

Foreign Affairs

Aim

The aim of the Department of Foreign Affairs is to maintain and promote the Republic of South Africa's external relations.

Policy developments

Since 1994 South African foreign relations has moved from a defensive posture with limited global coverage to effective representation of the new democracy to as wide an audience as possible. This entailed significant internal restructuring, as well as large-scale restructuring and expansion of residential and non-residential representation abroad. The changes also encompassed the translation of the values, hopes and aspirations of the new democracy onto the international stage.

The primary focus of foreign policy is the promotion of the African Renaissance on the domestic, regional and international levels. South Africa plays an increasingly active role within Southern Africa and the African continent as a whole, particularly through the regional organisations of the South African Development Community (SADC) and the Organisation for African Unity (OAU).

Active participation in the peaceful settlement of disputes and in peacekeeping operations will become more prominent in the medium term. South Africa's peace efforts, however, have not been limited to Africa. Its constructive role in the Lockerbie issue, Northern Ireland and East Timor show the country's commitment to peaceful resolution of disputes around the world.

South Africa is an active member of international institutions such as the United Nations and the World Trade Organisation, working to ensure that they become more democratic and responsive to the demands of developing countries.

Expenditure estimates

Table 4.1 Expenditure by programme

| R million | Expenditure outcome | | | Revised estimate 1999/00 | Medium-term expenditure estimate | | |
|---|---------------------|----------------|----------------|-----------------------------|----------------------------------|----------------|----------------|
| | 1996/97 | 1997/98 | 1998/99 | | 2000/01 | 2001/02 | 2002/03 |
| Administration | 94,4 | 122,2 | 116,8 | 121,9 | 123,0 | 127,9 | 125,1 |
| Foreign relations | 835,9 | 855,6 | 1 026,2 | 996,2 | 977,7 | 1 041,0 | 1 025,0 |
| Supporting services: foreign representations | 202,5 | 170,5 | 155,0 | 215,3 | 224,5 | 215,0 | 201,7 |
| Departmental vote | 1 132,8 | 1 148,3 | 1298,0 | 1 333,4 | 1 260,9 | 1 335,5 | 1 315,2 |
| Public works ¹ | – | 0,6 | 120,3 | 144,9 | – | – | – |
| Total | 1 132,8 | 1 148,9 | 1 418,3 | 1 478,3 | 1 325,2 | 1 383,9 | 1 351,8 |
| Change to 1999 Budget estimate | – | – | – | 202,6 | 151,6 | 196,5 | – |

¹ Appropriated on Vote 26: Public Works.

- *Administration* is responsible for the overall management of the Department.
- *Foreign relations* involves promoting relations with foreign countries, both bilaterally and through multilateral cooperation, as well as undertaking international initiatives or actions.
- *Supporting services: foreign representation* provides services to support the Department's line function activities.

Table 4.2 Economic classification of expenditure

| R million | Expenditure outcome | | | Revised estimate | Medium-term expenditure estimate | | |
|-------------------------------|---------------------|----------------|----------------|------------------|----------------------------------|----------------|----------------|
| | 1996/97 | 1997/98 | 1998/99 | 1999/00 | 2000/01 | 2001/02 | 2002/03 |
| Current | | | | | | | |
| Personnel | 607,7 | 613,3 | 695,2 | 703,1 | 746,0 | 768,3 | 791,4 |
| Transfer payments | 92,7 | 92,4 | 77,5 | 98,5 | 95,4 | 95,4 | 95,4 |
| Other | 370,3 | 366,3 | 463,7 | 472,2 | 369,7 | 432,0 | 389,2 |
| Capital | | | | | | | |
| Transfer payments | – | – | – | – | – | – | – |
| Acquisition of capital assets | 62,1 | 76,9 | 181,9 | 204,5 | 114,1 | 88,2 | 75,8 |
| Total | 1 132,8 | 1 148,9 | 1 418,3 | 1 478,3 | 1 325,2 | 1 383,9 | 1 351,8 |

Personnel expenditure rises from R607,7 million in 1996/97 to R703,1 million in 1999/00, and to R791,4 million by 2002/03. This reflects improved conditions of service carry-through costs, growth in medical aid, salary increases for locally recruited personnel, provision for exchange rate losses and the introduction of new missions. Other current expenditure, which includes stores and livestock, equipment and professional and special services, increases from R370,3 million in 1996/97 to R472,2 million in 1999/00 to provide for the inauguration of the President. This declines over the medium term to R389,2 million. Spending on the acquisition of capital assets declines from R204,5 million in 1999/00 to R114,1 million in 2000/01 and R75,8 million in 2002/03.

