Honourable Chairperson

TABLING OF THE WHITE PAPER ON SOUTH AFRICA'S FOREIGN POLICY

My letter of 23 January 2013 to the Chairperson of the National Council of Provinces refers. It is my understanding that the White Paper on South Africa’s Foreign Policy could not be considered for adoption by the Fourth Parliament due to time constraints.

I request that the attached White Paper on South Africa’s Foreign Policy that was approved by Cabinet on 5 December 2012 be tabled in the Fifth Parliament for adoption.

Yours sincerely

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Building a Better World:
The Diplomacy of Ubuntu

WHITE PAPER ON SOUTH AFRICA’S FOREIGN POLICY

5 December 2012
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FOREWORD

In terms of South Africa’s liberation history, its evolving international engagement is based on two central tenets, namely: Pan-Africanism and South-South solidarity. South Africa recognises itself as an integral part of the African continent and therefore understands its national interest as being intrinsically linked to Africa’s stability, unity, and prosperity. Likewise, the 1955 Bandung Conference shapes our understanding of South-South cooperation and opposition to colonialism as a natural extension of our national interest.

In preparing the country to become a winning nation in the coming decades of the 21st century, our international relations work must endeavour to shape and strengthen our national identity; cultivate our national pride and patriotism; address the injustices of our past, including those of race and gender; bridge the divides in our society to ensure social cohesion and stability; and grow the economy for the development and upliftment of our people.

South Africa strives to promote its national interest in a complex and fast-changing world. The impact of these complexities and changes must be factored in to the nation’s work to achieve a better life for its people both at home and in a regional and continental context.

The business of national interest cannot be the purview of the state alone, but it can encourage an enabling environment of dialogue and discourse among all stakeholders to interrogate policies and strategies, and their application in the best interests of the people. The Department of International Relations and Cooperation therefore undertakes to conduct its business of managing South Africa’s international relations ever mindful of its responsibility to the people it represents, even beyond the nation’s borders.
PREAMBLE

DIPLOMACY OF UBUNTU

The preamble of the Constitution of the Republic of South Africa lays the foundation for a democratic and open society in which government is based on the will of the people and every citizen is equally protected by law; improves the quality of life of all citizens and free the potential of each person; heals the divisions of the past and establishes a society based on democratic values, social justice and fundamental human rights; and builds a united and democratic South Africa able to take its rightful place as a sovereign state in the family of nations.

Human dignity, the achievement of equality and the advancement of human rights and freedom are enshrined in the Bill of Rights and central to our new constitutional order. South Africa as a multicultural, multifaceted and multiracial country, therefore, embraces the concept of Ubuntu as a way of defining who we are by how we relate to others. The philosophy of Ubuntu is the recognition of our interconnectedness and interdependency and shapes our unique approach to international relations. It has played a major role in the forging of a South African national consciousness and in the process of its democratic transformation and nation-building.

Since 1994, the international community has looked to South Africa to play a leading role in championing values of human rights, democracy, reconciliation and the eradication of poverty and underdevelopment. South Africa has risen to this challenge in the region, on the continent and globally.

South Africa’s unique approach to global issues has found expression in the concept of Ubuntu. These concepts inform our particular approach to diplomacy and shape our vision of a better world for all. Our national interest is therefore not narrowly defined and includes the development and upliftment of our people; stability of the Republic and the constitutional order; growth and development of the South African economy; growth and development of Southern Africa; a stable and prosperous African continent; and a just and equitable world order.
This philosophy translates into an approach to international relations that respects all nations, peoples, and cultures. It recognises that it is in our national interest to promote and support the positive development of others. Similarly, national security would therefore depend on the centrality of human security as a universal goal, based on the principle of Batho Pele (people first). In the modern world of globalisation, a constant element is and has to be our common humanity. We therefore champion collaboration, cooperation and building partnerships over conflict. This recognition of our interconnectedness and interdependency, and the infusion of Ubuntu into the South African identity, shapes our foreign policy.

The pillars of South Africa’s foreign policy accords central importance to our immediate African neighbourhood and continent; working with countries of the South to address shared challenges of underdevelopment; promoting global equity and social justice; working with countries of the North to develop a true and effective partnership for a better world; and doing our part to strengthen the multilateral system, including its transformation, to reflect the diversity of our nations and ensure its centrality in global governance.
CHAPTER 1: INTRODUCTION

1.1 In a fast-changing and interdependent world, it is essential for South Africa to regularly make an evaluation of its foreign policy and to ensure that its national interests are maximised. Foreign policy is not an abstract matter separate from domestic policies and as such South Africa ensures that these inform its foreign policy. It is therefore critical that the country’s capabilities and mandate are aligned with our foreign policy ambitions.

1.2 Remaining loyal to the constitutional principles that have inspired South Africa since 1994, our foreign policy is currently based on the primacy of the African continent and the Southern African Development Community; commitment to South-South cooperation; the centrality of multilateralism; consolidating relations with the North; and the strengthening of bilateral social, political and economic relations.

1.3 In her Budget Vote speech of 22 March 2010, the Minister of International Relations and Cooperation, Ms Maite Nkoana-Mashabane, reiterated the need for South Africa’s foreign policy to be “assessed against the weight of rising expectations”. She also reflected on the critical role of foreign policy in meeting domestic priorities.

1.4 South Africa remains committed to pursuing a focused and effective foreign policy. As principal adviser on foreign policy issues, the Department coordinates the implementation of South Africa’s international relations.

1.5 In the spirit of a more inclusive and open foreign policy, it is the intention to further engage key stakeholders by establishing the South African Council on International Relations (SACOIR) as a forum for interaction with the Department on foreign policy development and implementation, with the aim of creating dynamic partnerships for development and cooperation.

1.6 The name change in 2009 from the Department of Foreign Affairs to the Department of International Relations and Cooperation reflects the Department’s role in building deeper and more expansive relations and using these partnerships to advance South Africa’s
national interests. This approach promotes foreign policy alignment with South Africa's domestic and developmental needs, particularly to create a better life for all South Africans.

1.7 The intention to establish the South African Development Partnership Agency (SADPA) as an integral part of the Department will enhance South Africa's international cooperation and implementation of development and humanitarian assistance programmes.

1.8 South Africa's foreign policy takes into account the ever-evolving global environment in order to respond effectively to our domestic imperatives. Effective policy development is essential for the survival and prosperity of any country in the global system. Governments are faced with complex and ever rapidly occurring global inflection points and must make key strategic decisions that will determine a country's future prosperity, standing and influence in the world.

1.9 South Africa's foreign policy continues to be shaped by its history and the evolution of its democratic dispensation. Since the birth of democracy in 1994, the country has prioritised an Afro-centric foreign policy rooted in national liberation, the quest for African renewal, and efforts to negate the legacy of colonialism as well as neo-colonialism. This resulted in major and comprehensive African initiatives such as the New Partnership for Africa's Development (NEPAD) and support for the transition of the Organisation for African Unity (OAU) to the African Union (AU) in 2002.

1.10 South Africa's foreign policy was evaluated against the government's priorities and objectives in the Fifteen Year Review of South Africa's Foreign Policy in 2009. This evaluation assessed progress made, but also identified shortcomings and challenges in order to enable the Department to contribute more effectively to government initiatives. The review also highlighted the Department's dedication to the eradication of poverty and to end the marginalisation of the poor, not only in South Africa, but throughout the world.
1.11 South Africa has embraced multilateralism as the preferred approach to address challenges confronting the international community and contributes towards the transformation of the global system of governance from power-based to a rules-based system in a just and equitable global order. Thus, it assumed a leading role in various multilateral fora, including SADC, the AU, NAM, G77+China, the Commonwealth, and the United Nations, championing the cause of developing countries and Africa in particular. As a non-permanent member of United Nations Security Council (UNSC) from 2007-2008 and 2010-2012, South Africa promoted peace and security with emphasis on Africa and improving cooperation between the UNSC and regional organisations such as the AU Peace and Security Council.

1.12 South Africa’s foreign policy takes cognisance of the socio-economic realities that continue to prevail in the country. South Africa remains deeply marked by its historical legacy, and economic disparities still prevail. South Africa’s economy continues to be characterised by great inequality. The developed component of this economy with its large capital-intensive firms, modern and outward-looking orientation has been best placed to take advantage of trade liberalisation and macroeconomic stability. Parts of the country have advanced physical infrastructure and sophisticated financial, ICT and telecommunications networks, comparable to that of the developed world.

