

THE MANAGEMENT OF NAMIBIA'S FOREIGN POLICY

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ABSTRACT

South Africa transferred legislative power to the Namibian authority to conduct its external relations in 1990 when the country attained its independence. Since then the country has been projecting the economic content of its Foreign Policy. Poverty eradication, human resource development, empowerment of the poor, the needy and the weak form the top priorities for Namibia's foreign policy. The foreign policy of a country draws its authority, legitimacy and mandate from many internal priorities. Its general orientation is shaped by its history, culture and social values of its people (Ministry of Foreign Affairs 2004: ii).

Since 1990, Namibia's foreign relations were carried out primarily as in accordance with the guidelines contained in Article 96 of the Namibian Constitution as well as Foreign Service Regulations, Manual of Operations of the Ministry of Foreign Affairs and Missions Abroad, Trade Policy and relevant laws relating to activities of promoting Namibia abroad. The changes in the international political and economic landscape led to the formulation of a new Foreign Policy which was promulgated in 2004. This policy places renewed emphasis on economic diplomacy given the current global economic trends; these new events and the paradigm shift from earlier focus on political oriented diplomacy have placed tremendous pressure on the management of foreign relations. This is the challenge facing the Ministry of Foreign Affairs and its missions abroad in managing the foreign policy under the current national, regional and global dynamics.

The primary purpose of this study is to analyze the evolution and the current status of the management of Namibia's foreign policy. The study also analyzes the

institutional capacity of the Ministry of Foreign Affairs and tries to identify the capacities and capabilities that are required for the effective management of the country's foreign policy.

A combination of qualitative and quantitative methods of data collection was used. The two methods were also used to analyze primary and secondary data collected through structured interviews with resource persons as well as literature on the subject matter. Given the nature and complexity of foreign relations, structured interviews were held with key respondents drawn from senior officials at both political and administrative levels within the Ministry of Foreign Affairs, the Ministry of Trade and Industry as well as the Namibia Tourism Board. As for foreign missions, the sample included two missions. South Africa and Belgium were selected for this purpose. The Namibian bilateral mission in Pretoria deals with the highest volume of trade between the two countries and with other co-operation issues. The multilateral mission in Brussels is important for Namibia as it deals with trade and development cooperation between Namibia and the European Union (EU). It also deals with Namibia bilateral relations with Belgium. The European Union is an important destination of Namibian exports and an important source of official development assistance. In addition, a sizable number of tourists coming to Namibia come from the European Union member states.

Findings of the study will contribute to the debate on the implementation and management of Namibia's foreign policy. The researcher hopes that it will generate interest and stimulate further research on the subject matter. Furthermore, it could help government to improve the management of foreign policy as well as to refine certain aspect of the policy. The study will hopefully contribute to the overall

effectiveness of the policy management.

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and daughters for the understanding they have shown even when I stretched their tolerance to elastic limits.

DEDICATION

This thesis is dedicated to:

My beloved parents, Melchior Tshirengitha and Florentine Kwedhi Amagulu, for their unforgettable love and for fostering me to become a mature and responsible member of the Namibian society. I extend special thanks to my mother who brought up my other siblings after my father had departed this life when we were between the ages of 12 and four years; her strong character and love for Namibia and its people remain admirable to me.

And my sisters and brothers: Pauline-Nandjambi, Marius Ndirinondje, Maria-Lydia, Elizabeth, Pelagia-Neporo, Caspar Andima and Hiansinta-Tshishi for their ever-loving support and prayers.

DECLARATION

This research paper is a true reflection of the candidate's own research and has not been submitted for a degree in any other institution of higher learning known to me.

No part of this research paper may be reproduced, stored in any retrieval system, or transmitted in any form, or by any means e.g., electronic, mechanical, photocopying, recording or otherwise without permission of the author or the University of Namibia and the Institute of Social Studies in his behalf.

William Melchior Ndeutapo Amagulu

Date

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3. Former Ambassador to Belgium
4. Former Ambassador to South Africa
5. Director for Multilateral Affairs
6. Director for Bilateral Affairs
7. Chief Executive Officer of Namibia Tourism Board
8. Deputy Director of the Investment Centre in the Ministry of Trade and Industry

CHAPTER 1: INTRODUCTION

1.1 Introduction

The Republic of Namibia is situated in south-western Africa where it borders on Angola and Zambia in the North, South Africa in the south, Botswana and Zimbabwe in the east, and the Atlantic Ocean to the west. The country occupies an area about 823 680 square kilometers and is inhabited by a population of about 1.82 million (National Planning Commission; 2001 Census) people. The population density of this vast and semi-arid country is 2.3 people per square kilometer. The country has a unique climatic condition with sunshine throughout most of the year. Most of the country has poor and unreliable rainfall distribution in the summer months between November and March. Unreliable rainfall inhibits full-scale crop agriculture farming. The country's agricultural potential lies in livestock farming.

Namibia is a young democracy which claimed her independence on 21 March 1990 at the time when the old certainties of the cold war and the attendant superpower rivalries driven by bipolarity ended. Before independence in 1990, Namibia had no legislative power to conduct external relations. One of the last substantive legislative and executive powers to be officially transferred by the departing colonial South African authorities to the leaders of independent Namibia has been the power to determine Namibia's foreign policy as well as to conduct its own external relations with other independent and sovereign states in the international system. Sixteen years

may be a very short span of time in the life of a state to provide a reasonable analysis of achievements and problems that have emerged in the management of Namibia's foreign policy.

Since its inception, the Namibia Ministry of Foreign Affairs has, devoted increasing attention to projecting the economic content of the country's foreign policy. In this regard, a major role of the ministry will be to ensure that all the economic and industrial policies of Namibia are well articulated by its envoys. The White Paper on Namibia's foreign policy and Diplomacy Management of 2004 states that for developing countries such as Namibia, poverty eradication, human resource development, empowerment of the poor the needy and the weak are the top priorities. Hence, a nation's foreign policy draws its authority, legitimacy and mandate from many internal priorities; and its general orientation is shaped by the history, culture, and social values of its people (Ministry of Foreign Affairs, 2004:ii). Other spheres of the country's foreign policy are the tasks of promoting international cooperation, peace and security. **Article 96** of the Namibian Constitution provides broad guidelines on Namibia's foreign policy. It stipulates that the state shall endeavor to ensure that in its international relations it:

- a) adopts and maintains a policy of non alignment;
- b) promotes international cooperation, peace and security;
- c) creates and maintains just and mutually beneficial relations among nations;
- d) fosters respect to international law and treaty obligations;

- e) encourages the settlements of international disputes by peaceful means.

The Ministry of Foreign Affairs therefore has the responsibility of translating the above principles into concrete action.

The efficiency with which Namibia's international relations are carried out is viewed as an area of importance. Through its diplomatic missions abroad, the Ministry of Affairs plays an important role in achieving the overall success of Namibia's foreign policy objectives. To this effect, the role of the Headquarters and that of ambassadors as government representatives in countries of representation is fundamental in realizing the objectives of Namibia's Foreign Policy. The traditional functions of an ambassador, namely: representation, management, negotiation, reporting and consular duties are still vital for interstate relations. The ambassador's negotiating function might have diminished somewhat because of the often technical nature of the numerous subjects of today's bilateral and multilateral agenda which demands handling by experts. However, the responsibilities have increased to include issues which in earlier times would have been considered unworthy of the Ministry of Foreign Affairs' attention. Economic diplomacy and the promotion of tourism have become part of such new responsibilities of the Ministry of Foreign Affairs. The effective management of missions abroad will depend to a large extent on how the Ministry manages the country's external relations.

This study will seek to understand the manner in which Namibia's foreign policy is managed. The study will also look at the Ministry of Trade and Industry's Trade Attaches; and the Namibia Tourism Board's Attaches under the Ministry of Environment and Tourism who deal with the promotion of trade and investment, and tourism abroad respectively.

Actors in Namibian foreign policy are numerous and all of them cannot be covered under this topic, because of limitation of time and space imposed on the study, but there are those government agencies that play important roles in promoting foreign direct investment through the foreign policy. The Ministry of Trade and Industry and the Ministry of Environment and Tourism by posting Trade and Tourism Attaches at Namibian embassies abroad. The study, however, will try to look at the roles played by main actors in Namibia's foreign policy. The study is significant because it will look at areas of concern in terms of efficiency of the operations and management of the Ministry of Foreign Affairs in managing the foreign policy; the Ministry of Trade and Industry in implementing economic diplomacy by pursuing investment and trade opportunities and, the Ministry of Environment and Tourism in promoting tourism.

1.2 Problem statement

Namibia joined the international community at a time of major political paradigm shifts around the globe amongst others the unification of West and East Germany, end of the Cold War, the break-up of the Soviet Union, and democratization of South Africa. On the diplomatic front, multilateral tasks of diplomacy have proliferated

significantly, as such the country's Minister of Foreign Affairs and its small team of diplomatic personnel, which was over-burdened by bilateral and multilateral challenges, found itself faced with numerous transnational tasks such as terrorism, organized crime, drug trafficking, the smuggling of immigrants, environmental abuse and human rights issues, (White Paper on Namibia's Foreign Policy and Diplomacy Management; 2004).

Since independence up until the formulation and subsequent promulgation of Namibia's Foreign Policy in 2004, Namibia's foreign relations were managed primarily as in accordance with the guidelines provided in Article 96 of the Namibian Constitution¹, Foreign Service Regulations, Manual of Operations of the Ministry of Foreign Affairs and Missions Abroad, Trade Guidelines, Government Directives and Acts of Parliament. Given the new dynamics in international relations and the phenomenon of globalization, the new Foreign Policy has added economic diplomacy to Namibia's foreign relations. Although the Foreign Policy has existed for two years since its promulgation in March 2004, managing the new dimension to Namibia's foreign relations under the circumstances highlighted earlier is a challenge to the Ministry of Foreign Affairs and its foreign missions. An assessment of the implementation of the foreign policy is the focus of this study.

The topic here is 'The management of Namibia's foreign policy'. This involves a study of public policy 'management'. Therefore key management factors that make "public" policy, in this case, foreign policy management stable, dynamic,

¹ Articles 96 of the Namibian Constitution refers to guidelines on Namibia's foreign relations

responsive and results oriented need to be isolated here. These factors or elements form the basis of the study problem. Successful management of any foreign policy requires several key things which include the following:

The first factor is national leadership which is visionary and steered by statesmanship. The real conduct of foreign policy is primarily grounded within the institutional framework of the state. This does not imply exclusion of other agencies. Vital matters of national interest are normally handled by the Executive, assisted by the small number of loyal supporters and close advisors. Issues of national interest comprise matters of high politics. There are issues of peace, the welfare of the state, security state and its people's interest.

The second factor comprises issues of low politics which refer to matters of procedural nature, new agenda of crime, environment, health and migration. Foreign policy is based on the foundation of rational calculation of advantages and disadvantages with the leaders acting as a unified system. It is the responsibility of leadership to lift the people out of the abyss of despair and hopelessness by presenting them with credible justification that calls for their personal sacrifices and renewed hope, are being addressed. The South West Africa People's Organization (SWAPO of Namibia), as a liberation movement has demonstrated this visionary national leadership which is steered by statesmanship over a long period of years.

For instance, immediately after Angolan independence in 1974, the relationship between the South West Africa People's Organization (SWAPO of Namibia) and the Popular Movement for the Liberation of Angola (MPLA), was strengthened in order to pave the way for the prosecution of the war of Liberation in Namibia using Angola as a rear base for SWAPO.

As a national liberation movement, SWAPO maintained some 27 foreign missions (among them, some had full diplomatic recognition) on all the continents except Antarctica. The first Namibian President and Prime Minister and most of the SWAPO leadership were well-known and respected internationally. They interacted and did business with countries, governments, organizations and individuals, with Namibia's nationhood in mind.²

This statesmanship was further demonstrated immediately after Namibia's independence. Initially, bilateral relations with South Africa were dominated by four principles: the need for comprehensive negotiations in South Africa that would lead to the end of apartheid; the negotiations aimed at handing over Walvis Bay and the offshore islands to Namibia, the negotiations aimed at determining and resolving the issue of the Southern boundary along the Orange River with South Africa; and the issue of the new Namibia's inherited debt which was incurred by the previous interim Government. Core interests that drove foreign policy were, extensive trade and economic relations as well as issues of security and political considerations. When

² Gurirab T. 1990,.Debate of the National Assembly, 19th June 1990

Namibia gained its independence on 21 March 1990, it was without Walvis Bay and Namibia's offshore islands.

At the independence celebrations the first President of Namibia, Dr Sam Nujoma had raised this matter with the then President of South Africa, Mr F.W. de Clerk.