Programme 1: Administration

Table 4.3 Programme expenditure

| R million | Budget estimate | Adjusted appropriation | Revised estimate | Medium-term expenditure estimate | | |
|--------------------------------|-----------------|------------------------|------------------|----------------------------------|--------------|--------------|
| | | 1999/00 | | 2000/01 | 2001/02 | 2002/03 |
| 1999 Budget | 122,3 | 121,9 | 121,9 | 115,4 | 117,9 | – |
| 2000 Budget | – | – | – | 123,0 | 127,9 | 125,1 |
| Change to 1999 Budget estimate | – | (0,4) | (0,4) | 7,6 | 10,0 | – |

The *Administration* programme deals with the overall management of the Department, providing administrative services and functional support to the Ministry and top management.

A rise in the medium-term estimates of R7,6 million in 2000/01 and R10 million in 2001/02 is due to increased spending on personnel. This results from improvement of conditions of service carry-through costs, growth in medical aid, salary increases for locally recruited personnel, and the introduction of new missions.

Programme 2: Foreign relations

Table 4.4 Programme expenditure

| R million | Budget estimate | Adjusted appropriation 1999/00 | Revised estimate | Medium-term expenditure estimate | | |
|--------------------------------|-----------------|-----------------------------------|------------------|----------------------------------|----------------|----------------|
| | | | | 2000/01 | 2001/02 | 2002/03 |
| 1999 Budget | 957,8 | 996,2 | 996,2 | 901,3 | 920,7 | – |
| 2000 Budget | – | – | – | 977,7 | 1 041,0 | 1 025,0 |
| Change to 1999 Budget estimate | – | 38,4 | 38,4 | 76,4 | 120,3 | – |

The *Foreign relations* programme focuses on promoting relations with other countries, finding agreeable solutions to international problems affecting South Africa, participating in international initiatives on cooperation, peace and order, and protecting the rights, property and citizens of South Africa in other countries.

An additional R38,4 million was allocated to *Foreign relations* in 1999/00 to provide for exchange rate losses. In 1999/00 expenditure includes an amount of R71,4 million for contributions to international organisations. Medium-term estimates increase to R977,7 million in 2000/01, R1 041 million in 2001/02 and R1 025 million in 2002/03.

Outputs and service delivery trends

Table 4.5 Foreign relations: Key activities and outputs

| Key activities | Outputs |
|---|--|
| Maintain sound bilateral relations | Bilateral mechanisms created with selected partners |
| Participate actively in multilateral organisations | Negotiation of conventions addressing new challenges and the work of organisations concerning human rights, other social issues, United Nations reform, trade and the environment |
| Promote and facilitate international science and technology cooperation to support South Africa's economic and social development | Ensure a coordinated approach on international cooperation on science and technology, by assisting with the channelling of science and technology information to South Africa Ensure that the transfer and diffusion of science and technology meets the need for sustainable development in developing countries Facilitate the signing of agreements on international cooperation in science and technology, both bilateral and multilateral |
| Safeguard South Africa's sovereignty and enhance its capability to promote the well-being of its citizens and to contribute towards regional and global peace and security. | Pursue a proactive role in the prevention, management and resolution of conflicts Strengthen South Africa's early warning capacity and preventive diplomacy capability Play a leading role in disarmament and the non-proliferation of weapons of mass destruction and conventional weapons, especially small arms |
| Strengthen the entrenchment of a human rights culture and promote human rights internationally. | Consolidate South Africa's position as a credible champion of human rights, democracy and good governance by promoting respect for humane values and practices Ensure that the promotion of human rights is a central consideration in the implementation of South Africa's foreign policy |

The outputs of the *Foreign relations* programme are derived from foreign representation. Missions in foreign countries build political, social and economic relations with the countries in which they are situated. Benefits include cooperation in the drive against landmines, the curbing of weapons of mass destruction and the upliftment of Africa.