1.13 The underdeveloped section of the economy comprises the majority of the population, who are largely disadvantaged and unskilled. Sections of the country represent poverty comparable with that of Least Developed Countries. Despite increased spending in social services and a steady increase in GDP growth, South Africa continues to face both structural and social challenges. In this regard, South Africa has identified key areas which include education, health, rural development and land reform, creation of decent jobs, and crime prevention.

1.14 The government is committed to narrowing the enormous gap between rich and poor through a set of comprehensive policy measures such as new industrial development programmes, Broad-Based Black Economic Empowerment (BBBEE), skills development, and social grants.
Although tangible but moderate economic growth and the stable internal and external macro-economic situation, unemployment remains one of the most pressing domestic issues. The opening up of the economy has reduced the importance of some sectors while boosting other less labour-intensive sectors. Annually, a growing number of unskilled youth are entering the labour market without access to economic opportunities. South Africa also continues to attract economic migrants.

Despite the complex economic challenges facing South Africa, it is nevertheless the most developed economy on the continent. South Africa's investment and trade with African countries have increased dramatically since 1994, and South Africa is one of the largest investors in other African economies.
CHAPTER 2: THE MANDATE OF THE DEPARTMENT OF INTERNATIONAL RELATIONS AND COOPERATION

2.1 International relations are conducted against a long and rich history of diplomacy between states. Diplomatic norms and practices have been developed over the centuries across cultures and political ideologies, and are now widely accepted universally. In accordance with international law and practice, the conduct and coordination of international relations have been the responsibility of the foreign ministries and reflected in the Vienna Convention on Diplomatic Relations of 1961.

2.2 In line with this practice, the Constitution of South Africa, 1996, empowers the President, as head of the national executive, to formulate national policies and assigns cabinet portfolios. Thus, the Minister of International Relations and Cooperation is tasked to formulate, promote, and execute South Africa’s foreign policy. The Minister assumes overall responsibility for all aspects of South Africa’s international relations in consultation with the President. The Department is the principal adviser on foreign policy, and lead coordinator and manager of South Africa’s international relations and cooperation.

2.3 The Department carries out its mandate by:
   a) aligning, coordinating, and managing South Africa’s international relations and related activities;
   b) monitoring developments in the international environment, including the provision of early warning to political principals;
   c) formulating foreign policy options;
   d) protecting South Africa’s sovereignty and territorial integrity;
   e) conducting economic diplomacy;
   f) conducting public diplomacy;
   g) establishing and managing structures and mechanisms for achieving foreign policy objectives;
   h) managing development cooperation and partnerships;
   i) advising on international law matters and acting as custodian for all South Africa’s international agreements; and
j) providing consular services.
CHAPTER 3: SOUTH AFRICA'S VALUES AND NATIONAL INTERESTS: BORN IN STRUGGLE

3.1 The values that inspire and guide South Africa as a nation are deeply rooted in the long years of struggle for liberation. As a beneficiary of many acts of selfless solidarity in the past, South Africa believes strongly that what it wishes for its people should be what it wishes for the citizens of the world. Its national interest can thus be articulated as people-centred, including promoting the well-being, development and upliftment of its people; protecting the planet for future generations; and ensuring the prosperity of the country, its region and continent. In pursuing our national interests, our decisions are informed by a desire for a just, humane and equitable world order of greater security, peace, dialogue and economic justice.

3.2 The values that inspired the creation of a free and democratic South Africa are enduring because they have transcended time and conflict. Equality, democracy and human rights were entrenched in documents such as the Freedom Charter, which emphasises that non-racialism, non-discrimination, liberty and peace, democratic organs of self-government and equality are essential to achieve the common objective of a "South Africa that belongs to all who live in it, black and white".

3.3 These values inspired thousands during the struggle years and have been entrenched in the founding provisions of the 1996 Constitution of the Republic of South Africa. The Constitution, one of the most progressive in the world, affirms the aspirations of South African society to live in human dignity, equality, and freedom. Upholding human rights principles is central to our national identity and finds expression in our domestic and foreign policies.

3.4 Foreign policy, being an extension of national policy and interests, is an important component in South Africa's strategy for socio-economic development. In pursuit of our foreign policy, the political, economic and social rights and interests of South Africans will be a determining factor. Creating a better South Africa and contributing to a better and safer Africa in a better world encapsulates and conceptualises a South African
foreign policy that enables the country to be a good international citizen, while at the same time safeguarding the rights of its own citizens.

3.5 Our national interest is therefore not narrowly defined and includes the development and upliftment of our people; stability of the Republic and the constitutional order; growth and development of the South African economy; growth and development of Southern Africa; a stable and prosperous African continent; and a just and equitable world order. As the country engages with its region, continent and the international community, it seeks to build an environment in which it can realise its national socio-economic agenda as well as its political and security interests.

3.6 Reflecting national interest, South Africa’s foreign policy recognises that states are interdependent and promotes cooperation and collaboration over competition and confrontation. In this context South Africa is committed to global partnerships for development. It draws on the spirit of internationalism, pan-Africanism, South-South solidarity; the rejection of imperialism, colonialism and other forms of oppression; the quest for the unity and economic, political and social renewal of Africa; the promotion of poverty alleviation around the world; and opposition to the structural inequality and abuse of power in the global system. South Africa further pursues democracy within the international system of governance.

3.7 At times, South Africa faces the challenge of balancing its national interests against global realities in a rapidly changing world. Our foreign policy imperatives will need to be able to address and manage these dynamics.
CHAPTER 4: THROUGH THE LOOKING GLASS: DRIVERS AND TRENDS IN THE GLOBAL SYSTEM

4.1 Drivers and trends constitute the forces that significantly influence world affairs and will therefore play an important role in determining how South Africa conducts its international relations. Successful foreign policy implementation requires that countries take into account the ever-changing environment in which they operate.

4.2 Poverty and underdevelopment remain the most prevalent challenge facing our region and continent. Central to South Africa’s national interest is to address the challenge of eradicating poverty, developing its people and creating prosperity not only in South Africa but also in the region and continent.

4.3 We are in a period of convergence of a number of trends that are leading to major shifts in global political, economic and social/cultural dynamics: such as demographics; climate change. Therefore, in order for South Africa to be effective in meeting its challenges, it must shape its domestic and foreign policies to respond to global drivers and trends that are influencing the international system.

4.4 These influences have varying impacts in different parts of the world and include, without order of priority: demographics; realignment of new economic powers; new media and social networks; innovation; environmental change; heightened demand for scarce resources; and changing nature of conflict and insecurity.

Demographics

4.5 The world population continues to grow at a steady pace, with changes in population profiles that are concerned with population composition (e.g. age, race, gender and population size) and patterns. The increased population growth is apparent in the developing world, whilst the developed world population is decreasing and rapidly aging. These demographic changes are putting pressure on the sustainability of welfare systems, vital natural resources, infrastructure, services, and the labour market. The youth bulge in the developing world offers both social and economic opportunities in terms of larger markets, labour force and economic tax base. However, if skills
development and youth employment remain unaddressed, this creates the risk of social and political instability. It is estimated that more than half of the world’s population is urbanised; however, infrastructure lags behind population growth. Increased urbanisation continues to fuel an increase in the number of megacities.

4.6 The tension between population growth and labour demand continues to encourage migration flows. Economic migration, both documented and undocumented, present major challenges to states and communities that experience a measure of economic growth. States with aging populations, however, will have to find ways to absorb a younger workforce. Given the rising perception that multiculturalism is failing, there is the attendant risk of increased pressures of xenophobia, racism and insecurity.

Realignment of economic power

4.7 The rise of new economic powers is influencing a shift in the balance of the global distribution of power. As these emerging economic powers assert their positions and seek to increase their influence in global affairs, new economic and political groupings are formed. As a consequence, the primary forces of this driver include new global markets; redirection in trade and investment flows; globalizing labour market; realignment of economic alliances; increase in social divisions; new consumption patterns and production networks.

4.8 Globalisation continues to shape the world at an accelerating pace. People, businesses and governments are interlinked across the borders of the nation-state. Trade, global finance, and migration have encouraged decades of economic growth. Global economic imbalances, the global economic crisis, climate change, and insecurity are bringing the vulnerabilities of globalisation to the fore. Global growth is characterised by growing inequalities with the social divide between rich and poor widening.