This was followed by several ministerial meetings, which eventually led to the establishment of a Joint Administrative Authority of Walvis Bay and the Off-shore Islands. In August 1993, following lobbying at the Conference for Democratic South Africa (CODESA) talks in South Africa, the latter succumbed to pressure from the Namibian leadership and ultimately handed over Walvis Bay and the offshore islands to Namibia in February 1994.

Several quiet contacts between the Namibian and South African governments culminated into the South African parliament finally approving its debt-cancellation agreement with Namibia, more than two years after President Nelson Mandela had announced that Namibia's pre-independence bilateral debt would be cancelled; writing off liabilities totaled at N\$1200 million. The conclusion of debt cancellation agreement reduced Namibia's outstanding external public debt by 84%, to some N\$200 million of South African debt and this was immediately resolved.

The third foreign policy management factor is, internally cohesive institutions of government and parliament. Parliament can help or obstruct the development and management of foreign policy, for instance, if it keeps on interfering with multilateral, bilateral or other international relations. Hence separation of powers and appropriate guidelines from Parliament and Parliamentary committees help to shape policy and influence foreign policy management. Other areas of influence by parliament include budgets, questions and answers and now within the Southern African Development Community (SADC) perspectives, the SADC Parliamentary Forum, SADC Protocols and their influence on foreign policies of member states (e.g. trade, revenues, etc). In addition to the above is the issue of parliamentary diplomacy through which parliament shapes the diplomatic function of government especially in dispute settlement, mediation or intervention. Namibia played an important role in regard to the Democratic Republic of Congo (DRC).

The fourth factor is the domestic environment. The management or even the direction of foreign policy depends on how stable the domestic situation is. Where internal security is threatened by potential conflict as was with the secessionist attempt in Caprivi for example, the focus may be on political diplomacy, alliance formation, good neighborliness and regional integration to prevent neighbours from supporting internal strife. Where domestic conditions are conducive to peace, stability, security and local development commercial diplomacy takes an

upper hand and political diplomacy becomes its tool. The absence of political enemies makes commercial diplomacy viable (South Africa, Botswana, Tanzania and Zambia) compared to Mozambique, Angola, Zimbabwe, in SADC.

The fifth factor is the regional environment. The presence of reliable friends and allies or the absence of such allies determines the nature of diplomacy. Angola is a classical case of a country, which retained very few friends after independence. Zimbabwe today survives because it has so many friends. This contrasts with Namibia, which has friendly neighbours could do very structurally very well behind the presence of a family of friendly nations. This may have also affected the evolution and management of foreign policy in Namibia. The shift towards commercial diplomacy is a natural response to the absence of political hostility and the availability of economic opportunity through the Southern African Development Community (SADC), African Union (AU), Economic Commission for Africa (ECA), European Union (EU) and New partnership for African Development (NEPAD), etc.

The sixth factor is the issue of ideology. Unlike Angola and Mozambique which for quite sometime were trapped into ideological straight jackets of socialism and command and control policies, Namibia developed a socially oriented market for friendly economic policy very early. This has helped it to attract investments, promote a market economy and still focus on social inequality and poverty. This ideological stance has helped it to develop policies that enabled it to shift from

political to economic diplomacy.

The seventh factor that makes foreign policy management stable, dynamic, responsive and results oriented is good governance and transparency. In many states that are weak on transparency foreign policy is used as a continuation of domestic policy based on corruption and personal accumulation. Embassies are staffed by cronies of corrupt elite and used to negotiate corrupt transactions and deals that are personal and not national. The degree of transparency and low levels of corruption in Namibia have shaped the management of foreign policy and made it people centered, pro-poor and development driven.

The final factor is the issue of human, financial, technical and knowledge resources. These are more of challenges in achieving the optimum goals of Namibia's foreign policy. Success or lack of it depends on how much is allocated, how skills are upgraded and how knowledge is tapped. The study aims at looking at how these factors have shaped or influenced the evolution and management of foreign policy in Namibia.

Central research question

The study will attempt to identify and examine the challenges facing the Ministry of Foreign Affairs and its foreign missions in managing Namibia's Foreign Policy with specific reference to the role of the Ambassadors/High Commissioners, Trade and Tourism Attaches.

Sub research questions

The sub research questions are:

How adequately are the operations of the Ministry of Foreign Affairs meeting:

- a) the management of foreign policy;
- b) the Ministry's institutional capacity;
- C) the funding of foreign missions;
- d) human resource development (training of staff);
- e) issues of recruitment; and
- f) motivation.

1.3. Objectives of the study

The purpose of this study is to analyze the trends and current status of the management of Namibia's foreign policy; to investigate ways in which implementation of foreign policy can be improved; to find out how well the current situation is meeting the expectations of government; to further be able to identify the challenges that need to be addressed and/or understood in order to capture the full potential of Namibia's external relations within the country.

1.4 Paper outline

The report is organized in five chapters as follows: Chapter 1 contains the introduction, statement of the problem and the objectives of the study. Chapter 2

presents the literature review. Chapter 3 presents research methodology, Chapter 4 presents the analysis of findings on the management of Namibia's foreign policy. Chapter 5 contains the study conclusions and recommendations.

1.5. Significance of the study

The study identifies the information gaps within the foreign policy management area with the aim of developing appropriate recommendations that may help proffer solutions to challenges that may be facing the Ministry. The recommendations that will come out of this study may help policy-makers and the Ministry of Foreign Affairs to re -look at the current operations in order to attain improved successes. The study serves as a reference point to future researchers and scholars on issues concerning effective management of foreign policy and it may add to the growth of knowledge and academic debate.

1.6. Research methodology

The method that was used involved both qualitative and quantitative approaches. The study was characterized by both primary and secondary data analysis. There is much debate about whether to combine qualitative and quantitative methods of research. There can be benefits in harnessing qualitative and statistical enquiry provided that the two methods, and the data they generate, can be clearly delineated, (Ritchie & Lewis, 2003:38). Several authors have provided useful frames of reference for optimizing the strengths of the two approaches in combination, (Brannen, 1992b;

Bryman, 1988, 2001; Hammersley, 1996; Morgan, 1998 in Ritchie & Lewis, 2003).

Qualitative methods of social research that employ no quantitative standards and techniques, are based on theoretical and methodological principles of symbolic interactionism, hermeneutics and ethnomethodology, (Sarantakos, 1998: 467).

Quantitative methods on the other hand employ quantitative theoretical and methodological principles and techniques and statistics (*ibid*). For this study, the secondary data that were collected through the analysis of relevant literature materials on foreign relations, Namibia's Foreign Policy, Reports from Foreign Missions, Trade Guidelines, Annual Reports from Ministry of Foreign Affairs, Ministry of Trade and Industry as well as Namibia Tourism Board (NTB) were used to supplement primary data that were collected through structured interviews with personnel at the Head Office of the Ministry of Foreign Affairs and selected Namibian abroad.)

Sample

A purposive sample was used, as the respondents were selected according to the researcher's own knowledge and opinion about those that are conversant with the topic area, (David & Sutton, 2004). For this study, the sample population was consisting of personnel from within the Ministry of Foreign Affairs at the Head Office and selected Namibian missions abroad. The following resource persons within the Ministry were interviewed:

- Minister of Foreign Affairs;

- Deputy Permanent Secretary (DPS) of the Ministry of Foreign Affairs (MFA);
- Two Directors of the MFA: one of Multilateral Relations Directorate and the other of the Bilateral Relations Directorate;
- Staff of the Namibian Missions abroad: two (2x) Ambassadors/High Commissioners: one responsible of a mission that combined multilateral and bilateral relations, (Belgium), and one of bilateral relations, (South Africa). The selection of these samples were based on the fact that Belgium is the seat of the European Union. The same Namibian Embassy there is accredited to the EU representing the country's multilateral relations with the EU. The same mission deals with bilateral relations between Namibia and Belgium. South Africa as a bilateral mission dealing with diplomatic relations between the two countries and has been selected because it handles the most volume of trade than any other country where Namibia has a foreign mission.
- The Deputy Director of the Investment Center in the Ministry of Trade and Industry (MTI) which has Trade Attaches at the Namibian diplomatic missions abroad;
- The Chief Executive Officer (CEO) of Namibia Tourism Board — it has Tourism Attaches abroad.

1.7. Limitations

Reliance on secondary data sources such as published works, documents, newspaper reports and internet sources limit the study, since not much has been written on Namibia's foreign policy. Obtaining figures for comparative analysis was also

another limitation. As a working student, time was a further constraint to the researcher. In addition the supervision arrangements changed over the period of research and some of the literature available in the local libraries was of limited help on this issue.

CHAPTER 2: LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1 Introduction

This chapter reviews relevant literature on key concepts within the framework of foreign policy. It also focuses on the management of the country's foreign policy, and the theoretical and conceptual framework to examine, define and discuss some of these concepts raised in the study. The chapter further attempts to conceptualize the discussions on the effectiveness of the personnel and role that training and motivation processes play. This is done with the purpose to enhance better improved understanding of the current views on the management of foreign policy. It is hoped that in so doing some insights may be gained in the activities of the Ministry of Foreign Affairs.

Namibia's foreign relations with other countries have the potential to mobilize the acquisition and transfer of information technology (IT) and promote the country's national priority issues as spelled out in the country's National Development Plan. The Foreign Service personnel are at the forefront to market the key national policy priority interests. The crucial concerns include transfer of information technology (IT). As stipulated in the White Paper on Namibia's foreign policy and Diplomacy Management, the main objectives of that policy include the promotion of sustainable economic growth through sensible macroeconomic policies, seek cooperation in the development of Namibia's human resources and utilization of science and technology, restructuring of the national unity, maintenance of peace and security, the

restructuring of the national economy through rapid industrialization.

This study is about how the Ministry of Foreign Affairs managers implement the country's foreign policy. It is how managers can help members of the ministry set and reach a series of goals and objectives.

2.2 What foreign policy and its management involve

Stoner *et al* (1995:7) defines management as the process of planning, organizing, leading, and controlling the work of organization members and of using all available organizational resources to reach stated organizational goals. As part of this process, managers can set the tone, influencing the frame of mind that employees hold about their work. Robbins (1983:26) agrees that every discipline in the administrative sciences contributes in some way to helping managers make organizations more effective. He provides organizational theory's answer to the question: What makes an organization effective? He then gave the answer as proper organization structure. Recent studies have included organizational behavior including individual behavior, workplace values, ethics and motivation in the realms of management (McShane and Von Glinow, 2003).

Ranny (1968:7) defines policy as "a declaration and implementation of intent" it conveys the basic principles to be pursued in achieving specific goals. Policy expresses the values of society embodied in the management of relevant projects and programmes. For a policy to become "public" Hogwood and Gunn 1984:23) argue that

it must to some degree have been generated or at least processed within the framework of governmental procedures, influence, and organizations. In recent years however, public policy has been extended to include issues generated within other realms of society such as civil society which impact on the public. Some authors have referred to this as the 'other policy' (Thomas 1994).

Northledge (1968:20) defines foreign policy as a means of putting a state into communication with its external environment , while Goldstein (1994:95) defines it as the strategy used by the government to guide its actions in the international arena. Carlsnaes (1986:70) points out that foreign policies consist of those actions which, expressed in the form of explicitly stated directions and performed by government representatives acting on behalf of their sovereign communities are manifestly directed towards objectives, conditions and actors of both governmental and non-governmental nature which clearly lie beyond their sphere of territorial legitimacy. But it has been noted by Wright (1999) in saying that foreign policies of African countries are so much affected by domestic and international policies that it is difficult to draw a sharp distinction between domestic and foreign policy.

However, through its foreign policy, Namibia seeks to promote and protect its national interests in the course of its interaction with the outside world and with regard to relationships with specific countries in the international system, in ways conducive to their interests and in accordance with their perceptions. Biut Wright may be right in saying that foreign policy is also affected by domestic policy because as

mentioned earlier Namibian foreign policy is directed at promoting national development.

The Namibian former Foreign Minister, Theo-Ben Gurirab (Ministry of Foreign Affairs 2004:44) defines foreign policy as an externalization of domestic order and public policies. Reynolds (1994:11) sees foreign policy as referring to the results of a process of decision making and planned objectives, actions and decisions whereby one government influences another state or government to act in a certain manner which the latter state would ordinarily not have done. Government moreover endeavor, by means of their foreign policies, to maintain friendly relations with actors in their external environment. The definition above refers to foreign policy as an activity of a particular actor, namely, the state; however, states are not the only participants in international politics. Nevertheless, the decisions of the foreign policy decision makers of states still have certain influence on human lives, because states are still the only actors that may enter into diplomatic relations, issue passports, declare war and guarantee the currency with which its nationals conclude international transactions.