Foreign representation includes key interactions with other countries regarding trade, sport, health, technology, immigration and investment. The programme also supports official delegations and South African ministers on foreign visits.

South Africa maintains 91 diplomatic missions, as indicated in Table 4.6. Twenty-five are located in Africa, 21 in Asia and the Middle East and 26 in Europe. During 1999/00, the mission in Bonn, Germany was moved to Berlin, in recognition of the new German capital. A mission is being established in Kingston, Jamaica in line with South Africa's commitment to strengthening diplomatic relations with developing countries.

Table 4.6 Geographical distribution of missions

| Region | 1993/94 | 1994/95 | 1995/96 | 1996/97 | 1997/98 | 1998/99 | 1999/00 |
|--------------------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| Africa | 21 | 23 | 23 | 24 | 24 | 25 | 25 |
| Asia & Middle East | 14 | 20 | 20 | 20 | 21 | 21 | 21 |
| America | 13 | 14 | 14 | 14 | 16 | 15 | 15 |
| Europe | 32 | 33 | 33 | 33 | 32 | 27 | 26 |
| Multilateral | 4 | 4 | 4 | 4 | 4 | 4 | 4 |
| Total | 84 | 94 | 94 | 95 | 97 | 92 | 91 |

The Department has also facilitated visits by political and economic leaders of different countries, to expand investment and trade.

South Africa continues to play a leading role in regional and international affairs, and has hosted several key international conferences and events including the Commonwealth Heads of Government Meeting (CHOGM), the United Nations Committee on Trade and Development (UNCTAD) IX, African Telecom 98, Non-Aligned Movement Summit and the upcoming World Aids Conference. The Department expects to host the Movement Ministerial Conference and the OAU Summit in June 2002.

The Department contributed R25 million to the UNCTAD IX summit, R62 million to the Non-Alignment Movement XII summit and R39 million to the CHOGM summit during 1999.

The Department has also participated in and contributed towards:

- Exhibitions in Seville in 1992, Lisbon in 1998 and Hanover in October 2000. It contributed R20 million to the latter exhibition
- The 1996 SADC Council of Ministers conference and the Inter Sessional Meeting of Legal Experts Group on Liability: Antarctica year
- The Inauguration of the President in 1999, to which the Department contributed R44 million.

Contributions to international organisations are funded from the *Foreign relations* programme. In 1999/00 South Africa contributed R71,3 million in membership fees, including R39,2 million to the United Nations.

The Department also aims to facilitate appropriate foreign direct investment and promote South African trade, in particular exports, to enhance South Africa's global competitiveness. South Africa attracted record foreign direct investment, in excess of R6 billion, during 1998/99. New agreements on trade, double taxation and investment protection were signed with several countries, to facilitate further economic interaction.

South Africa continued to expand its economic contacts with new markets in Africa, Asia and the Middle East. Trade with Africa has stabilised at R23 billion a year, making it a major trading partner, and particularly a major export market. Zimbabwe was South Africa's sixth largest export market in 1998, and tenth-ranked trading partner in total trade with South Africa.

Notwithstanding the Asian financial crisis, Asia remains a significant player in the South African economy. It has provided a steady flow of investment and absorbed increasing levels of South African exports. Asia maintains its position as South Africa's second largest trading partner after Europe, representing approximately 28 per cent of total trade. South Africa has also increased its access to the markets of the Middle East, which remains an important export destination for luxury goods and a significant source of crude oil supplies.

Trade negotiations with the European Union and relations with the United States and other industrialised countries have progressed significantly. Total trade with the European Union increased from R96 billion to R107 billion between 1997 and 1998, while trade with North American Free Trade Agreement (Nafta) countries increased from R30 billion to R38 billion in the same period.

The Department and Satour are to empower heads of missions to assume a leadership role in promoting tourism. Foreign Affairs is liaising with the Department of Environmental Affairs and Tourism, Satour and South African Airways on a joint strategy to market South Africa as a tourism destination.