4.9 The global economic crisis has accelerated the change in balance of economic and political power towards the emerging economies and it is expected that this trend will continue. The rules and institutions of the 20th century global economic and trading system are in a state of flux. This includes a reassessment of the role of the state, with alternative models of state intervention being tested. Underlying global imbalances may
lead to further currency volatility and protectionist tendencies. Trading patterns are shifting to new markets, with a notable growth in South-South trade between the emerging economies. Regional and preferential trading arrangements are proliferating, leading to increased intra-regional trade to the exclusion of others. Discriminatory global agricultural trading arrangements and protectionist policies continue to be an obstacle to the development of African agricultural production.

4.10 Certain middle and regional powers have emerged as lynchpin states through like-minded alliances and power blocs. These new powers challenge the established political order and place pressure on international organisations to reflect new political realities or risk irrelevance. Vested power interests are opposed to the diminution of their power and may provoke rivalries and competition amongst the new powers.

4.11 The process of globalisation has had major implications for cultures. The dilemma that has emerged across the world is the extent to which globalisation threatens existing cultures. In the 1990s, the dominant ideology was to recast the world in a neo-liberal paradigm. However, the new emerging powers have pursued alternative models of development consistent with their own cultural norms.

**Innovation**

4.12 Scientific and technological innovation is a key driver of change. Businesses and civil society have been more successful than governments in harnessing its benefits. Rapid innovation in information and communications technology has transcended international boundaries and regulatory systems, empowering the rapid flow of information, ideas and capital across the world. Developments in the sphere of biotechnology can hold great benefits for humankind through the production of medicines and vaccines. Similarly, nanotechnology offers many benefits, while green technology has the potential to change patterns of production and consumption. However, these same innovations can be exploited with malicious intent with potentially destructive consequences.

4.13 Although the developed world continues to be the primary originator of innovation, there is increasing competition from the major emerging economies of the South. This is linked to an aggressive pursuit of intellectual property rights protection by originators to protect
their global competitive advantage. This protectionism continues to be used against demands for technology transfer for development. However, emerging economies may gain momentum by leapfrogging existing technologies and platforms by using their financial power to acquire high-tech companies of the North. Developing countries will continue to secure partnerships in order to ensure relevant technology transfers for development in critical areas, such as health and education.

New media and social networks

4.14 Rapid technological change has enabled social media networks that are changing the manner in which societies evolve. These technological advances have brought about a redistribution of the power of information. The information society continues to expand its reach into Africa and the developing world in general. Globalised social media and networks have the potential to empower the individual, strengthen democracy and enhance transparency.

4.15 New media technologies facilitate the proliferation of national and global social networks of individuals and organisations with shared interests. The convergence of information platforms, global mass media and social networking empowers the free flow of information and ideas which can have an impact on governance, economic activity and mobilization across social, cultural, religious and national boundaries. Control of information is the next frontier as comprehensive information management is in its infancy and vulnerabilities are exploited by states, non-state actors and criminal networks.

Environmental change

4.16 Signposts of climate change include environmental degradation, desertification, melting of the icecaps, rising sea levels and more volatile and extreme weather patterns. Both natural and man-made environmental changes impact on all aspects of human development. These changes will increasingly hinder sustainable development and have a significant impact on the world’s social and economic systems. The negative impact on agriculture as well as food, water and energy security, will lead to instability, particularly in Africa. Economic development and urbanisation exacerbate the impact on the
environment through increased pollution, waste pressures and changes in biological diversity. The world continues to be unsustainably dependent on fossil fuels for its energy.

4.17 Desertification is one of the greatest challenges to the developing world with a direct impact on the poor due to gradual loss of agricultural productivity increasing famine and malnutrition. The effects of a global food price crisis are felt most acutely in the developing world. Water is an essential but scarce resource that increasingly feels the pressure of population growth, urbanisation and environmental factors. Joint management of water resources continues to be addressed multilaterally but unequal treaties remain historical obstacles to the equitable use of water.

4.18 Green technology and green jobs offer new opportunities for change. Environmental standards are increasingly globalised but tensions exist when the use of environmental measures limits development in the developing world.

*Heightened demand for scarce resources*

4.19 Countries dependent on oil will remain vulnerable to energy shocks and instability in oil-producing regions. Increased energy demands carry the potential of inter- and intra-state competition thereby heightening the risk of tensions over access to these scarce resources. This competition will have implications for global geopolitics as major powers seek to secure sustainable energy sources for their economic development. This scarcity has necessitated a reappraisal of alternative technologies such as nuclear, solar and wind. Additionally, a growing demand exists for mineral resources as the emerging economies compete with the established industrialised economies. There are opportunities and threats in increased demand for resources which allow supplier countries to leverage their new influence to affect supply and demand in the global economy.

4.20 Increased demand and limited supply of scarce resources is driving up commodity prices and fuelling a scramble for resources in Africa and Latin America. The raw material supply chain of the 20th century is under pressure to change as demand increases rapidly in Asia and established colonial linkages are challenged by the emerging powers.
Demand also increases the leverage of supplier countries to introduce beneficiation policies and export quotas to stimulate local economic growth. Europe and America will increasingly focus on ensuring the security of supply of the rare earth materials necessary for the new wave of green technologies, of which known reserves are concentrated in the emerging economies of Brazil, China, Russia and South Africa. The use of energy diplomacy and resource nationalism may lead to increased tensions between states.

**Changing nature of conflict and insecurity**

4.21 In recent decades, the incidence of inter-state conflict has decreased, although resource driven competition may lead to its resurgence.

4.22 Due to disruptions in economic activity and political instability, intra-state conflict continues to frustrate sustainable development. The historical concepts of sovereignty and non-interference in domestic affairs are coming under legal scrutiny in the search for suitable responses for intervention. Increasingly, conflict perpetrated by non-state actors takes on the form of asymmetrical warfare exploited by external actors. The commercialisation of state security, mercenaries and private security companies poses a challenge given the lack of international regulation.

4.23 Ever-growing dependence on information technology also creates vulnerability with respect to cyber warfare. Cyber attacks and criminal activity continue to increase amid an absence of global control of the internet. The accumulation of resources and wealth through organised crime and cartels allow criminal activity to disproportionately impact on the socio-economic and political landscape of countries. The activities of transnational organised crime extend to drugs and human trafficking, arms smuggling, money laundering and other forms of corruption.

4.25 New technologies increase the possibility of the global projection of military power by states or groups with sufficient resources. The militarisation of outer space and remote-controlled assets increase the potential to project power globally at low risk. Advancing technologies in volatile regions enhance the risk of terrorists acquiring and using weapons of mass destruction. Recent conflicts have shown the limitations of hard power,
yet emerging powers are still arming as military power and participation in the space race are symbols of great power status.

4.26 The international system and global economy are therefore characterised by accelerated change and a process of transition, to which South Africa’s foreign policy will need to adapt and respond.
CHAPTER 5: GLOBAL POSITIONING OF SOUTH AFRICA

5.1 South Africa’s vision is to be a successful, influential and leading member of the international community, supported by a globally competitive economy on a sustained growth path that has made significant inroads in addressing unemployment, inequality and poverty in South Africa, and contributing to the development of our region and continent. In a rapidly evolving global environment, South Africa will more frequently be faced with key strategic decision points which could determine success or failure.

5.2 The shift in the balance of power in the international system combined with the rapidly closing capability gap between developed countries and emerging powers create opportunities for South Africa. The convergence of trends has created an unprecedented opportunity for countries to maximise their influence by playing a leading role both on specific issues and within their regions. This influence is a result of taking the policy initiative, building institutions and originating solutions. Playing this role in African continent has enhanced South Africa’s influence in international fora. The next strategic challenge is for South Africa to utilise this opportunity to take the initiative in shaping a new global order.

5.3 Simultaneously, South Africa can benefit from diversification and deepened integration into the global growth markets. The trend towards regional integration is accelerating across the world. Globalisation and regional integration present the opportunity for significant gains depending on the level of integration into the global economy. This would support the diversification of South Africa’s trade links. South Africa should also take the opportunity to position itself to take advantage of the next group of high growth economies, including key economies in Africa and Latin America.

5.4 South Africa should note that rapid industrialisation and increasing resource demand by emerging economies are set to fuel potential conflict around access to natural resources. The challenge remains for South Africa and the region to realise maximum benefit from its natural resources through infrastructure development, value addition and beneficiation. In this regard, it might be necessary to explore the possibilities of a number of structural reforms in order to make the most of the expected commodity
super-cycles in the future. The broader business environment and supporting infrastructure will have to ensure future competitiveness.