2.3 Imperatives of Namibia's foreign policy

The Ministry of Foreign Affairs has announced that economic diplomacy would be given more emphasis and that it is imperative that national economic interests are elevated in the country's foreign policy priorities along with political and other

considerations (*ibid*:17). The primary objective of economic diplomacy is to articulate the investment climate in Namibia abroad and to explain the numerous incentives Namibia has put in place to encourage and induce the flow of capital to Namibia for bankable and profitable investment. In this regard, Namibian diplomatic missions abroad have been directed to explain to foreign entrepreneurs, Namibia's investment policy in full. This shift from traditional diplomacy to, economic diplomacy, should not be posed as absolute because it is more prominent in relations between Namibia and the Organization of Economic Cooperation and Development (OECD) and other countries outside Africa. Within Africa political diplomacy is still combined with commercial diplomacy. Political diplomacy has been key to relations between Namibia, Angola, Democratic Republic of Congo, Arab countries especially, Libya, Ethiopia, and former allies in the struggle.

Foreign policies of African countries before the 1980's were shaped by factors such as: the impact of colonialism, the role of resources, membership of international governmental organizations, non-alignment, apartheid, economic development and centralized and decision-making (Wright, 1999).

During the 1990 the character of African foreign policy has been transformed by factors such as: end of the cold war, liberalization and democratization, the global economy and debate over an African agenda.

The pillars of economic diplomacy include the following:

(1) Peace and Security

Namibia's economy suffered heavily during the war in Angola. Refugees flocked into Namibia and together with problems of livelihoods they came with, they also came with arms. Angola is a big market and an ally. Hence peace in Angola is crucial for bilateral trade between the two countries. The collapse of the National Union for the Total Independence of Angola (UNITA) also spelled doom to separatist elements in Namibia that were allied to it. Hence Angola has a strategic and commercial value in the foreign policy of Namibia. Similarly Namibia is watching carefully the situation in Zimbabwe. Although it has remained behind the sovereign right of the Zimbabwe government to adopt its own land policies, it has suffered due to influx of economic refugees from Zimbabwe at the same time it is watching carefully the land reform process in that country.. But Zimbabwe is a big friend and big market for Namibia. Therefore both political and economic diplomacy are crucial.

(2) Ecological stability

Environmental conflicts are engulfing the region and the struggle over natural resources is likely to threaten relations within the Southern Africa region. At the same time Namibia's rich biodiversity is threatened by gene hunters and poachers of rare genetic materials. Within the Southern Africa Development Community (SADC) protocols and projects have been developed for sustainable utilization of ecological and biological resources within SADC, Namibia's foreign policy has focused upon and contributed to this.

(3) Regionalism and national sovereignty

The emergence of regional bodies such as SADC, Southern Africa Custom Union (SACU), and others is eroding national sovereignty and at the same time strengthening regional security. The challenge of diplomacy is how to balance the two and maximize benefits of both. Recently Namibia benefited from payments of arrears by SACU but these were revenues held by South African government over a long time and this reduced over that time the sovereign right of Namibia and Botswana to use its revenues arising out of bilateral trade. The challenges of regionalism are at the heart of foreign policy.

2.4 Thorny issues of foreign policy

- (a) The dominance of South Africa (the Big Sister Syndrome). With the stagnation of the Zimbabwe industrial sector, South Africa remains the dominant partner with Namibia among others of its neighbours still dependent on its supplies. However the dominance of South African investments is in selective strategic sectors, such as minerals, food products, building materials etc, is a threat to national sovereignty as it can be manipulated by corporate bodies and South African government to bring Namibia to its knees. Foreign policy is therefore challenged to create a framework for this threat never to take place.

(b) Human Rights

Within the Southern Africa Development Community (SADC) framework, there is a big human rights and good governance drive. But within the SADC countries there are unsettled issues about human right especially, in Zimbabwe, Swaziland and Lesotho. The challenges of Namibia's foreign policy are therefore how to constructively nurture human rights values without infringing the sovereignty of fellow member states.

(c) Threats to national security

The dissidents that organized a failed attempted coup and cessation have taken refuge in countries abroad. While those countries have an obligation under international law to provide asylum to people who purport to be prosecuted in their own countries, they have still continued to help these people given asylum to conduct hostile propaganda from exile against Namibia. Some of these countries belong to a group of European potential key partners. The challenge to foreign policy is how to balance economic and political interests when dealing with such countries like Denmark.

2.5 Human resource issues in managing foreign policy

The main difficult situation with the conduct of Namibia's foreign relation is effective human resources performance in terms of organizational patterns for foreign service personnel recruitment, staffing, training, and administrative procedure and practice. It is therefore important that those asked to carry out Namibia's foreign policy should do so efficiently, (Goldstein 1994:95).

It is important for the manager in any organization to control and coordinate staff performance. Managers decide objectives, identify problems, and allocate resources to solve them, organize implementation and measure results. He or she has to cope, improvise, react and create certainty. Drucker (1977:132) explains why service institutions have performance trouble. He is of the view that business is characterized by control by performance, and for him, 'businesslike' means in a service institution control of costs, and measure of efficiency. He stresses the fact that it is effectiveness and not efficiency which the service institutions lack. Effectiveness cannot therefore be obtained by businesslike behavior, as the term is understood, that is by greater efficiency.

Drucker further argues that efficiency is necessary in all institutions. Since there is usually no competition in the public service field, there is no outward and imposed

cost control on service institutions as there is for business in a competitive market. The basic problem of public service institutions however, is not high cost but lack of effectiveness. Some institutions are very efficient, but this efficiency is not directed towards stated goals. Motivation among employees seems to play a big role in determining levels of efficiency.

Schein (1979) on the other hand, argues that motivation of the employees is not the only determinant of effective performance. The ability of the person, the nature of the work setting, the tools and materials available to do the work, the nature of the job itself, and the ability of management to coordinate employees, groups, and department efforts, all enter into organizational effectiveness. It is the responsibility of the manager to ensure that staff members are well motivated and content while making certain that they work hard and effectively and are prepared to put in extra time and effort in an emergency. The manager should make sure that the work is interesting, challenging and demanding; people know what is expected of them and when they are meeting the manager's high standard rewards are clearly linked to effort and results.

The literature in the social sciences has, since the mid-sixties, placed great emphasis on the concept of capacity and capacity-building in the analysis and evaluation of public policy and the strategies used in bringing about socially desirable goals and values. More than this, it has addressed itself to the interdependent linkages between capacity and objectives. The concept of capacity building has two broad dimensions:

institutional and human resources, both of which have been appropriately perceived as the two faces of the same political and administrative efficiency coin. Robbins (1983), Deresky (1979) and Duane (1996) agree with one another on the importance of continued professional efficiency by an organization in order to achieve objectives that leaders have decided to pursue in a given relationship situation, as well as the general means by which they intent to pursue those objectives.

Olowu (2000:7) identifies failure in the areas of human resources where the strategies of reform implementation are faulty. He argues that the African Civil service is both understaffed in the professional and managerial areas and understaffed in the junior grades, the lack of competitive wages makes it difficult for African Civil Service to compete for human resource that can provide professional leadership.

A system of accountability is another weakness in African civil service as there is no system measuring performance. External structures aimed at imposing accountability are all weak. Ministries of Foreign Affairs are no exception to this problem. Others have argued that participation by employees increases efficiency. Participation of stakeholders in the reform is minimal. The Ministry of Foreign Affairs should continue to provide and intensify enough training and development for its personnel to rectify the imbalances that exist among them. Under the foreign service sector the Ministry provided some workshops in 1990-1996, for its diplomats before posting. Further follow up workshops and continuous training should

be consistently provided. Studies in International Relations and International Law as well as in Economics, Public Administration, Research, Politics, etc. should be undertaken at institutions of higher learning.

The hallmark of a political development process is institutional-building and institutionalization of procedures and processes which define the context and set the parameters in which the actors in the system, political and administrative, are to operate. The issue of efficiency in the implementation of foreign, investment and tourism policies are revolving around management and budgetary allocations. The study has examined this relationship by placing it in a theoretical context which has enabled the researcher to outline the causal links between inefficiency on the one hand and management and budgetary allocations on the other. In order to obtain appropriate conclusions, study problems concerning public management we have to apply a multidisciplinary theoretical approach. The approach according to Van der Waldt *et al* (1997:60) is based on team efforts among social and natural scientists. The study has applied the appropriate policy-making and implementation theories to explain the interactions between actors during the process of policy-making and the behaviors that follow during implementation.

There are other factors related to human resources that enhance efficiency. Tobin *et al* (1979:11) emphasized the increasing importance of continued professional competence which means the maintenance of a safe minimal practice

level by current standards. There are four avenues as primary means by which competence is scanned: peer review, practice audit, reexamination, and continuing education. Most of these are lacking in the systems of management of foreign policy especially within embassies and missions.

Clarke and White (1994:206) are of the view that in assessing the performance of foreign policy systems, it is essential to relate the qualities of the policy produced to the problems faced by the system. This is apparent that an important modifying factor in any country's achievement of a balanced policy is the range of international involvements and commitments pursued by the country. A small country, like Namibia, will have the problem of applying its limited resources to a policy which might be necessarily unbalanced and apparently erratic.

The human resources objective is aimed at efficient implementation of a country's foreign policy objectives. According to Duane (1996: 14) the objectives of human resources serve as statements of what the human resource planners hope to accomplish as a result of effective human resource management intervention. In other words, they provide direction for the planning process as well as standards against which accomplishments can later be judged. For example, in attempting to gain a competitive advantage by pursuing a strategy of cost leadership, human resource objectives are likely to be achieved through imposition of control systems that ensure the efficient use of labour. This calls for efficient staff appraisal systems.

Reasons for assessing and appraising staff include the need to maximize performance, identify training needs, provide data for salary and promotion reviews and set targets for the future. This will also help to improve understanding between the managers and staff. In many public service departments, such systems don't exist. Where they exist, they are not appropriately used.

Another important factor is commitment by staff and this can be increased if staff feel belonging to the organization and see it as a place where they can advance. Mphaisha (Unpublished book: 45) observes as follows: "the establishment of a career foreign affairs bureaucracy meant that steps would be taken to make employment therein a worthwhile life work with entrance to it, open and attractive to young men and women of capacity and character and with opportunity of advancement through service and growth to posts of distinction and honor". Employees that are promoted- for the right reasons are enabled to accept more responsibility thereby enabling particular skills to be developed to create productivity for the Ministry. Managers should always guard against promoting staff for wrong reasons. Wrong reasons would include: imitating other Ministries, fear of staff member to leave, because a staff member has been around too long, to curb a member's militant union activities, etc.

Describing the mode of selection of the Foreign Service personnel, Mphaisha is of the view that bureaucracy has to be impartial in selecting administratively

competent, politically neutral people filled with the spirit of service to the people and country. In most cases systems exist that ensure these principles are applied. But if they are not followed staff members become demoralized

Kermally (1997: 194) sees effectiveness as the objective an organization sets out to achieve which need constant revision because of changes in external factors. He believes that organizations need a flexible structure and a capable workforce to deliver what they set out to achieve. The ongoing global trend therefore shows that in order for organization to be efficient, recruitment and training of staff need to be considered as of paramount importance. Sometimes civil service institutions do not adapt to such flexible practices very quickly and as a result retain some inefficiencies that could easily be avoided.

Kermally feels strongly that employees' performance should be measured because the success of any organization depends on satisfying and retaining its customers. This means that organizations should be conversant with the delivery of service excellence. Customers or clients can only be retained when satisfactory delivery is at the order of the day.

2.6 Foreign policy and inter - state relations

Foreign policy is about relations between states and managers and implementers of such policy need to be trained and prepared in how to handle relations between sovereign states. This boils down to issues of maintaining peace between and among

states.

Morgenthau (1993:388) recognizes the precariousness of peace in a community of sovereign nations. The continuing success of diplomacy in preserving peace depends upon extraordinary moral and intellectual qualities that all the leading participants must possess. He warns that a mistake in the evaluation of one of the elements of national power, made by one or the other of the leading statesmen, may spell the difference between peace and war.

Countries enter into agreements with each other. Some of these agreements provide for multilateral institutions to deal with specific matters such as health and trade. If these matters are dealt with by sluggish civil servants of the Ministry of Foreign Affairs, they may result in detrimental consequences between states.

Deresky (2000:433) defines the effective international leader as the one with cross-cultural leadership skills. These are social perceptual skills, interpersonal competence, effective intelligence and efficient work habits.

