the relevant skills and to be confident of their abilities to apply techniques of multilateral diplomacy when pursuing their country's foreign policy objectives.

IT has become is a key instrument in facilitating any international engagement timeously and successfully. The *IT and Multilateral Diplomacy* theme is also offered in the **Multilateral Diplomacy** module to expose participants on the role that IT plays in multilateral diplomacy. Instruments that are used for instantaneous communication, joint work on a single text, negotiation by means of hypertext links or real time with delegates attending via their computers are presented and analysed (MADS, 2004). Participants are given those skills that will enable them to utilize IT as a means of enhancing their participation in multilateral engagements (MADS, 2004). In addition to the above theme, there is the *Language and Documents of Multilateral Diplomacy* theme that introduces participants to the language of multilateral diplomacy used when writing multilateral documents (agreements, conventions, treaties, programmes, etc.). A survey of the language and documents of multilateral diplomacy is presented and analysed in equipping participants with the relevant skills to fully

participate in these processes (MADS, 2004).

The fourth module that is offered at the MADS is the **Diplomatic Negotiations** module. The art of negotiations is a diplomatic tool countries or organizations use to regulate relations in modern society. In this module, presentation of the general background and principles that are relevant to the negotiation process is made. Special emphasis in the eight themes that form the module focuses on techniques and tools for diplomatic negotiations (MADS, 2004). Participants are introduced to the basic terminology, principles, concepts, strategy and tactics of modern techniques to undertake diplomatic negotiations (MADS, 2004). In this module, the first thematic area covered is on *Cross-Cultural Negotiations*. Participants are exposed to three aspects of the cultural influence on negotiations under the *Cross-Cultural Negotiations* theme namely, national, organizational and professional cultures. Organizational culture studies expose participants to specific cultures developed within international organizations, such as the UN, WTO and EU (MADS, 2004). A professional culture session exposes participants to cultures that are shared and developed in different technical fields, such as environment, education, defence and health. Furthermore, participants are introduced to the *Language of Negotiation* theme in which they are exposed to the language of diplomatic negotiations, with the main focus being on specific language techniques frequently used during negotiations, including ambiguities, analogies and historical rhetoric (MADS, 2004). A *Media and Negotiations* theme is also presented in the module and its purpose is to enable participants to acquire skills needed to manage issues that arise from media coverage that may affect certain aspects of their diplomatic negotiations participants also learn how to use media as an aid for constructive negotiations (MADS, 2004). The *pros* and *cons* of public and secret negotiations with a special focus on the tactical interplay between the media and negotiations are presented and analysed.

The **Diplomatic Negotiations** module presents themes on how properly to

prepare for negotiations. An *Internal Preparations* theme of the module introduces participants to the modern negotiation process, which begins with the initiation phase, followed by consultations and coordination with all interested stakeholders in regard to positions for negotiations (MADS, 2004). The consultation and coordination process is presented to participants as a tool designated to elicit their input, amendments a proposed negotiation position, approval of the negotiation brief and selection of the delegates to form part of the negotiation team. In the session, participants are introduced to techniques that are used to prepare for multilateral negotiations, such as conferences and negotiations within existing deliberating organs (MADS, 2004). Techniques that are learned include, deciding on the venue and date, drafting of rules and agenda, material invitation, invitations, appointment of a special rapporteur, deliberation of proposals and circulation among participating countries and preparatory deliberations of negotiating groups. Furthermore, a theme on *Rules of Procedures* introduces participants to the rules and procedure for multilateral negotiations that include opening, closing, suspension, adjournment, elections, point of order, proposals, consensus, and the like (MADS, 2004). Participants are exposed to rules that relate to groups, such as the presentation of candidates for organs, the presentation of group positions and the relationship to the individual positions of members.

The **Diplomatic Negotiation** module includes themes, such as *Organs of Negotiations, Techniques of Negotiations, Opening and Conclusion of Negotiations and Introduction, Objectives, Types and Framework*. In these themes, participants are introduced to various organs of negotiation that include deliberating bodies, plenary meetings, committees and subcommittees, credentials committee, drafting committee, and so on. The roles of the chair and secretariat and their appointments is presented and analysed (MADS, 2004). Candidates are also exposed to techniques of negotiations that include general considerations and attitude and informal aspects of negotiations. Issues that are

presented in the session include joint proposals, coalition building, and exchange of concessions, delaying tactics, mediating conflicts, informal meetings, contact with non-participants and experts, courtesy, and the opening and closing of meetings (MADS, 2004). Participants are introduced to the framework of bilateral negotiation which includes standard bilateral negotiations, joint commissions and the utilization of multilateral forums for the purposes of bilateral negotiations.