5.5 South African companies have been at the forefront of adapting technology to developing market conditions as well as the pioneering of new business models. This has enabled South Africa to explore previously untapped markets in sectors such as mobile communications and financial services. South Africa should continuously explore opportunities to use similar leapfrogging strategies to open up market sectors.

5.6 Although globalisation has presented many opportunities, it has also brought about many serious risks. The combined impact of climate change, rapid population growth, urbanisation, youth bulge and growing inequality in general exacerbates social stresses relating to food security, access to water, and increasing environmental degradation. These stresses have the potential to cause instability in our region.

5.7 A number of regional trends could combine to result in challenges to South Africa’s regional leadership position. High energy prices and rapid growth rates support the growth of other regional economic centres, with implications for regional influence and leadership. The rapid development of a growing number of developing countries is also likely to result in increased competition among states to position themselves in order to maximise their international profiles and visibility. South Africa’s position of global influence not only depends on its regional positioning, but also on its ability to contribute to global solutions and policy innovation.

5.8 The cohesion of the countries of the South may be eroded as certain key developing countries progress towards becoming developed countries. This group of developing countries are already differentiated, and differentiating themselves, from the rest of the developing world based on their capabilities and integration into global governance structures. The effect is that the capacity gap and influence has widened between these powers and the rest of the developing world, especially the LDCs. This has a potential impact on the solidarity of the South and the championing of the developing world agenda in international fora. In this context, South Africa should continue to champion the solidarity and the concerns of the South. In this regard, it should be borne in mind
that strong bilateral relations enhance the strength of South Africa’s international positions and influence in multilateral organisations and groupings.

AFRICA

5.9 Our struggle for a better life in South Africa is intertwined with our pursuit of a better Africa in a better world. Its destiny is inextricably linked to that of the Southern African region. Regional and continental integration is the foundation for Africa’s socio-economic development and political unity, and essential for our own prosperity and security. Consequently, Africa is at the centre of South Africa’s foreign policy. South Africa must therefore continue to support regional and continental processes to respond to and resolve crises, strengthen regional integration, significantly increase Intra-African trade, and champion sustainable development and opportunities in Africa.

5.10 South Africa will intensify its engagements in the AU and its structures in order for the AU to fulfil its role in building African unity and the social and economic development of the continent, including North Africa. South Africa will continue to champion the role of the AU as the primary organisation for coordinating continental positions with development partners and caution against Official Development Assistance (ODA) being used to impede African unity and solidarity. At the same time, South Africa will continue to advance common African positions through its structured bilateral activities and other international fora.

5.11 Peace, stability, and security are essential preconditions for development. Increased global competition for access to natural resources, as well as demographic pressures, and energy, food and water scarcities, will increasingly pose the threat of future conflicts. These challenges may be exacerbated by socio-cultural, ethnic and religious divides. The most effective response to these challenges lies in regional political and economic integration and addressing colonial legacies and neo-colonial influences.

5.12 South Africa will therefore continue to play a leading role in conflict prevention, peacekeeping, peace-building, and post-conflict reconstruction. South Africa will continue to work with the AU to discourage unconstitutional changes in governments. It will also continue to support AU and UN initiatives to find just and lasting solutions to
outstanding issues of self-determination and decolonisation on the African continent. South Africa subscribes to the principles of sovereignty and non-interference in the internal affairs of other states.

5.13 The African Union is determined to reinvigorate peace and security initiatives, reinforced through the Regional Economic Communities (RECs). In this regard, it is critical to strengthen the SADC Organ on Politics, Defence and Security and the AU Peace and Security Council, and its linkage to the United Nations Security Council (UNSC). Recognising the importance of the African Standby Forces (ASF) for achieving the African Union’s peace and security aims, South Africa will work with SADC and its member states to maintain the readiness of the SADC Brigade. Support for the African Peer Review Mechanism (APRM) remains important to assist the continent consolidate democracy and meet universally accepted standards of participatory democracy.

5.14 Structural changes in the global economy are opening up opportunities to position Africa as a significant player in the global economy. Africa is benefitting greatly from the demand for its natural resources as a result of the rise of emerging powers. However, this carries the risk of the continent remaining mainly a supplier of raw materials. Africa has a unique opportunity now to alter existing trading paradigms by restructuring its economies to support value-addition, industrialisation and Intra-African trade.

5.15 Both traditional and emerging powers are taking notice of these new opportunities and are therefore increasing economic and diplomatic activities on the continent. Despite starting from a very low economic base, in the next fifteen years the resource-fuelled growth in a number of African countries will create both opportunities and challenges for South Africa in terms of new markets and political influence. Likewise, other African economic growth centres are taking advantage of this potential. South Africa should therefore continue to develop partnerships with key countries on the continent as a mechanism for mutual advancement.

5.16 The acceleration of Africa’s regional integration is imperative for its future economic competitiveness and its development and prosperity, consistent with the global trend towards regional economic integration. Essential in this regard will be the development
of skills, infrastructure and interconnectivity, intra-regional trade, common markets, and the removal of trade barriers. Challenges include harmonising policies, addressing overlapping memberships, developing cooperative sovereignty, and the asymmetrical nature of the South African economy in comparison with that of the region. Africa must respond urgently to these challenges in order to avoid again being locked into structural dependencies.

5.17 NEPAD is the socio-economic development programme of the AU that also represents a comprehensive vision for Africa’s renewal. South Africa, in cooperation with its African partners, should continue to support the implementation of NEPAD programmes, particularly those that strengthen cross-border infrastructure development, ICT, agricultural, tourism, capacity building and industrialisation.

5.18 Future African economic prosperity and unity will be realised to the extent that the continent is able to rationalise and streamline the Regional Economic Communities (RECs) as building blocks for African integration. Complementarities continue to exist in areas such as agriculture, energy, and water that will drive industrial development and regional integration. Failure to maximise the advantages that these complementarities offer will leave regions vulnerable to external interests. South Africa will therefore prioritise a constructive leadership role to accelerate and deepen integration in our region.

5.19 The integration of SADC remains critical for the economic development of the region and for South Africa’s global competitiveness. Regional economic cooperation and integration offers an opportunity for regional industries to overcome the limits of small national markets, achieve economies of scale, and enhance competitiveness as a platform to participate in the global economy. South Africa therefore will advance a developmental integrated agenda in southern Africa that combines trade integration, infrastructure development and sectoral policy coordination that will correct imbalances in current relations. The region must be allowed to determine its own regional integration agenda and pace, without external interference. South Africa will continue to place particular focus on cross-border infrastructure development, in collaboration with other development partners. The strengthening of governance and institutional capacity within
SADC is an urgent and essential requirement to ensure the economic viability of the region.

5.20 South Africa will continue to support the regional economic programme of SADC that provides for policy co-ordination and convergence, sectoral co-operation and market integration through the SADC Free Trade Area. The integration of SADC, the Common Market for East and Southern Africa (COMESA), and the East African Community (EAC) will advance political unity and economic strength of Africa.

5.21 South Africa will strongly support the transformation of the Southern African Customs Union (SACU) into a vehicle for advancing and deepening developmental integration, particularly as an anchor in the SADC regional project. This transformation can only be achieved through the development of common trade and industrial policies, as well as strategies to build production value chains across all member states, underpinned by regional infrastructure development programmes.

5.22 South Africa continues to strengthen trade and investment relations with countries across the African continent in support of the economic agenda of the African Union (AU) and the New Partnership for Africa’s Development (NEPAD). This is underpinned by a strong bilateral country focus. Africa will remain an important export destination for value-added goods and services from South Africa. However, most imports from the rest of the continent to South Africa are restricted to a narrow range of primary goods.

5.23 In this regard, South Africa is committed to building mutually beneficial trade relations through supporting the diversification of economies, and addressing trade barriers and capacity constraints. South Africa will implement policies that promote outward investment into the continent. South Africa will support Africa to take advantage of market-access arrangements such as the Africa Growth and Opportunity Act (AGOA) and the Tokyo International Conference for African Development (TICAD). It should continue to leverage its strategic relations with countries such as China, India, Japan, the Republic of Korea, Turkey, the USA, as well as the EU, to assist Africa with its socio-economic development. Africa should also utilise its own resources in support of its own development needs.
5.24 South Africa's relations with individual African countries remain central to its foreign policy practice. It will continue to strengthen bilateral cooperation with African countries by engaging in sustainable partnerships for development, including through the promotion of trade and investment; the establishment of joint projects for infrastructure development; and the provision of technical assistance for institutional and policy development. South Africa will also pursue closer synergy between its bilateral and multilateral engagements in the region.