2.7 The conceptual issues in the management of foreign policy in Namibia

As Barber *et al* (1974:9) rightly observed, foreign policy has witnessed the confrontation of behavioural and more traditional approaches, the juxtaposition of science and human judgment. The major challenge with the conduct of foreign policy in Namibia is one of management in terms of organizational pattern for the Ministry of Foreign Affairs recruitment and administrative procedures and practices, diplomatic

training and supervisory functions of the legislature in foreign affairs.

The political economy approach is one of the approaches that have dominated the analysis and interpretation of foreign policy. This approach does not capture the essence and issues of management. It is therefore important to look at the issue of management of foreign policy and the ultimate aim of this study is to address this gap.

The political economy approach places the role of a leader's ideology, values, beliefs and in the larger domestic socio-political phenomena in formulation and implementation of foreign policies. Shaw (1973) is of the view that the analytical emphasis of the political economy approach is on domestic economic structures, external relations, social classes and development choice. The dependency paradigm is one variant of this approach. The dependency theorists hold that the development in Third World societies such as Namibia must be carried out in the context of the international economy since researchers outside this framework are of minimal value. Roxborough (1979:63) observes that the mode of linkage of the underdeveloped economic system may result in the transfer of resources.

The political economy approach further raises the question of relationship between the state and the dominant social classes in post-independence social formation in countries such as Namibia. Writers of the dependency paradigm believe that social classes produce a ruling class that controls the state with assistance from

international capitalism. This assumption does not elaborate on the debate of the post-independence state in Africa.

Sandbrook (1982) cited in Mphaisha (Unpublished book) argues that if the state in advanced capitalist countries possesses autonomy from society, this independence is typically even more pronounced in the circumstances of post independence Africa. Dominant classes are not only recent creations here, but they have also depended upon the state for their emergence. Characteristically there has been an inversion of the usual relationship between economic and political power, those who control, or have influence upon the state apparatus have often sought to translate their political power into economic power, thereby joining the indigenous bourgeoisie. For the purpose of international relations the identification of this dominant class helps to determine how it influences the process of foreign policy-making as domestic pressure group.

The political economy approach also raises the question of the interaction between the state and international capitalism. The approach holds that the State relies on the multinational corporations for capital technology, expertise and markets. This implies then that the indigenous ruling class cannot maintain its hold on political power without assistance from international capitalism.

Timothy Shaw in Oluko (1977:221) illustrates this position thus: "At independence on 24 October, 1964 President Kaunda of Zambia was confronted with an

unfavorable foreign policy context. Zambia was subjected to double jeopardy: her colonial inheritance both in terms of economy and society was dependent at once on Britain and the so called 'sub-imperial core' of Southern Rhodesia and South Africa.

As an essentially monocultural state - she lives on copper with her agriculture contributing only 12% of GDP even though 66% of the active population participates therein - with no outlet to see, Zambia's economic destiny has been literally in the hands of both the consumers in the West and the Southern African racist enclaves. Thus while the foreign policy rhetoric's of Kuna's intend to disengage from Southern Africa, the main thrust of her foreign policy behavior points to the formation of a South African-Zambia diplomatic axis". This collaboration between the dominant ruling class and the international corporations does not necessarily mean that the former renounces its nationalistic goals in the conduct of both domestic and foreign affairs.

As Solar (1966:229) cited in Alusanya and Akindele (1990:312) illustrate, "the South African and American controlled mining corporations domiciled in Zambia complied faithfully with Zambian national policies of economic disengagement from the white-ruled states of Southern Africa. They did so at substantial cost to themselves and despite the fact that the Zambian policies in question were contradictory to economic values and policies espoused by the companies in South Africa and the United States of America".

The integrity of leaders in developing countries is another question raised by the political economy approach. Orwa *et. al* (1985:47) quoting Zartman (1966), argues that mental and administrative limitations, economic disabilities, national defense allocation deficiencies, and the general relative vulnerabilities to external coercion and pressure of developing countries are critical variables in any assessment of the capabilities of the states in foreign policy.

The political economy approach considers internal and external factors that influence foreign relations. Its limitation lies in its assumption that the political class becomes puppets of the developed countries.

In concluding the section on political economy approach, the following need to be pointed out:

Firstly the dependency school assumed that small nations and their leaders had no consciousness or priorities of their own. In actual fact, it is an ethnocentric approach under which the small and poor countries or their leaders are supposed to be inferior and led by the dictates of their superior corporate or state masters from the West and the North.

Secondly, the political economy advanced by the 'dependencia' advocates was a lopsided political economy based on assumed relations between North and South. It did not take into consideration the conditions existing in the South. For example Kenya was labeled a 'comprador state' by many authors because it allowed multinationals and

foreign armies to operate within her borders. It allied with the West when its immediate neighbors Ethiopia, Tanzania and Uganda were allied with the East. But those who regarded Kenya as a sell out did not look at its ethnic composition which compelled it to avoid having an army of its own. In actual fact when it started to build up a small army, there was an attempted coup d'etat by one ethnic group in 1982.

In addition, Kenya by allowing Multinational Corporations (MNCs) to invest there, it managed to acquire technology and become an economic power in East Africa although it had no minerals or a strong raw materials base. Hence the political economy enthusiasts missed the goals of Kenya's open door policy or its dividends.

Another example is Angola which was caught between superpower rivalries for minerals especially oil. Although the warring parties were assumed to be under control and influence of foreign powers, the withdrawal of South Africa from Namibia in 1989 and democratic change in South Africa did not stop the National Union for the Total Independence of Angola (UNITA) from continuing with its war against the Popular Movement for the Liberation of Angola (MPLA)'s Government. Similarly the withdrawal of Cuban troops from Angola and the changes in the Union of Soviet Socialist Republics (USSR) did not affect the policy of MPLA Government.. The war continued despite of regional efforts to end it until when the MPLA government got an upper hand in the conflict. Whatever the circumstances, it was not a proxy war between various powers. It was a war for the control of resources. Therefore, the

“dependencia” school was based on generalized assumptions that were not supported by the reality on the ground.

2.8 Continuity and institutional capacity in foreign relations

Foreign policy continuity is usually a reflection of the effective and efficient conduct of foreign relations of a country. The staff of the Ministry of Foreign Affairs helps ministers in policy formulation, they undertake research on the opportunities and advantages and disadvantages of foreign policy settings, they analyse and interpret foreign policy options; draft foreign policy strategic plans; and submit reports with observations and recommendations on matters concerning foreign policy issues. However in Namibia, the slow attainment of economic growth and development that is important to decisively reduce poverty and socio-economic inequity regarding the previously disadvantaged sections of the Namibian society, is crying out for the involvement from all walks of life. The Ministry of Foreign Affairs' contribution lies in the implementation of economic diplomacy.

There is however, a lack of understanding of the policy of economic diplomacy among Namibian diplomats which in some cases even bordering on gross negligence. In his address to the Conference for the Namibian Diplomatic Heads of Mission, Hamutenya, former Minister of Foreign Affairs observed: "This concept has come to assume centre stage in the discussion of Namibia's foreign policy. However clarity seems to be lacking concerning its definitions. Indeed some of our diplomats have been heard complaining about being regularly told to pay attention to this concept

of economic diplomacy. Yet, they say, nobody has been able to define the term for them." (Hamutenya addressing the conference for diplomatic Heads of Mission Windhoek, 2 June, 2003:3). It is important therefore that the existence or absence of core of commonly shared and recognized body of diplomatic style, knowledge, commitment and professionalism among the personnel of the Ministry of Foreign Affairs and its diplomatic missions abroad need to be established or improved. What the Former Minister of Foreign Affairs, Hidipo Hamutenya alluded to was the lack of clarity concerning the meaning of economic diplomacy. The time has come for the Ministry to look at the larger professional base in the performance of the diplomatic tasks. In some cases the undiplomatic behavior of many foreign service personnel is influenced by the realization that they may not achieve their ambition to make a career in the foreign service.

Economic factors influence heavily the determination of Namibia's foreign policy issues such as , economic growth and development, aimed at reducing poverty and socio economic inequality especially regarding the historically disadvantaged sections of the Namibian society were the primary focus of Namibia's First National Development Plan (NDP I). It is also the priority of NDP 11 currently under implementation and will also dominate NDP III which will succeed NDP II soon. In charting the course of rapid economic diplomacy, the government and business community would ideally have to generate and inject substantial investment into the economy.

Foreign investment is crucial to bring about capital, technology, managerial and technical skills as well as job opportunities and access to foreign markets. To illustrate the importance the government of Namibia attaches to the issues of economic diplomacy, the Parliament of Namibia ratified the Lome IV Convention on the 19th of December 1990, which was replaced by the Cotonou Convention in 2000. This convention provides a key economic regime under which the country's trade relations with the EU are conducted. Namibia also ratified the Abuja Treaty which established the African Community, and joined the World Trade Organization (WTO) in June 1996. In an attempt to enhance trade and investment, the Government has posted commercial attaches to its foreign missions in Bonn, London, Brussels, Washington and South Africa. There are also trade representatives in Asia and in the emerging markets in the selected Arab countries. There is a close cooperation between the Ministry of Foreign Affairs (MFA), the Ministry of Trade and Industry (MTI) and the Namibia Tourism Board (NTB) in organizing and holding trade fairs both home and abroad. All the above mentioned activities are part of Namibia's economic diplomacy.

CHAPTER 3: THE DELIVERY SYSTEM FOR AND MANAGEMENT OF FOREIGN POLICY IN NAMIBIA

3.1 Introduction

The focal point of this chapter is directed at the institutional set up by discussing the policy framework, the set up of the Ministry of Foreign Affairs (MFA), and the implementation process; in actual fact it is looking at the policy actors. Mondy and Premeaux (1995) define management as the process of getting things done through the efforts of other people. This definition does not tell us of the individual working above. Management often requires the distribution and control of resources. The position of the manager vests in him/her some inspiring power over his/her subordinates whereby he/she can hire and fire any of them. He/she can fund or withhold funds, abolish directorates and create new ones. Stoner et al (1995) defines managers as people responsible for directing the effort aimed at helping organizations achieve their goals. The primary job of a manager is to see the organization as what it can become. The interrelated functions of management include planning, organizing, influencing and controlling. In the process of planning the manager determines in advance what should be accomplished and how it would be achieved.

3.2 Policy framework

- (a) The constitution of the Republic of Namibia which was adopted in February 1990 provides under Article 96 the broad guidelines on Namibia's foreign policy. It

states that the Namibian state shall endeavor to ensure that It adopts and maintains a policy of non alignment;

- (b) Promotes international cooperation, peace and security;
- (c) Creates and maintains just and mutually beneficial relations among nations;
- (d) Fosters respect to international law and treaty obligations, and
- (e) Encourages the settlement of international disputes by peaceful means.

Since the independence of Namibia on 21 March 1990, Namibia's foreign policy has been implemented under the guidelines stipulated in Article 96 of the Constitution.

Given the fact that there was no written policy document available, the implementation of Namibia's foreign policy depended on the Manual of operations, Foreign Service Regulations, and Guide to Missions on Accounting. Namibia embarked upon the formulation of the foreign policy, by inviting inputs from individuals, organizations, arranging conferences and workshops and consultative meetings attended by the staff of MFA, heads of mission of Namibia abroad as well as representatives from other Ministries and foreign specialists of international relations.

These conferences and workshops were held in 1993, 1997 and 2003.

After a lengthy consultative process the White Paper on Namibia's Foreign Policy was passed in March 2004 heralding the birth of the official written document on foreign policy. The formulation of the foreign policy coincided with the major changes in the political and economic international arena, notably the post cold war, the impacts and

prospects of globalization, the transformation of Organization of African Unity (OAU) into African Union (AU), the strengthening of South - South cooperation; the regional integration, and development with equity in some South East Asian also known as Asian tigers. Both the guidelines in article 96 of the constitution and the new foreign policy document are products of the law making process in Namibia.

In summary, the new foreign policy has the following objectives which strengthen the guidelines as provided for in the Namibian constitution of 1990. The principle of Namibia's foreign policy, indeed that of any country is to promote and protect the country's national interests in its interaction with the outside world and relationships with specific countries in the international system. Namibia has divided the objectives usually sought by any country's foreign policy into six categories. Like any other country Namibia defines its purpose within each category in the manner that protects its dominant interests. There is a general agreement in Namibia that these national interests of Namibia consist of the following objectives:

- To safeguard Namibia's sovereignty, territorial integrity and national unity.
This is the first principle and the central objective of the policy and, indeed, of our diplomacy.
- To promote Namibia's economic growth and development. While this is primarily a domestic task, the external challenge lies in the creation of conditions that facilitate the fulfillment of these goals. The ministry augments domestic efforts by projecting the country as a peaceful and stable place, indeed, a conducive business environment and by mobilizing

regional and international co-operation with a view to expanding the nation's economic space.