The fifth module is on **Media and Diplomacy.** Two thematic areas are covered in this module namely *Methodology for Information Dissemination* and *Language of Negotiation*. This module is distinct from the previous given module on **Diplomatic Negotiation** because it deals with the management of information in a diplomatic environment outside diplomatic negotiations (MADS, 2004). Given the role that the media place in influencing global opinion and in directly impacts on the activities of countries in international relations, participants in the module are introduced to the role and importance of the media for the diplomat as an instrument to transmit information and influence national or international opinion. Under the theme *Methodology for Information Dissemination*, participants are introduced to the basic methodologies of using the media as a tool to disseminate information that is directed at influencing public opinion or influencing certain policy decisions in international relations (MADS, 2004). Techniques that are presented and analysed in the session include how to prepare the audience, prepare the message, and choose the type of media that are relevant and how to get feedback. In the *Language of Negotiation* theme, participants are introduced to the art of dealing with the media through practical simulated exercises assessing their strengths and weaknesses in dealing with the media. The participants are also introduced to skills of handling the media in the following situations; controlled – preparing press releases and official statements, how to handle press conferences and studio interviews, and uncontrolled – dealing with news interviews and on-the-spot questions (MADS, 2004).

The sixth module is **Internet Diplomacy**. There is no doubt that the development of the Internet as a communication tool has had a major impact on all facets of society including the environment of international relations and diplomacy. The module is mainly directed at introducing participants to the interaction between the Internet and diplomacy in the following three thematic areas; the Internet and the changing environment for diplomatic activity, the Internet as a new topic in diplomatic agendas, and the Internet as a new tool for diplomatic activities (MADS, 2004). The *Internet and the Changing National Environment for Diplomatic Activity* session introduces participants to the impact that the wide utilization of the Internet has made on national societies especially in developed countries were it has led to the shift in the distribution of power in diplomacy, political life and legislative process (MADS, 2004). Participants are exposed to strategies that could be used in executing their mandate through effective utilization of the Internet. The *Internet and the Changing International Environment for Diplomatic Activities* session mainly looks at how the development of IT has given rise to changes in the relations among states. Participants are introduced to the tools that will enable them to use the IT in the ever evolving international environment for diplomatic work (MADS, 2004). The *Internet as a New Tool for Diplomatic Agenda* session covers new topics that have arisen in the diplomatic agenda because of the development of the Internet. Furthermore, the impact of the Internet on states in relation to protecting legal and public order are presented and analysed and also the role of international relations in developing international regulations for the use of the Internet.

Other areas covered in the **Internet Diplomacy module** is *Internet and New Topics on Diplomatic Agendas – Copyright, Cybercrime, E-commerce and other Financial/Economic Issues* theme. In this theme, participants are taught techniques to develop legislation to deal with Internet problems that require legal solutions, such as copyright in areas where international cooperation is required

(MADS, 2004). Existing international regulations and potential future solutions that relate to the use of the Internet, such as cybercrime and other related technologies, are presented and analysed. Initiatives, such as 'Bridging Global Divide' and the 'Global Knowledge Partnership' are introduced to participants as tools to be used in international relations on issues that relate to the development and use of the Internet (MADS, 2004). Participants are further introduced to the role of multilateral organizations, such as the WTO in the regulating global Internet transactions.