5.25 South Africa will continue to engage internationally on aid effectiveness, increased global development assistance, and strengthening development partnerships. The South African Development Partnership Agency (SADPA) will be an important instrument to promote more effective development cooperation. It will therefore pursue bilateral cooperation with African countries as well as trilateral cooperation with international partners in support of African development.

MULTILATERALISM

5.26 As the established global multilateral architecture has its roots in the post-Second World War context, it is no longer able to adequately respond to the challenges facing an interdependent world in the 21st century, which are complex and global in nature, threatening our collective wellbeing and placing increased pressure on the global system of governance. These challenges encompass issues such as human security, environmental sustainability, poverty alleviation, development, political and economic crises, human rights, disarmament and the non-proliferation of nuclear weapons. As a result, unilateralism is no longer an option to address these challenges. Multilateral cooperation is more relevant than ever before in seeking equitable multilateral solutions to global problems. The United Nations (UN) system, through its universal membership and broad mandate, occupies the central and indispensable role within the global system of governance.

5.27 The developing world, especially Africa, has a limited voice and participation in the decision- and policy-making processes of the global trade, economic and financial
institutions. This weakens the world’s response to the developmental agenda of Africa and the South. A continued over-emphasis by the developed world on issues of peace and security undermine efforts to deal with the root causes of poverty and underdevelopment. To address this imbalance, South Africa will promote the increased alignment between the developmental agenda of Africa and the South and that of global organisations. In this regard, South Africa will work in partnership with other African countries to forge a collective vision.

5.26 South Africa’s foreign policy will continue to recognise the importance of multilateralism and a rules-based international system that is governed by international law. It will remain an active participant in the efforts to comprehensively reform the architecture of global governance, including the UN system and the Bretton Woods Institutions, to make them more effective, legitimate, and responsive to the needs of the developing world. The inequitable distribution of power in global governance organisations has made them susceptible to power blocs and economic precepts from the developed world, limiting their ability to effectively address current global challenges. South Africa will, therefore, closely cooperate with partners and groupings of the South to pursue the fundamental redesign of these organisations to achieve more balanced representation and for institutions that are responsive to the challenges of social and economic justice. South Africa must, therefore, create space to influence key multilateral institutions.

5.29 Effective multilateralism rests on the political will of countries to honour their obligations under international law and commitments agreed to in multilateral institutions. The UN utilises its resolutions as one of its instrument to encourage and promote cooperation among Member States on a variety of issues. However, many resolutions of the UN, in particular those adopted by the General Assembly are not enforceable and therefore not implemented. The lack of enforcement poses a challenge to the effectiveness of the multilateral system to address global challenges.

5.30 South Africa strongly supports the reform of the United Nations system in pursuit of greater equity in decision making, balanced against increased efficiency and effectiveness. Whilst pursuing equitable representation of Africa on the United Nations Security Council, South Africa seeks to become a permanent member itself. Meanwhile,
South Africa will use non-permanent membership as a strategic opportunity to advance the interests of Africa and the South. It will also champion the relationship between the United Nations and regional organisations, in particular the African Union.

5.31 An emerging trend is for like-minded countries to form groupings outside the formal multilateral structures in order to address specific issues affecting the international community. South Africa will continue to play an active role in the Africa Group, G77 and NAMA11 to promote a development agenda in the WTO. Groups such as the G20, Major Economies Forum, B20, IBSA and BRICS have grown in prominence and are focused on global issues related to political, security, environment and economic matters. South Africa supports the use of such groupings as an important mechanism for consensus building, whilst recognising the centrality of the UN and ensuring that these groupings should strengthen the primacy of the UN. South Africa's multilateral relations with the South will continue to find expression particularly through the African, Caribbean and Pacific Group of States (ACP), the Commonwealth, the NAM, and the G77.

5.32 South Africa is a strong proponent of multilateralism as a necessary intergovernmental response to managing globalisation and the deepening interdependence of national economies. The marginalisation of many countries in the global economy, particularly those in Africa, and the question of coherence in global economic policy-making are some of the key challenges confronting the international community in the context of an integrating global economy. In this regard, the G20 has become the premier global forum to coordinate an integrated and coherent global response to financial and economic crises. South Africa will seek to ensure the G20's responsiveness to African developmental needs. It also uses its membership to advance the reform of the International Financial Institutions to give a stronger voice and greater representation to the developing world in the interest of a transparent, stable and equitable global financial system.

5.33 South Africa will actively participate in the BRICS, whose members are reshaping the global economic and political order. We will use our membership as a strategic opportunity to advance the interests of Africa in global issues such as the reform of
global governance, the work of the G20, International trade, development, energy and climate change.

5.34 South Africa remains committed to disarmament, non-proliferation and arms control, as well as being a responsible producer, possessor and trader of advanced nuclear technologies. It supports the inalienable right of nations to use nuclear technology for peaceful purposes. Based on the Pelindaba Treaty, South Africa continues to support Africa as a nuclear weapons free zone.

5.35 Following the successful hosting of UNCTAD, the World Conference against Racism (WCAR), the World Economic Forum, and the World Summit for Sustainable Development (WSSD), NAM, CHOGM and the launch of the AU, South Africa remains willing to host high-level conferences, as a valuable diplomatic platform in support of multilateralism and global consensus.

5.36 South Africa will continue to cooperate with the United Nations, Specialised Agencies, and other accredited international organisations present in South Africa to align their activities with the country’s domestic priorities. In this regard, there is a need to enhance its international representation through the candidatures and secondment of South Africans into strategic positions in key regional, continental and global governance institutions.

5.37 As part of its commitment to ensuring peace and stability in zones of conflict, South Africa encourages multilateral options in seeking global solutions. South Africa also remains committed to the major international instruments for the promotion and protection of human rights and advocates a holistic approach that places equal emphasis on civil and political rights as well as social, economic and cultural rights. Upholding human rights principles is central to our national identity and finds expression in our domestic and foreign policies and especially in areas of conflict.

**ECONOMIC DIPLOMACY**

5.38 South Africa’s economic diplomacy should take due cognisance of the fact that Asia is South Africa’s largest trading region, with China as the largest trading partner. However,
the established European Union single market remains our largest trading partner as a bloc, with Germany and the United Kingdom as the largest partners in Europe, and the United States in the Americas.

5.39 South Africa's future global and continental standing will be determined by how South Africa remains true to its enduring values, economic success, and the continued leadership role on the continent. The success of its economic diplomacy will determine the extent to which South Africa can achieve its domestic priorities. For South Africa to meet these priorities, its economy must be able to participate competitively in the global market place. A particular focus of our international engagements must therefore include the creation of sustainable jobs and scaled up investments in employment-intensive sectors in South Africa. In this regard, the creation of larger markets through regional integration will be instrumental in improving global competitiveness.

5.40 South Africa's integration into the global economy is laid out in the South African Trade Policy and Strategy Framework. The aim is to pursue national economic policy objectives and leverage opportunities that arise from global markets and increasing flows of global trade and investment. South Africa's economic diplomacy will therefore be focused on providing guidance to government and the business sector on economic developments and markets, pursuing market access for South African products, attracting investments and tourism, removing barriers to trade, and supporting the development of larger markets in Africa. It should also enhance competitiveness of South African goods and services in the major global markets, while maintaining its international reputation as a stable and reliable supplier. Central to South Africa's economic diplomacy is the pursuit of a fair and equitable rules-based international trade regime that accommodates the developmental interests of developing countries. In the context of the WTO Doha Development Round, South Africa must ensure that the outcome is beneficial to its economy and remedies the negative consequences of its classification in the Uruguay Round.

5.41 Deepened regional economic integration and the proliferation of Regional Trading Agreements (RTAs), especially in Asia and Latin America, carry the risk of excluding South African goods and services from these markets. Economic diplomacy should
therefore explore ways to strengthen ties with other regional economic groupings that allow for a more strategic integration process amongst developing countries. Economic diplomacy should further seek outcomes that deal more effectively with non-tariff barriers in all markets. South Africa’s development objectives require the negotiation of mutually beneficial sectoral co-operation agreements and investment treaties that supports South Africa’s development policy space.

5.42 Regional integration arrangements such as FTAs and RTAs provide the necessary environment for national companies to compete globally. As the majority of intra-African trade takes place within own regional trading blocs, it is necessary to stimulate inter-regional trade as stepping stones for deepening continental integration. South Africa will therefore support the harmonisation of policies and standards across the continent, as strengthened regional integration presents opportunities for regional industries to overcome the limits of small national markets, achieve economies of scale, and enhance competitiveness as a platform to participate in the global economy.