- To foster international peace and security, regional harmony, through active support for collective initiatives and effective multilateralism. This includes Namibia's participation in United Nations peace-keeping missions, involving Namibian defense units abroad.
- To build a positive image of Namibia abroad, through concerted actions with other agencies of the government so as to reaffirm the good reputation of the country, and to attract to it economic partners as well as tourists and other visitors.
- To protect and assist Namibian citizens abroad, including students and other nationals living or visiting other countries for business, leisure or for any other purpose. This is, of course, a classic consular function; and
- To optimize a modern and flexible diplomatic apparatus that has the capacity to implement Namibia's foreign policy.

Due to the current evolving situation in the global set up the White Paper on Namibia's Foreign Policy and Diplomacy Management places special emphasis on economic diplomacy. "From the foregoing two specific policy directives are apparent. The first is that Namibia's foreign service officials should unfailingly promote a positive image of the country; secondly they should expand the nation's external economic interests through trade and investment promotions in order to advance the well being and prosperity of the Namibian people. The pursuit of external economic interests to achieve prosperity for the Namibian people is precisely where the concept of

economic diplomacy is coming in". (Hamutenya, H. 2 June 2003). The objectives of Namibia's foreign policy are aimed at addressing issues of national priorities. They are all directly or indirectly working to achieve the national objectives. The new foreign policy document introduces and emphasizes the importance of economic diplomacy, the domestic stakeholders and diplomacy management.

3.3 Actors in the formulation and implementation of Namibia's foreign policy

As earlier stated in the previous section, Namibia joined the international community at a time when multilateral tasks increased drastically and within a new environment of globalization, consolidation of democracy and conflicts in some parts of the world. In pursuance of meeting national objectives, protection of national interest, promotion of trade and tourism as well as responding and adhering to regional and international treaties, conventions and other obligations. There are several actors that have been mandated to perform certain functions and roles in the facilitation and management of Namibia's foreign relations. Table 1 provides an overview of the roles that several actors play in the management of Namibia's Foreign Policy.

Table 1: Political Actors in Foreign Policy management

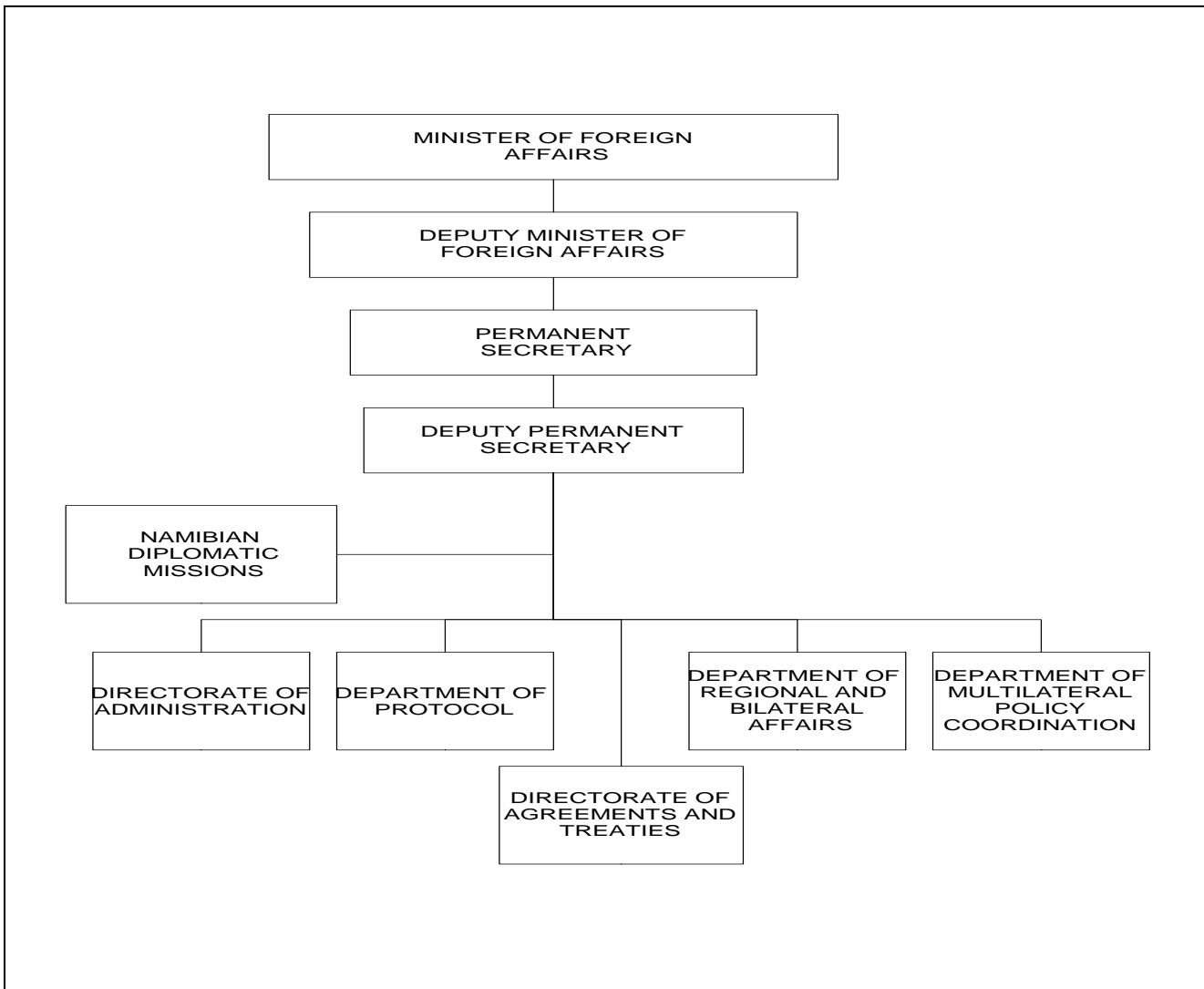
Actors	Key Role/Function
1. President	Policy directives, pronouncements,
2. Minister of Foreign Affairs	advise Head of State on foreign policy issues,
3. Parliament	Pass/promulgate/approve appropriate legislations on foreign/external relations
4. Political parties	Lobby/influence the implementation of foreign policy

Table 2: Administrative actors in the Foreign Policy management

ACTORS	KEY ROLE/FUNCTION
1. Permanent Secretary	<ul style="list-style-type: none"> • Advises the Minister on policy issues, management and implementation of the Foreign Policy,
2. Directorate of Administration	<ul style="list-style-type: none"> • Provides administrative, human resource coordination and support, • Advise on the development/formulation of relevant policy instruments, • Manage the Ministry and Foreign Missions finance/accounting systems, • Facilitate the implementation of the operations of the Ministry and the Foreign Missions
3. Department of Protocol	<ul style="list-style-type: none"> • Serves as a link between the Government of Namibia and foreign Governments, international organisations and institutions, • Facilitates as well as coordinate both domestic and international programs of the President, Prime Minister, Deputy Prime Minister, Speaker of National Assembly, Chairman of National Council, Chief Justice, founding (former) President, Minister of Foreign Affairs and all other Namibian dignitaries
4. Directorate of Regional & Bilateral Affairs	<ul style="list-style-type: none"> • Coordinates the promotion of Namibia's national interests at home and abroad by cooperating with partners, • Facilitate the official visits by Namibian Government officials and foreign dignitaries outside the country
5. Department of Multilateral Affairs	<ul style="list-style-type: none"> • Coordinates and represent Namibia at regional and international meetings, conferences and other forums, • Inform and advise Government on developments in regional and international organisations (such as SACU, AU, UN, EU, Commonwealth, Non-Aligned Movement, Group of 77 (G-77), • Monitors new opportunities offered by regional and international organisations, • Advises Government institutions on how to

	<ul style="list-style-type: none"> utilise and benefit from programs and opportunities offered by regional and international organisations, •
	<ul style="list-style-type: none"> • Deals with issues of nuclear disarmament and security as Namibia subscribes to the protocol on nuclear non-proliferation and arms control, • Deals also with issues on environment, marine resources, treaties and conventions as well as the promotion of South-South cooperation
6. Foreign Desks	<ul style="list-style-type: none"> • multilateral policy coordination, • regional and bilateral affairs, • protocol and administration, • at technical level, officials attached to various foreign Desks are tasked to deal with trade, economic development and tourism
7. Directorate of Treaties and Agreements	<ul style="list-style-type: none"> • responsible for the administration and coordination of bilateral agreements between Namibia and other countries as well as with regional and international organisations, • advises on matters relating to multilateral treaties, • prepares and facilitate the depositing of all instruments of ratification, acceptance or accessions.
8. Department of Regional and Bilateral Affairs	<ul style="list-style-type: none"> • promotes Namibia's national interests both at home and abroad by maintaining cooperation with different regional and international partners, •
9. Foreign Missions	<ul style="list-style-type: none"> • Represent and articulate Namibia's national interests abroad.

Fig 1: Structure of the Ministry of Foreign Affairs (Adapted from MFA)



The Structure matches the objectives of Namibia's foreign policy but not all departments and directorates contribute directly to the achievement of the Ministry's objectives, which are more supportive of the efforts of others. The Directorate of protocol and that of administration for instance do facilitate contacts and management of the ministry respectively. Multilateral and Policy Coordination and Regional and Bilateral Relation do contribute directly to the achievement of the objectives of promoting trade,

investment, tourism, and political relations. Issues of World Trade Organizations, SADC trade and investment are handled by the Ministry of Trade and Industry, while those of tourism promotion is dealt with by the Namibia Tourism Board.

The Minister usually takes the responsibility for everything said or done by his subordinates. Owing to the numerous responsibilities the Minister does delegate some of his/her duties. The Minister is required to abide by the principle of collective responsibility in the implementation of all lawful presidential directions.

CHAPTER 4: HUMAN RESOURCE ISSUES IN THE MANAGEMENT OF NAMIBIA`S FOREIGN POLICY

Whatever the choice of terminology or decisions on the organization of the personnel function, effective human resources management (HRM) and the successful implementation of personnel activities are essential ingredients for improved organizational performance. The issues of human resources management is dealt with by the Directorate of Administration in the Ministry of Foreign Affairs. It deploys staff within the Ministry and manages the procedures for assessing their performance. It also provides the staff with skills and other attributes necessary to carry out all facets of the Ministry's functions. The Directorate further provides career environments and support services with the purpose to optimize the motivation and output of staff. The human resources subdivision has also the responsibility of developing planning systems which allow for flexible responses to changing staff requirements. The subdivision provides advice to divisions on grading, job descriptions and structures as well as calculating and making payments of salaries and allowance for the Ministry's staff and those of other Ministries serving overseas. Therefore, it is important for the Permanent Secretary to take subjective decisions on the personnel. This subdivision provides independent and systematic assessment of the efficiency, economy and effectiveness of all departmental operations at home and abroad.

The staff size has of the Ministry of Foreign Affairs has increased steadily since 1990.

The are recruited in accordance with the Public Service Act No. 13 of 1995. They are

rotated in the ministry after every four years to enable them to also work at the Namibian missions abroad. Table 4.1 below shows the number of staff members at Namibian missions abroad over the last sixteen years.

Table 3: Number of staff of MFA and Namibian missions abroad Source MFA 2006)

Financial Year	Staff: Headquarters	Staff: Missions
1990/91	170	68
1991/92	170	68
1992/93	179	116
1993/94	179	116
1994/95	210	82
1995/96	210	82
1996/97	210	95
1997/98	227	105
1998/99	222	115
1999/2000	222	115
2000/01	222	115
2001/02	-	109
2002/03	-	109
2003/04	253	117
2004/05	253	117
2005/06	253	117

4.1 Core competencies required

There are core competencies required in terms of staffing to enable the Ministry of Foreign Affairs to carry out the country's foreign policy. In order to efficiently promote Namibia, the following skills would be required:

(a) Knowledge about the country

Officials should know their country first, its position in the African continent, its climate, its people and history. The officials must have a deep understanding of their country's political and economic performance.

(b) Knowledge about markets

"Markets" is a wide term but markets of interest to Namibia may involve mineral markets, fish products, beef products, and markets for manufactured products. A commercial diplomat will be required to integrate the demands of producers and marketers of minerals; sanitary and phytosanitary regulations applying in the Overseas Economic Co-operation and Development (OECD), markets for various products, tariff barriers and non-tariff barriers to effective trade especially within the European markets.