Other thematic areas that are covered in the **Internet Diplomacy** module include ***Introduction to Information and Knowledge Management, Finding Information with Search Engines, Finding Information on Diplomatic Services and Missions, Finding Information on International Organizations and NGOs, Negotiating via the Internet, E-mail and Mailing Lis**t and Security* (MADS, 2004). Participants are offered the tools that will enable them to deal with massive information that is generated through the Internet. Strategies, tactics and tools for the management of 'information discrepancy' are presented and analysed. Participants are also introduced to the process of using Internet search tools to find specific information on the Internet. Techniques that are explored include knowing the types of search engines, search strategies and how to formulate requests for maximum returns (MADS, 2004). Participants are introduced to the available technology that necessitates negotiations via the Internet, especially how to create a good condition for such negotiations. Tools and techniques are presented and analysed to enable participants to maximize their diplomatic engagements through Internet-based negotiations (MADS, 2004). Other areas covered include the utilization of the e-mail and mailing list as a tool provided by the Internet for effective communication. Additional emphasis in the session is based on the packaging of information, security, and organizing and storing the knowledge and information contained in e-mails (MADS, 2004).

The seventh module is on **Organization and Management of Diplomatic Activities.** Participants in this module are introduced to the institution of diplomatic/foreign service through a comparative study of a number of countries' diplomatic services (MADS, 2004). The presentations also include looking at the factors that impact on the form of the different structures in the administration of diplomatic services institution implemented by different countries. The first thematic area covered in this module is the *Organization of Diplomatic Services*. A practical exercise is undertaken to introduce participants to the techniques that are used to initiate the establishment of diplomatic service by a country (MADS, 2004). Participants are exposed, through a simulated process, on how justification is provided for the establishment of diplomatic services to a panel which has to make a decision. Participants are expected, by the end of the training, to have gained practical skills that will enable them to establish a new mission. When a mission is approved for establishment, human resources are required (MADS, 2004). A theme on *Human Resource Management* is presented and in this theme participants are introduced to the process of recruitment, training, on-going training throughout their career, posting policy, career planning, assessment and promotion in the diplomatic service (MADS, 2004).

Other themes covered in the module are *Time and Time Management and Drafting of Diplomatic Documents*. Since time management is an essential factor for the performance of diplomatic duties, participants are introduced to the following topics; time in negotiations, political time, administrative time, and information technology tools for time management (MADS, 2004). Participants are also exposed to all forms, practices and the history associated with diplomatic documents. Each type of diplomatic document, for example, Note Verbal, will be presented and analysed. Furthermore, participants are taught in this session about the process of drafting different types of agreements (MADS, 2004). In addition, they are introduced to the role and use of modern technology for the

collaborative drafting of diplomatic documents.

4.7   SUMMARY

This chapter has reviewed South Africa's human resources development policies with special emphasis on the training of its diplomats for FS. It is also clear that the policies and regulations on HRD explored demonstrate the commitment of the South African government to building an efficient and effective public administration institution to implement its mandate. The three curricula offered by the FSI, the CFSI and University of Malta have clearly demonstrated that the skills required for FS are very broad. Therefore, the challenge is for the decision-makers to decide on a programme for FS training, based on what they need to achieve in their foreign relations. The restructuring or re-orientation of the FSI which is the first in the Southern African region shows the understanding by government of the challenges it faces in ensuring that it has the capacity to manage the implementation of its foreign policy objectives. The FSI still faces challenges to continue to adapt to the new challenges by ensuring that its programmes take into consideration the new skills capacity requirements. It is pointed out in this chapter that the CFSI when compared to the FSI offers more modules which are specifically tailored for certain categories of diplomats. The CFSI programme places more emphasis on developing diplomats for a specific country's foreign policy objectives. Individuals who are identified for certain posts are assigned to the specific training that is directly related to their new assignments on posting. It is, therefore, imperative that even though there is an urgent need to multi-skill diplomats, their actual identified areas of work and South African foreign policy objectives must form the basis of any of the FSI training programme.

The MADS programme also presents modules that are similar to the FSI modules. However, this may be misleading because the content of the modules

differs as it covers a number of additional themes that are important but not critical if diplomats are not specializing. The FSI modules are more of a generic introduction, whilst the MADS modules have a specific focus and are more detailed in their approach. Both the CFSI and the MADS training programmes provide justification for the continuing process of the DFA to review the role of the FSI, especially its FS training programme. Once the alignment of the FSI training programme is undertaken in line with the existing international format, the institution will be able to achieve its mandate of producing the required capacity to successfully implement South African foreign policy.

The next chapter presents the findings of the field research to determine, for South African diplomats, the relevance of the FSI curricular in building the required skills capacity for the implementation of South African foreign policy.