5.43 South African economic diplomacy in the region will therefore support an integrated development strategy for SACU, SADC and the continent that includes Spatial Development Initiatives, investment promotion into the region, region-wide industrial development linkages as well as the development of supply-side capacity that will enable countries in the region to diversify their economies and take advantage of opportunities for more dynamic and diverse exports.

5.44 South-South trade is expanding rapidly and the major new sources of growth in the global economy are in the South. Common challenges and shared perspectives provide an opportunity for South Africa to strengthen our trade and investment linkages. South Africa will have to pursue value-added exports to the new emerging markets in order to deal with structural trade imbalances. The dynamism of the economic growth in the South should be harnessed to support the diversification and industrialization of African economies. Economic diplomacy will target foreign direct investment to South Africa and Africa as well as assist in the development of human, institutional, technological and infrastructural resources.
5.45 Successful economic diplomacy requires a close partnership with government, business, and labour. A coordinated government-wide effort is essential to promote South Africa's economic interests in the international arena, including the use of high-level engagements. South African Missions abroad are key in these endeavours and must be adequately resourced for these purposes. In particular, they can assist South African business abroad through advice, advocacy, and market access support. The Department must therefore improve its economic research capacity to strengthen its economic diplomacy.

5.46 Within the partnership of government, business, and labour it is important that South Africa's values, principles, and reputation are reflected in their conduct abroad. Government should provide sufficient intelligence on market conditions, as well as local cultural nuances that would assist business to better access those markets and act in a socially responsible manner.
WIDER BILATERAL INTERESTS

ASIA

5.47 Asia is of increasing importance to South Africa and Africa. Power shifts in the global political and economic system have increased the relevance of the Asian region, with major emerging powers such as China and India increasing their global influence. The Asian region has been experiencing on average higher economic growth than other regions. Its growing economic importance is also reflected in South Africa’s changing trade patterns with Asia. The accelerating economic integration of Asia, with the Association of South-East Asian Nations (ASEAN) as the core, holds both opportunities and challenges for South Africa.

5.48 Asia has become South Africa’s largest trading region and an increasingly important source of investment, particularly China, India and Japan. South Africa must increase its value-added exports to this region in order to address its generally large trade deficit. South Africa should focus on identifying under-explored markets in the region that will provide new export opportunities. Asian markets are characterised by severe competition and proliferation of free trade agreements. South Africa therefore runs the risk of marginalisation and exclusion from supply networks, and will pursue a comprehensive trade strategy to improve South Africa’s competitiveness and anchor it in Asian markets.

5.49 Asia will play a meaningful role in contributing to South Africa’s domestic priorities through cooperation in space, science and technology, education and skills development, health, infrastructure, and mineral beneficiation. Tourism to South Africa will be further developed. Innovation and commercialisation of green technology could be a new area of cooperation in the face of the challenges of climate change.

5.50 The political ascendancy of Asia will be increasingly reflected in the global system of governance, peace and security, and finance. This provides opportunities for South Africa to closely cooperate in multilateral organisations in order to reform the global
architecture. A possible challenge to the solidarity of the South is the positioning of emerging powers to associate more closely with the traditional powers.

5.52 South Africa should not lose sight of the fact that there are also many middle powers in Asia, such as Indonesia, Malaysia, Republic of Korea and Vietnam that are both partners and competitors. South Africa will leverage the fact that these countries share similar views on reform of global governance, solidarity and economic justice. South Africa will continue to work with development partners in Asia for the implementation of NEPAD programmes.

5.53 South Africa should closely monitor unresolved issues in Asia such as territorial disputes, domestic political instability, as well as religious and ethnic extremism, and the risk of nuclear proliferation as these have the potential to disrupt economic relations and pose challenges for South Africa’s core values of democracy, human rights, and non-proliferation.

5.54 South Africa must take note of the fact that the Indian Ocean Rim has become the world’s major energy and resource supply route to the fast-growing Asian economies, and that the major global powers have a heightened military presence in the region. Consequently, a maritime security policy for Africa becomes essential.

MIDDLE EAST

5.55 South Africa’s foreign policy in the Middle East will have to take cognisance of changing and complex regional dynamics, emergence of new regimes, as well as competing interests of foreign actors. Political developments in the region continue to have a major impact on the global economy especially with reference to energy price stability and supplies.

5.56 South Africa will remain consistent in its support for the peaceful settlement of disputes in the region, in particular the Middle East Peace Process premised on a two-state solution, and continue to pursue a diplomatic role based on South Africa’s successful political transition and solidarity with the Palestinian people. Through various
mechanisms, South Africa will continue to support the developmental and humanitarian needs in Palestine.

5.57 It is important to engage the Gulf Co-operation Council (GCC) countries for the realisation of South Africa’s development priorities. The Gulf region has adopted an agenda for development and seeks to reduce its economic reliance on finite resource commodities. The diminishing oil and gas reserves necessitate the consideration of alternative oil suppliers as well as renewable energy for South Africa in the long term.

5.58 Middle Eastern markets remain small, but the growing population and oil wealth offer South Africa opportunities, particularly in agro-processing, construction and civil engineering, engineering technologies in gas to liquid energy production, and its advanced service sector. South Africa should continue to source investments from the Gulf region’s Sovereign Wealth Funds as well as private investors, including in support of continental initiatives such as NEPAD projects.

EUROPE

5.59 European enlargement has created the largest economic bloc in the world and presents a leading model of regional integration and its challenges. The European Union remains South Africa’s largest trading bloc, and an important source of foreign direct investment and official development assistance, as well as a primary market for tourism. Bilateral relations with European nations in general extend considerably beyond political, diplomatic and trade relations, finding expression through cooperation in areas of science and technology, arts and culture and shared values around democracy and human rights.

5.60 Notwithstanding Europe’s economic challenges, such as an aging population, high debt levels, and troubled-growth economies, South Africa will continue to encourage European partners to be engaged in the development of the African continent, meet their development assistance commitments, as well as push for the reform of the Common Agricultural Policy (CAP) due to its detrimental effects on development in Africa.
5.61 South Africa will continue to leverage its strategic partnerships with the EU and its major member states to meet its domestic priorities, open up market opportunities, attract increased foreign direct investment, and support the AU’s peace and security initiatives. South Africa will also continue to cooperate and engage with European countries beyond the EU, such as Russia and Turkey, recognising their important role in regional and global politics. South Africa will build on its historical strong ties of friendship and mutual understanding with the Nordic countries to shift from donor cooperation to building long-term sustainable economic and scientific relations.

5.62 South Africa and Europe will continue to enjoy strategic and multifaceted political, economic and social cooperation, which translates into close, substantial and fruitful relations. The focus on trilateral cooperation as a platform for advancing economic development in Africa, as well as support for the continent’s peace and security architecture will be maintained. Economic relations will continue including initiatives in support of the Africa Agenda. South Africa must ensure that the trading relationship between Europe and Africa must support the continent’s regional integration agenda as well as its development objectives.

5.63 South Africa’s relations with Europe cut across the EU. The region consists of members of the G8, G20, permanent and non-permanent members of the UNSC and regular engagement through both multilateral and bilateral interaction on all levels is essential.

5.64 The Lisbon Treaty has introduced a more coherent and effective Common Foreign and Security Policy that impacts on Africa and South Africa. The EU-Africa Strategic Partnership will continue to drive future Africa-EU relations, based on the Joint Action Plan, which includes institutional and financial support for the AU and its institutions, as well as support for the African peace and security architecture. This provides both an opportunity and challenge for South Africa to engage with the EU to promote the African Agenda through its strategic partnership with the EU.

AMERICAS AND THE CARIBBEAN

5.65 Within the Western Hemisphere, the Americas and Caribbean span a vast geographical area that includes developed, developing, and least developed economies as well as
regional and global powers. Stark contrasts exist among these countries, *inter alia*, in terms of territorial size, populations, economies, technologies, and military power. The diversity within this hemisphere necessitates a nuanced foreign policy approach and offers a wide range of opportunities for engagement that spans the whole spectrum of South Africa’s foreign policy priorities.

5.66 South Africa’s bilateral relations with the countries of the Americas and the Caribbean will serve as a firm foundation for advancing multilateral cooperation as well as to promote South Africa’s domestic priorities.