(c) Knowledge on Information and Communication Technology (ICT)

Although the term information technology originated in the computer industry, it extends beyond computing to include telecommunications and office equipment. Advances in technical knowledge, the search for improved economic efficiency and government support for information technology have all prompted a growing

movement towards more automated procedures of work. Hands on capability to search for information and surf the web for market information are required of all those tasked with the responsibility of marketing their country.

(d) Knowledge on financial markets

Namibia is still safe in terms of its reserves but its debt is rising up and commercial and political diplomacy will require knowledge about financial markets (private, bilateral, multilateral); international credit guarantees systems under the Multilateral International Credit Guaranties Agency (MIGA); procedure for negotiating debt, debt swap and debt sale, etc.

(e) Negotiation capacity

The experience of Uruguay was bad for Africa and there is need for skills to enable African countries to participate effectively and from an informed position in future negotiations. The various World Trade Organization (WTO) Committees based in Geneva make regulations every day. Most of them are based on the interests of the developed countries. Namibia and other countries of the South need new skills to enable their missions to participate in these committees as those setting health standards, environmental standards, tariffication procedures etc.

4.2 The system approach to human resource management: an overview of the staffing function

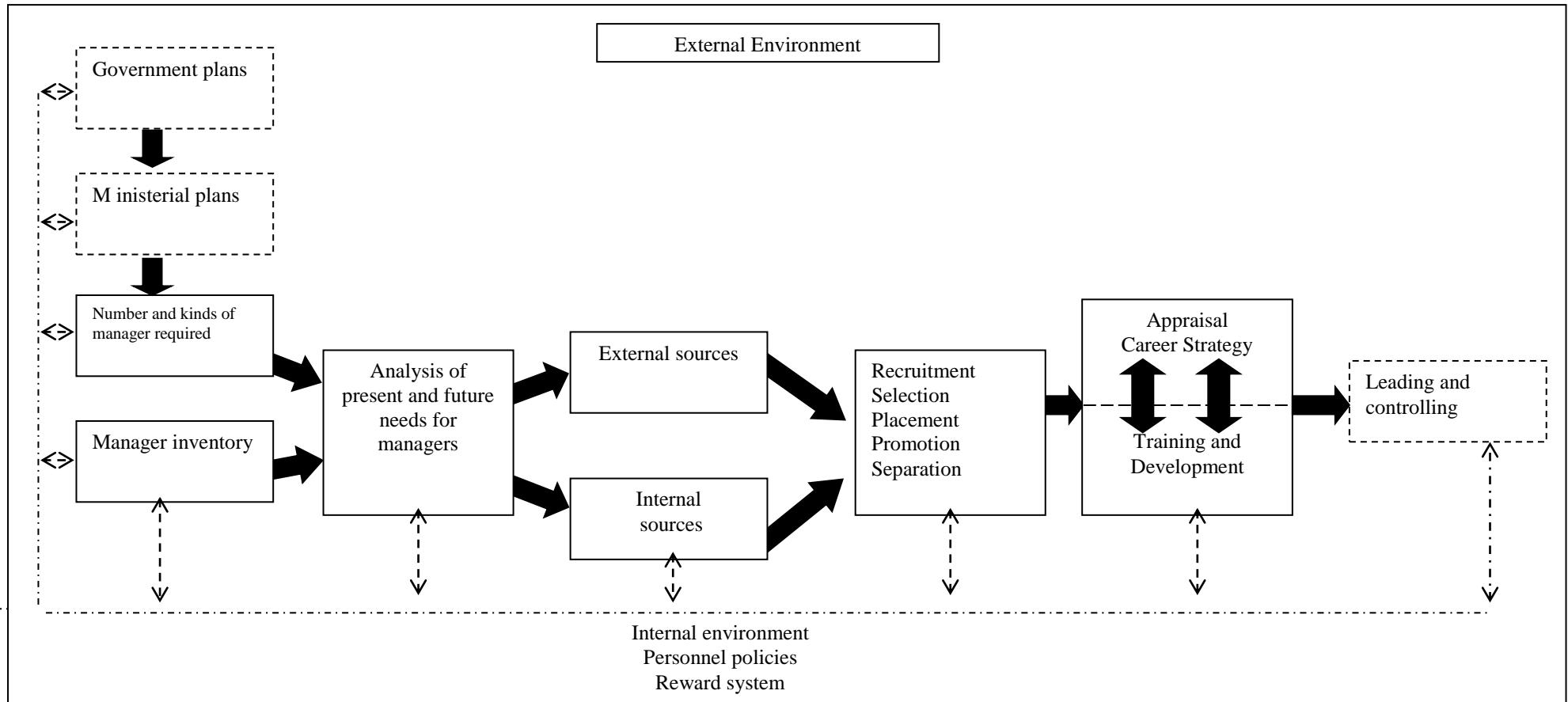
The managerial function of staffing shown in Figure 4-2 below relates to the total management system. Specifically, Government plans become the basis for Ministerial plans which are necessary to achieve governmental objectives. The present and projected ministerial structure determines the number and kinds of managers the Ministry requires. The demands for managers are likened to available talent through the management inventory. Based on this analysis external and internal sources are utilized in the activities of recruitment, selection, placement, promotion, and separation. Appraisal, career strategy, training and development of managers are other important aspects of staffing.

Based on the Harold Koontz and Heinz Weihrich (1988) model above, staffing has an influence on leading and controlling. Proper staffing facilitates leading as for example, well-trained managers create situations in which people working together in groups can achieve organizational objectives and accomplish personal goals simultaneously. Correspondingly, choosing managers of substance affects controlling, for instance by preventing many undesirable deviations from becoming serious problems.

Though staffing is carried out within the Ministry, it is linked to the external environment. It is therefore important to take into account the internal factors of the

Ministry, such as personnel policies, the Ministerial climate, and the reward system. The external environment such as, high technology for instance requires well-trained, well-educated, and highly skilled managers.

Figure 2: System Approach to Staffing



Source: Harold Koontz & Heinz Weihrich. 1988 **Management**.9th edition.
 McGraw-Hill Book Co. –Singapore.

4.3 Recruitment, selection, placement, and promotion

Recruitment involves attracting qualified candidates to fill organizational roles. Managers and potential managers are selected from among the candidates who are most suitable. The objective is to place people in positions where they can use their personal capabilities. Placing a manager in a new position usually results in a promotion, which normally comes with more responsibilities..

4.4 Training

The implementation of foreign policy decisions requires states to utilize tools such as technological, economic and leadership capabilities. Namibia will only be able to advance its interests when it harnesses the skill and determination of its diplomats and the conduct of its diplomacy will be critical to the outcome. As the country becomes more absorbed in expanding its relations with other countries, and as the day-to-day demands on the size of foreign service staff grow, so the need for proper training, retraining and development become more imperative in the foreign service. The management of human resources should be done professionally and the management of people should therefore be considered as a significant responsibility for the Ministry of Foreign Affairs.

Training is understood to be a process of acquiring skills and qualifications while learning is seen as an act of obtaining knowledge. The need for revising, updating and improving training techniques will always come up. Experienced staff leave the foreign service and new entrants get recruited raising the need for the Ministry to constantly provide regular and consistent training.

Training is however not a challenge for the MFA alone, it should also be a crucial task of all schools to remain in close contact with employers, employers' organizations and employment agencies in order for them to become extremely aware of the employment areas with skills shortages. Potential employment opportunities should be monitored regularly to enable pupils to make informed choices and balanced decisions about their future and to enable them to find suitable employment when they leave school. The MFA should operate on a supply-and-demand grounds, and should not just take in new employees because they happen to be available.

Learning should be a life-long processes and should not end with the attainment of an academic qualification. Regular in-service training of new staff members though a time consuming affair, should always be provided. It is usually preferred to provide off-the-job or extramural training. All staff members should be developed for the foreign service, people who are capable of handling the change process efficiently and who can be flexible enough to adjust to flexible organizational structures and vacillating workplace climates. Foreign service requires smarter workers who are versatile, ingenious and flexible.

It is further essential that training techniques focus on ensuring that Namibian foreign service and its human resources in particular are managed in a manner which does not prejudice or favour the rights of one particular group, except those Namibians who were previously disadvantaged by unfair discrimination. Therefore, the purpose of training should be to transform the

foreign service. The Ministry ought to train far-sighted visionaries who will bear the broader interests of the whole foreign service in mind thus, people who are an asset instead of a liability.

The training deficiencies listed above call for some remedial action and some of such remedial actions are highlighted below:

- Managers for the future must possess those qualities which will equip them to cope with difficult challenges; people who will develop other employees, who know when to praise employees and when constructive criticism is necessary. All these should be aimed at raising the morale and the *esprit de corps* of the workforce and contribute to a positive impact on productivity.
- Training should be aimed at preparing employees to handle diversity in the workplace;
- Each foreign service official must know where his/her own delegated authority begins and ends and what work is expected from him/her;
- Training ought to be undertaken to achieve specific aims. Both the supervisor and the subordinate should provide inputs in the formulation of the objectives of training;
- There should be accountability centers to monitor training. Somebody should always be held accountable for training done or not done;
- Training must foster personnel flexibility in order to ensure lifelong utility. In all spheres of life in today's globalized world, one has to adapt or become irrelevant. The foreign service can no longer afford to employ, or have in

service inflexible employees. In today's global economy, or the new world order, all employees should become globally aware and should consider their spheres of work as part of the international arena.

Training, either on-the-job or off-the-job should provide the personnel with various life skills to prepare them for the unexpected circumstances, training and retraining efforts must be focused on developmental and vocational efforts where personnel are groomed for managerial posts. Equally, ongoing training and retraining may also need regular job rotation to avoid employees stagnation in the same jobs.

- Tertiary institutions, such as universities and polytechnics should arrange internships with the Ministry of Foreign Affairs (possibly with all other ministries) to expose both the students and the future employer to employment situation. Attachment could also be considered during vacations or during normal working hours.
- All staff members should be kept abreast of the latest technological advances. Attending refresher courses from time to time enables the foreign service heads to use the latest technology on a large scale.

It is crucial that training uses learner controlled training techniques. Training and learning should be properly spaced to enable employees to adjust their learning speed to fit their own individual schedules.

According to Professor H.F. Wissink. (1999), training can take the form of one of the following approaches:

- Career or vocational training which is used to shape and groom persons

for specific careers, professions or vocations in the public service such as public personnel managers, town treasurers and development managers. This type of training is normally provided by universities and more specifically by polytechnics.

- Orientation training serves as introduction training to sensitize novices to their new work environment. It provides basic administration skills and orientation. This type of training is usually provided by Training Boards/Commissions of particular civil service.
- Skills/ job related training is used by specific institutions and it focuses on particular abilities, such as skills building and capacitation which enables personnel to carry out certain jobs. Providers of this training are training departments of divisions of government and government training boards and training colleges; and
- Management development which focuses on the higher and intellectual skills which will assist aspiring managers to the height of their careers. Training emphasis are on management skills and techniques, organizational development, policy analysis, development management and leadership development. It is usually provided by universities' public management schools and polytechnics and other training institutions.

During the financial year 2005/ 2006, fourteen staff members in the ministry have attended different training short courses and workshops such as induction, diplomatic training, computer hardware and networking, protocol and consular, international peace support operations and peace keeping.

CHAPTER 5: FINANCING NAMIBIA'S FOREIGN POLICY

Budgeting is known as a formulation of plans for a given future period in numerical terms. As such, budgets are statements of anticipated results in financial terms. The purpose of budgeting is to correlate planning and allow authority to be delegated without loss of control, by stating plans in terms of numbers and breaking them into parts that parallel the parts of an organization. Reducing plans to numbers brings about a kind of orderliness that allows the manager to see clearly what capital will be spent by whom and where, and what expense, revenue, or units of physical input or output the plan will involve. The budget can only be useful when it does reflect the organizational patterns. A useful departmental budget can be preferred as an instrument of control only when plans are complete, coordinated, and developed enough to be put into departmental operations.

As can be seen at Table 7 the Ministry of Foreign Affairs and its diplomatic Missions were allocated budgets of N\$23506100 and N\$22376300 respectively during the 1990/91 financial year. The Ministry had a staff component of 170 people at headquarters and sixty eight (68) people at 18 diplomatic missions.

In 1991/92 the Ministry's budget allocation was N\$320 14700 and that of the diplomatic missions was at N\$403 14300. Staff components of both institutions were the same as during the 1990/91 financial year. The 1992/93 budget for the headquarters stood at N\$26 959 000 and at N\$71 906 000 for embassies abroad, while that of the 1993/94 financial year was N\$222 000 00 for the Ministry Headquarters

and N\$57320,000 for Diplomatic Missions abroad. Staff components for the two last financial years had increased to 179 for Headquarters and 116 for Namibian missions abroad. Embassy numbers had increased from 18 to 19.