Programme 3: Supporting services: Foreign representation

Table 4.7 Programme expenditure

| R million | Budget estimate | Adjusted appropriation 1999/00 | Revised estimate | Medium-term expenditure estimate | | |
|--------------------------------|-----------------|-----------------------------------|------------------|----------------------------------|--------------|--------------|
| | | | | 2000/01 | 2001/02 | 2002/03 |
| 1999 Budget | 154,7 | 215,3 | 215,3 | 145,6 | 148,8 | – |
| 2000 Budget | – | – | – | 224,5 | 215,0 | 201,7 |
| Change to 1999 Budget estimate | – | 61,2 | 61,2 | 78,9 | 66,2 | – |

The *Supporting services: Foreign representation* programme facilitates support structures for proper representation of South Africa internationally, including protocol services, legal support in international law, membership of international organisations, provision and maintenance of immovable properties abroad, administrative support, assistance to foreign countries and, where needed, disaster relief.

An additional amount of R61,2 million was allocated to the programme in the 1999 Adjustments Estimate to accommodate the inauguration of the President. The increase of R78,9 million in 2000/01 and R66,2 million in 2001/02 is due to increased funding contributions for United Nations peacekeeping operations as well as capital works now being voted on this programme.

Outputs and service delivery trends

Table 4.8 Supporting services: Foreign representation: Key activities and outputs

| Key activities | Outputs |
|--|--|
| Render Protocol services | Travel arrangements for the Presidency and Ministry of Foreign Affairs Protocol and security arrangements for foreign dignitaries State banquets, presentation of credentials, decorations, etc. Confer diplomatic immunity and privileges upon foreign representatives in South Africa Coordinate and support provincial and local government activities in the international arena |
| Provide and maintain immovable properties abroad | Major projects envisaged for 2000/01, in Kinshasa, Abuja, Maseru, New Delhi Sale of six redundant properties Draw up a foreign asset register |
| Administrative support | Update the administrative foreign service code, revise obsolete and crippling rules and regulations, by end of 2000 Change the motor import policy as soon as possible, resulting in a saving of R6 million per year |
| Consular and Agency Service | Establish a head office crisis response unit for consular emergencies involving South Africans Pilot software database for consular and agency service case management |

Consular and agency services and foreign asset management comprise the main elements of the programme.

In terms of the Vienna Convention on Consular Relations of 1962, consular services are provided to South Africans travelling abroad. This includes tracing lost South Africans in foreign countries, as well as foreign nationals in South Africa; asylum, deportation, repatriation and financial assistance; liaison regarding prisoners in South Africa and South African prisoners abroad; assisting destitute and distressed citizens in foreign countries; handling and transporting mortal remains; and assisting with child abduction cases, custody and access disputes.

The Department provides agency services abroad for other departments, specifically the Departments of Home Affairs and Justice. This includes immigration, civic and migration functions on behalf of the Department of Home Affairs, and issues related to deportations, extraditions and edictal citations on behalf of the Department of Justice. Foreign and asset management provides management services regarding office and living accommodation, and equipment to missions abroad.

During 1999/00, the Department assumed the function of provision and maintenance of immovable properties abroad from the Department of Public Works. Similarly, the administration of the Presidential Households was transferred from the Office of the President. The Department has allocated R64,3 million and R3,2 million for the respective additional responsibilities under the *Supporting services: Foreign representation* programme.

Public entities reporting to the Minister responsible for Foreign Affairs

Economic Cooperation Promotion Loan Fund

The Department of Foreign Affairs manages the Economic Cooperation Promotion Loan Fund that provides concessionary loans and non-recoverable financial aid to neighbouring countries and former TBVC-states. The Loan Fund had a net value of R317,8 million on 31 March 1999. In terms of the Economic Cooperation Promotion Loan Fund Amendment Act of 1998, outstanding loans granted to former TBVC countries, amounting to R402,9 million, were written off during

1998/99. Payments of R124,9 million for the completion of projects subject to agreements with the former TBVC countries were made to the relevant provincial governments.

In March 1999 the Loan Fund had R217,6 million invested with the Corporation for Public Deposits, with outstanding commitments calculated at R315,8 million for non-recoverable financial aid.