5.67 South Africa’s total trade with the Americas will continue to be of great importance for its development trajectory with further potential for substantial growth in trade and investment. The core objective would be to leverage economic bilateral relations with countries in the Americas for partnerships to support sustainable economic growth, social development, and capacity building. Bilateral relations would therefore be used to enhance economic, scientific, technical, and business opportunities through structured bilateral mechanisms.

5.68 The USA will continue to remain a dominant political, economic and military power, with significant potential for South African and African trade, tourism, and investment. The economies of North America remain vital sources of investment and technology, and will remain prominent trading partners for South Africa and Africa. South Africa will therefore continue to build its trade and investment relations with these economies on the basis of institutional frameworks for engagement. South Africa is the largest non-oil beneficiary under the Africa Growth and Opportunities Act (AGOA) but ample scope remains for improving South Africa and Africa’s market share in the US market. The extension of AGOA is of strategic importance for the economic development of the continent. South Africa should also continue to engage the USA and Canada to meet development commitments to Africa.

5.69 The USA and Canada are important supporters of peacekeeping as well as post-conflict reconstruction and development efforts in Africa, through the UN and bilaterally. In this
regard, South Africa will continue to urge them to align their support with the AU peace and security objectives.

5.70 An increase in political aspirations and the active role of middle powers in Latin America will enable partnerships and strategic coalitions to advance mutual interests. South Africa’s interactions with Brazil as an emerging power should be a platform for significant bilateral growth in economic and political cooperation, as well as for collaboration on specific global multilateral objectives. Other countries in the region also provide economic and political opportunities to pursue complementarities within the context of South-South cooperation, multilateralism, and closer bilateral strategic relations.

5.71 The special historical political relationship between South Africa and Cuba continues to provide the benchmark for mutually beneficial cooperation in areas such as health and education. South Africa will continue to call for the lifting of the US embargo against the island.

5.72 Latin America and Africa share similar development trajectories, characterised by resource-based economies and single-commodity exports as well as similar patterns of underdevelopment and poverty. This creates both opportunities and challenges for economic cooperation in the Latin American region. Mutual benefits exist in terms of sharing best practices in socio-economic development, mining, agro-processing, beneficiation of mineral products, science and technology, and infrastructure development. South Africa will utilise the SACU/MERCOSUR Preferential Trade Agreement to foster complementarities in its industrial, agricultural and services sectors. South Africa’s geo-strategic location between Latin America and Asia provides the opportunity to position itself as a trade and transport hub between these two regions.

5.73 In addition, contact with the African Diaspora in the region would serve to enhance relations with South Africa and the African continent, especially with respect to the Caribbean countries. The African Diaspora in the Americas, particularly in the Caribbean, continues to have significance for South Africa in light of their support for Africa’s liberation and a shared vision of an equitable world.
CHAPTER 6: TAKING DIPLOMACY FORWARD

6.1 In 2009, the Department of Foreign Affairs was renamed as the Department of International Relations and Cooperation to emphasise the improved alignment between South Africa’s foreign policy and domestic objectives. An increasingly complex and multidimensional international environment requires a coherent cross-sectoral approach and a coordinated response across all spheres of government, public enterprises, the private sector, labour, civil society, and other non-state actors.

6.2 The Department will strengthen and formalise the management and coordination of South Africa’s international relations. In this regard, the Department will enhance its role in providing strategic information on global developments and foreign policy options, as well as managing and facilitating South African activities and engagements.

6.3 Close cooperation and consultation with line function departments is critical for an integrated and effective approach to international engagements. The Department will strengthen the Consultative Forum on International Relations (CFIR) as a vehicle to manage and coordinate the international activities of all stakeholders. The establishment of a South African Council on International Relations (SACOIR) is also envisaged as a consultative platform for engagement with non-state actors. Therefore, to enable effective coordination and to ensure policy cohesion and synergies in South Africa’s bilateral and multilateral interactions, the establishment of a professional diplomatic service as well as these coordinating structures through the adoption of legislation will be pursued. Given dynamic changes in the global environment in which the Department operates, it will be critical for it to have the institutional flexibility to adapt its structure and operations to meet new challenges.

6.4 In a world of competing interests, public diplomacy is essential to actively project South Africa’s image, values and culture both domestically and abroad. The Department will broaden the use of available technologies and platforms, especially social media networks to communicate with stakeholders on South Africa’s international relations. Public diplomacy activities include outreach programmes to bring foreign policy to the people. The South African government will continue to contribute to institutional support
and capacity building to other requesting states and in this regard, the Department will continue to provide training to foreign diplomats as a means of creating goodwill and understanding.

6.5 In conclusion, South Africa’s greatest asset lies in the power of its example enshrined in the Constitution. In an uncertain world, characterised by a competition of values, South Africa’s diplomacy of Ubuntu, focusing on our common humanity, provides an inclusive and constructive world view to shape the evolving global order.
GLOSSARY OF TERMS

African Diaspora: The African Diaspora consists of peoples of African origin living outside the continent, irrespective of their citizenship and nationality and who are willing to contribute to the development of the continent and the building of the African Union as per the Protocol on Amendments to the Constitutive Act of the African Union adopted by the 1st Extraordinary Session of the Assembly of the Union in Addis Ababa, Ethiopia on 3 February 2003.


African Peer Review Mechanism (APRM): The African Peer Review Mechanism is a mutually agreed programme, voluntarily adopted by member states of the African Union, to promote and reinforce high standards of governance through a peer reviewed self-monitoring mechanism.

African Standby Force (ASF): The African Union Commission was mandated under the African Union Protocol on the Peace and Security Council to establish an African Standby Force. The ASF will consist of standby brigades in each of the African Union's five regions, and will incorporate a police and civilian expert capacity as well.

African Union (AU): The African Union is a regional organisation of fifty-four African States launched in 2002 to drive Africa's development and integration.


African, Caribbean and Pacific Group of States (ACP): The African, Caribbean and Pacific Group of States is an organisation created by the Georgetown Agreement in 1975. It is composed of seventy-nine African, Caribbean and Pacific States signatories to the Georgetown Agreement or the Partnership Agreement between the ACP and the European Union.

Association of South-East Asian Nations (ASEAN): The Association of South-East Asian Nations was established in 1967 with the signing of the Bangkok Declaration. The regional organisation currently has ten member states from South-East Asia.
**Bandung Conference**: The first Afro-Asian Conference was a meeting of Asian and African States which took place in April 1955 in Bandung, Indonesia. The aim was to promote Afro-Asian economic and cultural cooperation and to oppose colonialism or neo-colonialism by the United States or the Soviet Union, or any other imperialistic nations. The conference was an important step towards the founding of the Non-Aligned Movement.

**BASIC**: The BASIC countries are a like-minded alliance in the climate change negotiations comprising Brazil, South Africa, India and China.

**Batho Pele**: Batho Pele translates as “putting people first”. It is a South African government initiative to enhance the quality and accessibility of government services by improving efficiency and accountability to the recipients of public goods and services.

**Bilateral relations**: The conduct of diplomacy between two states.

**Bretton Woods institutions**: The Bretton Woods Institutions were established in 1945 to regulate the international monetary system. The institutions established were the International Monetary Fund and the International Bank for Reconstruction and Development, which now forms part of the World Bank Group.

**BRICS**: A grouping of emerging economies consisting of Brazil, Russia, India, China and South Africa.

**Broad-Based Black Economic Empowerment (BBBEE)**: The Broad-Based Black Economic Empowerment Act was enacted by the South African government in 2003 to advance economic transformation and enhance the economic participation of black people in the South African economy.

**Common Agricultural Policy (CAP)**: The Common Agricultural Policy of the European Union

**Common Foreign and Security Policy (CFSP)**: The Common Foreign and Security Policy of the European Union

**Common Market for East and Southern Africa (COMESA)**: The Common Market for East and Southern Africa is a regional organisation established in 1994 to promote economic prosperity through regional integration. It currently has nineteen member states from East and Southern Africa.

**Commonwealth Heads of Government Meeting (CHOGM)**: The Commonwealth Heads of Government Meeting. The Commonwealth of Nations is an intergovernmental organisation of
fifty-four member states, primarily with a historical and administrative association to the United Kingdom.

**Consular services:** Assistance and advice provided by diplomats to citizens of that country abroad. Consular functions are defined in the Vienna Convention on Consular Relations.

**Consultative Forum on International Relations (CFIR):** The Consultative Forum on International Relations is a government forum of senior officials to coordinate the international activities of all three spheres of government.

**Department of International Relations and Cooperation (DIRCO):** The Department of International Relations and Cooperation is the principal adviser on foreign policy, and lead coordinator and manager of South Africa's international relations and cooperation, under the Minister of International Relations and Cooperation.