During the 1994/95 financial year the Ministry budget increased drastically to 222490,000 and that of the Embassies/High Commissions was decreased to 56,984,000 while the staff component increased from 179 during the previous year to 210 at Headquarters and at diplomatic missions abroad fell to 82 from 116 during the 1993/94 financial year.

The Ministry budget allocation went up to N\$260 48,000 at Headquarters in the 1995/96 Financial year and to N\$64355,000 for diplomatic missions. Staff components at both Headquarters, Embassies and High Commissions had remained constant as for the previous financial year.

In 1996/97 the Ministry's annual allocation for Embassies and High Commissions climbed to N\$68,224,000. The staff component remained 210 at Headquarters and at diplomatic missions rose to 95 people. For the 1997/98 financial year the Ministry received an annual budget of N\$31,9333,000; Diplomatic Missions 79,703,000, staff component at Headquarters rose to 227 and at diplomatic Missions to 105. N\$38,955,072 was allocated to the Ministry and N\$85,445,140 to Embassies and High Commissions during the 1998/99 financial year. Personnel reduction took place at Headquarters bringing the number of personnel to 222. In addition a new diplomatic mission was established in the Democratic Republic of the

Congo.

During the financial year 1999/2000 the Ministry Headquarters received a reduced Budget of 35,702,000 while missions received an increased amount of N\$119,135,000. During this same year the personnel components at both Headquarters and Missions remained constant, 222 and 115. These personnel numbers remained constant for the 2000/01 financial year while the budgets increased N\$38,137,000 for the Headquarters and to 137,001,000 for missions.

A drastic rise in budget allocation of 168,397,000 for Headquarters and 145,493000 for diplomatic missions was experienced during the 2001/02. The Ministry was further allocated an amount of N\$215 292 000, and missions — N\$171 044 000 for the 2002/03 financial year. Personnel figures at Headquarters are not available but at embassies, the numbers for both financial years remained 109.

During the 2003/04, 2004/05 and 2005/06, allocations were made as follows: N\$51 003248, N\$50,871,000 and N\$60285000 respectively for the Ministry Headquarters and N\$17913372, N\$170,227,000, and N\$153,490,000 for Missions abroad respectively. Personnel figure increased to 153 at Headquarters and 117 at diplomatic missions for the three financial years.

In analyzing the response of MFA officials the researcher learned that there are challenges in the management of Namibia's foreign policy. The management of MFA believes that there are two main problems, namely: the insufficient budget that is being allocated to MFA and secondly the inavailability of

appropriately trained personnel.

The budget allocated to the Ministry annually hampers the efficient management and implementation of foreign policy. In the financial year 1990/1991 the Ministry had 170 staff and was allocated N\$ 23 506 100 and in the financial year 1993/1994 with the increased personnel totaling 179, it was allocated a budget amount of N\$ 222 000 000 and in 1994/95 financial year with the increased personnel of 210, the Ministry received a reduced budget of N\$ 22 49 0000. In the financial year 1995/1996 the Ministry had a staff of 210, the budget was slightly increased to N\$ 26 048 000. The Ministry had a staff component of 222 in the financial year 2001/2002 and the budget was increase to N\$ 168 397 000. Again, during the 2002/03 the budget for the Head Quarters was increased to N\$ 215, 292, 000 and in 2003/04 and 2004/2005, the budgets were decreased to N\$51 003 248 and N\$50,871000 respectively. It was further raised to N\$60 285 000 during the 2005/06 financial year which the personnel number increased to 153.

As illustrated above the dwindling budget allocation contributes to the low performance of the Ministry. The same trend has been repeating itself in the allocation to Namibian embassies abroad. The 2002/2003 financial year all Namibian embassies with the staff component of 109 received an allocation of N\$ 171 064 000 while in financial year 2003/2004 the staff component had been increased to 253 while the budget had been decreased to 51,003,248. Again in 2004/2005 staff component had remained unchanged, but the budget had been reduced to 50871 000. In 2005/2006 all embassies with staff component of 117 were allocated

N\$ 153 490 000, while in 2004/2005 the budget allocation for the Namibian embassies with a staff component of 117 was 170 227 000. The following year 2005/2006 the staff component remained the same, but the budget for the embassies has been reduced to 153 490 000. This pattern must have been repeated in the operational standard votes of the budget. It is crucial to always consider the changing world and costs of living as the Namibian missions abroad are run on foreign currencies, with escalating exchange rates. Therefore it is logical that the ministry could not have achieved its objectives concerning the implementation of Namibia's foreign policy.

The Ministry of Foreign Affairs faces a lot of challenges at the internal and external as well as at organizational levels. The budget of the Ministry should be reviewed. Currently, fixed personnel and administrative expenses, and membership fees to international organizations account for some 80% of the total budget. The promotion of Namibian interests abroad, travel, attendance of international conferences, seminars, publications, training and exhibitions are neglected because of lack of resources.

Missions' expenses are made in foreign currency in the host countries. The budgetary constraints therefore affected the work of diplomatic missions abroad. This situation is brought about by the fact that the Namibian Dollar has depreciated considerably against major currencies thereby increasing the amounts of the Ministry's budget because of the exchange rates. This lack of appropriation funds incapacitates the Namibian missions abroad, to purchase premises, replace

or maintain equipment and buildings, purchase furniture and motor vehicles or to maintain them. Interviewing the Minister of Foreign Affairs, Deputy Permanent Secretary, two Ambassadors and two Directors all agreed that the budget of the Ministry is inadequate considering the growing importance multilateralism.

In the world on a wave of globalization, there is need to appropriately finance the Ministry's international activities. Budgetary inadequacies have prevented the Ministry from having diplomatic missions in many countries of the world. The Ministry has therefore established representation in selected regions and non-resident accreditation in number of other countries despite the fact that the Ministry's had been under pressure from many friendly countries to increase its diplomatic missions.

Namibia is a small country that can raise only a limited budget per year and with a small population faces different constraints including that of human and financial resources. The ministry may consider either big embassies with concurrent accreditation over extensive areas or consider setting up small missions and limit non-resident accreditation.

Table 4: Budgets of MFA and that of Namibian missions abroad

Financial Year	Budget: Head Quarters (N\$)	Budget: Missions (N\$)
1990/91	23506100	223763000
1991/92	32014700	40314300
1992/93	26959000	71906000
1993/94	222000000	57320000
1994/95	22490000	56984000
1995/96	26048000	64355000
1996/97	25893000	68224000
1997/98	31933000	79703000
1998/99	38955072	85447140
1999/2000	35702000	119135000
2000/01	38137000	137001000
2001/02	168397000	145493000
2002/03	215292000	171064000
2003/04	51003248	179013372
2004/05	50871000	170227000
2005/06	60285000	153490000

5.1 The role of Namibian diplomatic missions abroad

The diplomatic missions abroad form the delivery system which the head quarters in Windhoek determine the foreign policy and provides the guideline for the conduct of foreign policy. It is therefore crucial that the missions are well positioned for the assignments they have to carry out.

Ambassadors and High Commissioners in foreign countries bear a particular responsibility as representatives of the Namibian head of state. Namibia requires from these representatives consistent high performance, the ability to receive all Namibian offices, ministries, and agencies and all nationals who visit the missions and to provide leadership expertise to those Namibian who will require it.

Namibian diplomatic missions have four main functions that are permanent in the work of missions. These are outreach, reportage, service and management. Management covers the regular tasks of administration of the mission financial control and the mission's interaction with headquarters in Windhoek. Management and self-audit of performance is one of the elements of management. Headquarters monitors the mission's performance by constantly measuring their management and action plans, and other such devices.

The foreign service functions as an integrated service, deal with a broad variety of tasks which include political, economic, commercial, information, cultural, consular issues at home and abroad. The missions have commercial tourism officers seconded by the Ministries of Trade and Industry and Environment and Tourism respectively. Many countries world wide have now also changed the concept of integrated diplomatic work. Several segments of external relations are now interconnected, such as political work and economic tasks, such as investment and trade, and tourism promotion. Missions of smaller countries like Namibia require that officials should have multifunctional skills.

Economic diplomacy has become the backbone of Namibia's foreign policy. The basic objectives are the fostering of great inflow of foreign capital and the expansion of foreign trade. The foreign policy of Namibia unquestionably remains one of the major instruments not just for advancing political interest in interstate relations, but also as a means of enhancing national economic growth and development.

The Namibian government supports joint ventures and partnerships with people and organizations that find Namibia a gainfully interesting place for their investments. Namibia is also intensively promoting tourism. The Ministry has either established diplomatic missions or appointed honorary consuls abroad. The approved missions personnel establishment currently stands at twenty-two diplomatic missions abroad. Missions are not only channels of contact but also of advising headquarters on shifts in aid policy and economic priorities of the country's diplomatic partners.

Internet, direct radio link, telephone and diplomatic bag, provide modern and rapid means of communication with far-flung effects. Periodic inspection of diplomatic missions is a corollary to the overall mission of the Ministry of Foreign Affairs in terms of good management of government affairs. It is imperative that the mission activities are evaluated periodically. The ministry should be able to know the level of its operational efficiency, professionalism and accountability. It is further imperative that the Ministry and its missions abroad keep pace with new paradigms in the world of diplomacy. Operational specificities should be upgraded in terms of techniques of building relations, mastering negotiation

skills; and obtaining appropriate expertise in the field of security, disarmament, multilateral economics and global environmental issues. This broad knowledge is for diplomatic work. They should acquire the ability to deal with all themes and should develop the dexterity to weave them into multilateral and bilateral projections of national interests.

Namibia as a small and young developing country is faced with issues of poverty alleviation, unemployment, empowerment of the poor and illiteracy among others. It is against this background that Namibia set itself priorities to address these evils. According to the officials of MFA the foreign policy draws its mandate from many internal priorities and its general orientation is shaped by the history, culture, and social values of its people. Therefore it should be managed in the way that enables it to contribute to the broader national goals. In actual fact foreign policy should translate those needs to development partners abroad so that they are able to help us.

The institutional arrangements are that MFA plays the coordinating role with other ministries and agencies, and the state owned enterprises. Therefore the other ministries and institutions should play their part by responding timely and professionally to avoid offending international behaviors and to illustrate the seriousness to Namibia and its people. Furthermore the ministry officials emphasize the importance of appropriate continuous training of all officials to be able to handle issues of international importance.

As a country that has set itself the goal of becoming an upper middle income or at best a high-income economy country by the year 2030, the provision has been made in the Namibian foreign policy to attach Commercial Counselors at Namibian embassies to play the role of attracting trade and investments into the country that are capable of generating sufficient wealth and sustainable employment opportunities. Equally important, is to implement the economic policy that is hailed as a flagship policy of the government. Thus, MFA through its embassies the facilitating role. Namibia sees the possibility of achieving this by working to confront the challenges of the globalizing world economy and to benefit from the advantages that globalization creates and its effects on developing countries. Given the fact that Namibia's domestic market is too small to form the basis of the development of a self sustaining and expanding economy, it has decided to take part in the process of globalization. According to Ministry of Trade and Industry (MTI) officials, Namibia is actively involved in seeking to attract foreign investments and to diversify trading partners as well as enhancing trade links with the rest of the world through rule making institutions such as the World Trade Organization. This is due to the expected favorable effects on income generation from the inflow of capital, transfer of advanced technology, transfer of skills, marketing know how, employment and wealth creation.

According to MFA officials, despite the fact that MFA plays a coordinating role, in some instances requests for information that are referred to other ministries or institutions for the purposes of investments and trade, or tourism purposes are not responded to promptly or completely ignored. In other cases junior and

unprofessional officials who are not conversant with matters to be discussed are delegated to meet possible investors.

The criticism that Namibia's foreign policy has not achieved what it was intended to achieve was, according to the officials of the Ministry of Foreign Affairs due to the fact that Namibia is a young country. Though it has managed to establish itself regionally, internationally and at home, it still needs some time to internalize the art of international relations. Namibia is represented in different countries and where it is represented, her presence is felt in the world of diplomacy, for example, in the European Union (EU), Southern African Development Community (SADC), the African Union (AU), and the United Nations (UNO), etc. Several Memorandums of Understanding (MOU) and bilateral and multilateral agreements have been signed, which is a clear indication that something has been achieved.