**Developed Country:** A state that has a highly developed economy. There is no established United Nations convention for the designation of a developed country, but criteria can include gross domestic product, per capita income, levels of industrialisation, infrastructure levels and standard of living. The International Monetary Fund has a similar classification of "advanced economies". The World Bank classifies countries according to gross national income per capita, with high income countries referred to as developed countries.

**Developing Country:** A state that has an economy that is less developed relative to other countries. There is no established United Nations convention for the designation of a developed country, but criteria can include gross domestic product, per capita income, levels of industrialisation, infrastructure levels and standard of living. The World Bank classifies countries according to gross national income per capita, with low-and middle-income countries referred to as developing countries.

**Doha Development Round:** The Doha Development Round is the current round of trade negotiations in the World Trade Organisation. The aim is to achieve major reform of the international trading system through the introduction of lower trade barriers and revised trade rules. A fundamental objective is to improve the trading prospects of developing countries.

**East African Community (EAC):** The East African Community is a regional organisation established in 2000 to deepen and accelerate regional integration and currently consists of Burundi, Kenya, Rwanda, Tanzania and Uganda.
Emerging Economies: Developing countries in the process of rapid growth and industrialisation. The International Monetary Fund has a classification of "emerging economies".

European Union (EU): The European Union is an economic and political union of twenty seven European member states building on the European Economic Community which was established in 1958.

Free Trade Agreement (FTA): A free trade agreement eliminates tariffs, import quotas and preferences on most goods and services traded in the free trade area.

Group of Eight (G8): The Group of Eight was founded in 1975 as a forum for eight of the world’s largest economies at the time. The G20 has replaced the G8 as the main economic council of wealthy nations, but the G8 still meets annually.

Group of Seventy-Seven (G77): The Group of Seventy Seven was founded in 1964 as a coalition of developing countries in the United Nations. The membership is currently one hundred and thirty two member states.

Group of Twenty (G20): The Group of Twenty Finance Ministers and Central Bank Governors is a group of finance ministers and central bank governors from twenty major economies. The Heads of State of G20 nations meet annually since 2011.

Gulf Cooperation Council (GCC): The Gulf Cooperation Council is a regional organisation of Arab States established in 1981. The GCC currently consists of Bahrain, Kuwait, Oman, Qatar, Saudi Arabia and the United Arab Emirates.

IBSA Dialogue Forum: The IBSA Dialogue Forum is an international South-South grouping consisting of India, Brazil and South Africa launched in 2003 with the Brasilia Declaration. The IBSA Dialogue Forum aims to promote South-South cooperation and build consensus on issues of international importance.

Least Developed Country (LDC): A state which exhibits the lowest indicators of socio-economic development according to the United Nations. The criteria are poverty levels, human resource weakness and economic vulnerability. The classifications of LDCs are reviewed by the Committee for Development Policy of the United Nations Economic and Social Council.

Line Function Department: A line function department is the government department that has primary responsibility for an area of government policy implementation.

Major Economies Forum (MEF): The Major Economies Forum on Energy and Climate was launched in 2009 and aims to facilitate dialogue between major developed and developing countries in the climate change negotiations.

Mercado Común del Sur (MERCOSUR): Mercosur is an economic and political regional common market established in 1991 and currently consists of Argentina, Brazil, Paraguay, Uruguay and Venezuela.

Mission: A diplomatic mission is a representation of a state or international organisation to another state or international organisation. Missions include embassies, high commissions, consulates, permanent missions and permanent representations.

Multilateralism: The doctrine of conducting international relations in cooperation with other states. The preeminent multilateral body is the United Nations.

NAMA11: The NAMA-11 is a group of eleven developing countries working towards the strengthening of Non-Agricultural Market Access in the World Trade Organisation negotiations.

New Partnership for Africa’s Development (NEPAD): The New Partnership for Africa’s Development is a programme of the African Union adopted in 2001. The objective of NEPAD is to enhance Africa’s growth, development and participation in the global economy.

Non-Aligned Movement (NAM): The Non-Aligned Movement was founded in 1961 as a group of states which are not formally aligned with or against any major power bloc. The movement currently has one hundred and fifteen member states and represents the interests and priorities of developing countries.

North-South divide: The North-South divide is a socio-economic and political division between developed countries, known collectively as "the North" and developing countries, known collectively as "the South".

Official Development Assistance (ODA): Official Development Assistance is an indicator of international aid flows. It is defined by the Organisation for Economic Cooperation and Development as flows of official financing administered with the promotion of the economic development and welfare of developing countries as the main objective, and which are concessional in character with a grant element of at least twenty five percent.
Organisation for African Unity (OAU): The Organisation of African Unity was established in 1963 to promote the solidarity and cooperation of African States and eradicate all forms of colonialism. The OAU was replaced by the African Union in 2002.


Preferential Trade Agreement (PTA): A preferential trade agreement gives preferential access to certain products from signatory member states through the reduction of tariffs.

Public Diplomacy: Public diplomacy is the communication with domestic and foreign publics on a country’s foreign policy in order to inform and influence.

Regional Economic Community (REC): Regional Economic Communities are regional organisations established by treaty between member states as sub-regions of the African Union.

Regional Trading Arrangement (RTA): Regional trading arrangements are preferential trade agreements concluded outside of the framework of the World Trade Organisation, usually within a geographic region.

South African Council on International Relations (SACOIR): The South African Council on International Relations is envisaged as an advisory body on South Africa’s foreign policy comprising appointed members of various sectors of civil society.

South African Development Partnership Agency (SADPA): The South African Development Partnership Agency is envisaged as an agency of the Department of International Relations and Cooperation to enhance South Africa’s international cooperation and implementation of development and humanitarian assistance programmes.

Southern African Customs Union (SACU): The Southern African Customs Union was established in 1910 and is currently a customs union consisting of Botswana, Lesotho, Namibia, South Africa and Swaziland.

Southern African Development Community (SADC): The Southern African Development Community is a regional organisation established in 1992 consisting of fifteen member states from the Southern Africa region.

South-South cooperation: South-South cooperation is a term to describe the various platforms and forms of engagement through which resources, technology and knowledge between developing countries, also known as “the South”, are shared.
Spatial Development Initiative (SDI): The Spatial Development Initiative programme was launched in South Africa in 1995 to generate investment projects in key economic sectors in specific areas of the country.

Specialised Agencies: Specialised agencies are autonomous organisations working with the United Nations through the coordination of the United Nations Economic and Social Council.

Tokyo International Conference for African Development (TICAD): The Tokyo International Conference for African Development is a conference held every five years in Japan to promote high-level policy dialogue between African leaders and development partners.

Trilateral cooperation: Trilateral cooperation is when two or more countries combine resources to benefit a third country with their approval.

Unilateralism: The doctrine of conducting international relations through unilateral action, and therefore without cooperation or agreement with other states.

United Nations (UN): The United Nations is an international organisation founded in 1945 whose stated aims are facilitating cooperation in international law, international security, economic development, social progress, human rights and the achievement of world peace. The UN currently consists of one hundred and ninety three member states.

United Nations Conference on Trade and Development (UNCTAD): The United Nations Conference on Trade and Development is an organ of the United Nations General Assembly dealing with trade, investment and development issues. Currently UNCTAD has one hundred and ninety four member states.

United Nations Security Council (UNSC): The United Nations Security Council is a principal organ of the United Nations and is charged with the maintenance of international peace and security. The UNSC has five permanent members with veto powers and ten non-permanent members elected to serve two-year terms.

Uruguay Round: The Uruguay Round was a round of trade negotiations of the members of the General Agreement of Tariffs and Trade and led to the establishment of the World Trade Organisation in 1995.

World Conference against Racism (WCAR): The World Conference against Racism is an international event first held in 1978 by the United Nations Economic, Social and Cultural Organisation to combat racism, racial discrimination, xenophobia and related intolerance.
World Economic Forum (WEF): The World Economic Forum is an independent international organisation committed to improving the state of the world by engaging business, political, academic and other leaders of society to shape global, regional and industry agendas.

World Summit on Sustainable Development (WSSD): The World Summit on Sustainable Development was the second United Nations conference on sustainable development held in South Africa in 2002 aimed at reconciling the economic and environmental goals of the global community.

World Trade Organisation (WTO): The World Trade Organisation is an international organisation established in 1995 to supervise and liberalise international trade. It currently consists of one hundred and fifty seven member states.