Table. 5: Total number of international treaties signed with other states and multilateral organizations by October, 2006

Year	Multilateral	Bilateral	Total
1990-1995	39	446	485
1996-2000	35	81	116
2001-2006	78	135	213
Total	152	662	814

Table 6: Namibian diplomatic missions in the world

NO	Africa	Europe	Asia	North and South America
1.	Angola	Austria	China	Brazil
2.	Botswana	Belgium	India	Cuba
3.	Democratic Republic of Congo	Britain	Malaysia	United Nations
4.	Ethiopia	France		United States of America
6.	Nigeria	Germany		
7.	South Africa	Russian Federation		
8	Zambia	Sweden		
9.	Zimbabwe			

The officials of MFA admitted that the challenges are there, but for Namibia to achieve what she wants, the staff must be prepared to adapt to the changes and financial resources should also be made available (refer to Table 7).

Further, the officials also admitted that there is a weakness in the ability to achieve what the government has set for itself to achieve. In actual fact the objectives are set but implementation fails. The country might have not attracted enough tourists or investors, which might be due to other factors and not due to foreign policy.

In analyzing the responses of MFA officials the researcher learned that there

are challenges in the management of the foreign policy of Namibia. The management of MFA believes that there are two main problems namely: the insufficient budget that is being allocated to MFA and secondly the unavailability of appropriately trained personnel.

On the issue of human resource development, it has been noted that the Ministry has appropriately trained staff in the division of finance. Despite that, the majority of the ministry staff do not have appropriate training in their operations. Equally important is the fact that provision is not made to train them in those areas. The ministry officials interviewed indicated that the ministry does not have training programme in place. The ministry rather responds to training offers made by development partners abroad, who offer short courses and workshops in management, diplomacy, international relations, peace keeping operations, computer network and hardware.

Table 7: Budgets of MFA and Staff Components from 1990 - 2005

FINANCIAL YEAR	HEAD QUARTERS		MISSIONS		
	Budget (N\$)	Staff Component	Number of Missions	Budget (N\$)	Staff Component
1990/91	23 506 100	170	18	223 763 000	68
1991/92	32 014 700	170	18	40 314 300	68
1992/93	26 959 000	179	19	71 906 000	116
1993/94	222 000 000	179	19	57 320 000	116
1994/95	22 490 000	210	19	56 984 000	82
1995/96	26 048 000	210	19	64 355 000	82
1996/97	25 893 000	210	19	68 224 000	95
1997/98	31 933 000	227	20	79 703 000	105
1998/99	38 955 072	222	21	85 447 140	115
1999/2000	35 702 000	222	21	119 135 000	115
2000/01	38 137 000	222	21	137 001 000	115
2001/02	168 397 000		21	145 493 000	109
2002/03	215 292 000		22	171 064 000	109
2003/04	51 003 248	253	22	179 013 372	117
2004/05	50 871 000	253	22	170 227 000	117
2005/06	60 285 000	253	22	153 490 000	117

CHAPTER 6: SUMMARY AND RECOMMENDATIONS

6.1 Summary

The development of the policy on the conduct of Namibia's foreign relations has become an agenda that Namibians and its government, as the most important players cannot ignore, as the outcome of its implementation are immensely big. It is clear that the Government of the Republic of Namibia has produced clear foreign policy objectives in its White Paper on Namibia's Foreign Policy and Diplomatic Management (March 2004). Despite that the guidelines on Namibia' foreign policy stipulated in Article 96 of the Namibian Constitution should have paved the way for the development of international relations as a sector that may lead to the improvement of the living standards and empowerment of the country's people through the creation of employment opportunities thereby contributing to poverty reduction; these objectives as contained in the above mentioned White Paper, discussed important issues that this research found have been partially met for the period 1995 — 2000.

Those targets focused on a number of key objectives namely: outcome, physical, institutional and policy, financial and legislative. Targets were set to attract as many investors as possible and tourists per year by the year 2000, increasing the number of people employed in the manufacturing and other industries, as well as in the tourism sector. The MFA together with the Ministry of Environment and Tourism have contributed to the said targets but not as was envisaged.

Under physical targets, the Ministry targets were set that dealt with establishing the

number of embassies as the budgetary allocation would allow the recruitment of appropriately prepared personnel. The findings have shown that the Ministry has been hamstrung by inadequate budgets and staff members that are not fully prepared to carry out the implementation of the policy.

Under institutional and policy targets, targets were set to organize the Ministry in such a way that enables it to facilitate the smooth management of the country's foreign policy. Under the financial targets, the budgetary allocation could not be met as revenue kept on dwindle and the decrease of the budget in some years between 1990 and 2005 has affected the Ministry's operations globally.

Sixteen years later, some positive success have been registered but more could have been attained had the Ministry's operations not been curtailed by lack of budgetary allocation and appropriately trained staff e.g. staff members posted abroad with no knowledge of the area s/he had to serve, or lack of insufficient staff whereby the work that is supposed to be performed by more people is being performed by one person.

In summary the following are some of the key findings of the study:

- Inadequate budget;
- Shortage of trained/skilled staff in the areas of trade and investment and tourism;
- Inadequate training, in relevant area of foreign policy promotion with particular focus on economic diplomacy;
- Wrong placement of staff at foreign missions;

- Appropriate selection and recruitment of staff;
- Lack of coordination between MFA and other institutions;
- MFA does not provide comprehensive advisory role to other Ministries, parastatals and business sector on the promotion of trade and investment.

6.2 Recommendations

In order to improve the management of Namibia's foreign policy, the study suggest the following key issues for consideration:

- The study recommends that the policy of rotating the staff in MFA should be revised, as in most cases staff do not possess the necessary skills about the management of Namibia's Foreign policy.
- The study further recommends that the Ministry should develop the training programme for its staff to allow them to get relevant training therefore enabling them to deliver the services to the ministry's clients.
- This study strongly recommends that the Government should provide an enabling environment for the smooth implementation of Namibia's foreign policy, thus making it possible for more investment and tourists to come to Namibia.
- It is recommended that the staff to serve as First Secretary of Economic Affairs should have knowledge in economics and possess sufficient understanding of the Namibian Foreign Investment Act as well as the White Paper on Namibia's Foreign Policy and Diplomacy

management.

After interviewing the Deputy Director of the Investment Centre in the Ministry of Trade and Industry, the study recommends the following:

- Training of Foreign Service officials in economic matters;
- Re-orientation of Foreign Service officials regarding expectation, mandate and functioning towards economic issues;
- Seconding officials to the Ministry of Trade and Industry and other economic ministries for short periods;
- Setting of targets.

Interviews with tourism officials revealed that, the promotion of Namibia abroad and domestically need an injection of funds to enable the institution to appropriately attract tourists to Namibian Resorts.

Namibia Tourism Board should be enabled to expand its areas of marketing Namibia in all parts of the world such as in Australasia, North and South America, the Middle East and Asia.

APPENDICES

Appendix A: Interview questions with M. Hausiku , Minister of Foreign Affairs

1. What is your assessment regarding the implementation of Namibia's foreign policy?
2. Critics of Namibia's foreign Policy suggest that it has not achieved what it was intended to achieve. For example it is claimed that the promotion of investments in Namibia has not attracted the targeted possible investors. If that is the case, what could have been the major challenges that the Ministry experienced in implementing this policy?
3. How can some of those challenges be overcome? What has the Ministry and other agencies of Government done to fulfill the aspirations and objectives of the Foreign Policy as well as other related policy instruments?
4. What institutional arrangements is the Ministry and Government in general considering in ensuring that Namibia's Foreign Policy supports the country's national development objectives such as economic growth and poverty reduction?
5. How is the institutional capacity of your ministry to carry out the foreign policy?

6. Are there certain elements in the current Foreign Policy, which the Ministry suggests could be improved or amended so as to ensure that ultimately it addressed Namibia's national development goals such as foreign direct investment?
7. In general, what is your view on the performance of the foreign missions in relation to meeting the objectives and targets (if any) of the Foreign Policy as well as other national development plans such as NDP II and Vision 2030?
8. How does the Ministry monitor the operations of Namibian diplomatic missions abroad?

Appendix B: Interview Questions with H. Asheeke , Deputy Permanent Secretary of the Ministry of Foreign Affairs

1. What is your assessment regarding the management of Namibia's foreign policy?
2. Critics of Namibia's foreign Policy suggest that it has not achieved what it was intended to achieve. For example it is claimed that the promotion of investments in Namibia has not attracted the targeted possible investors. If that is the case, what could have been the major challenges that the Ministry experienced in implementing this policy?
3. How can some of those shortcomings be overcome? What have the Ministry and other agencies of Government done to fulfill the aspirations and objectives of the Foreign Policy as well as other related policy instruments?
4. What institutional arrangements do the Ministry and Government in general have in place to ensure that Namibia's Foreign Policy supports the country's national development objectives ?
5. What institutional capacity does the ministry have to carry out the foreign policy?

6. Are there certain elements in the current Foreign Policy, that the Ministry suggests could be improved or amended so as to ensure that ultimately it addressed Namibia's national development goals such as foreign direct investment?
7. Are there other plans the Ministry is considering in order to improve the management of the Foreign Policy?
8. In general, what is your view on the performance of the foreign missions in relation to meeting the objectives and targets (if any) of the Foreign Policy as well as other national development plans such as NDP II and Vision 2030?
9. What monitoring mechanisms do the Ministry have in place over Namibian embassies?
10. As an accounting officer of the Ministry Foreign Affairs what are your major responsibilities in ensuring that the foreign policy is carried out?
11. What administrative measures has the ministry put in place in to ensure that the foreign policy directives are promptly complied with?
12. At institutional level, it was claimed in the local print media that some Namibian diplomats do not posses the necessarily skills to carry out Namibia's foreign policy: What is the Ministry doing to improve the capacity of its diplomats?
13. How are the foreign affairs personnel motivated to carry out their responsibilities?
14. How are the issues of staff promotion, motivation and training handled in the Ministry?

Appendix C: Interview Questions with Z. Ngavirue Former Ambassador to Belgium

1. What makes the management of the Namibian mission in Belgium different from others?
2. What is the extent of imports and exports between Namibia and European Union member countries?
3. How do you rank Namibia's external trade with European Union member states?
4. What are the challenges the Namibian Embassy in Belgium encounter in promoting trade, investment and tourism for Namibia?
5. According to the print media, the European Union is an important destination of Namibian export goods and important source of official development assistance. What type of development assistance does Namibia receive from the European Union?
6. The management of Namibian foreign policy is said to have been unsuccessful in achieving its medium term targets as was expected in the NDP I and NDPII.

Please comment!

Appendix D: Interview Questions with W. Helao, former High Commissioner to South Africa.

1. What makes the management of the Namibian bilateral diplomatic mission in South Africa different from running a multilateral mission?
2. Please comment on the volume of South African exports to Namibia and that of its imports from Namibia.
3. What hat are the challenges that the Namibian High Commission in South Africa encounters in promoting trade and investment and tourism for Namibia?
4. The geographic proximity and historical relations between South Africa and Namibia makes the former an important market for Namibia's products. Please explain!
5. How is the institutional capacity of the Namibian mission in South Africa to carry out the country's foreign policy?
6. What are your recommendations concerning the improvement of the management of Namibia's foreign policy?

Appendix E: Interview questions with P. Von Seitlitz and M. Andjaba, Under-Secretaries of Multilateral and Bilateral Relations respectively

1. What impact does the management of Namibian guidelines have on the targets set out in the Namibian national development plans?
2. As an Undersecretary of the multilateral/ bilateral relations directorate , what management needs have you identified?
3. How would the above needs be addressed?
4. What challenges are the Ministry facing in recruiting diplomatic staff?
5. How does the Ministry of Foreign Affairs deal with the issues of staff promotion, motivation and training?
6. What would the management of Namibian foreign policy be improved?

Appendix F: Interview Questions with G. Shilongo, Chief Executive Officer of the Namibia Tourism Board.

1. What are the challenges that the Namibian Tourism Board face in marketing Namibian tourism abroad?
2. What administrative measures are in place for the monitoring and provision of leadership to Namibian tourism attachés abroad?
3. What should be done in order to improve the marketing of Namibian tourism abroad?

Appendix H: Interview Questions with F. Gaogoseb, Deputy Director (Acting Executive Director) of the Investments Centre, Ministry of Trade and Industry

1. Economic diplomacy is hailed as a flagship policy of the Namibian Government.
What are the justifications?
2. Critics of Namibian Government suggest that its foreign policy has not achieved its intended objective. What could have been the major challenges that the Ministry experienced in managing the country's trade and investment policy?
3. South Africa is considered as the most important trading partner of Namibia.
Please elaborate!
4. How efficient are the Namibian Trade Attaches in carrying out Namibia's foreign policy?
5. What type of institutional support does Ministry of Trade and Industry provide to Ministry of Foreign Affairs with regard to the promotion of trade and investment between Namibia and other countries?
6. How do you describe the relationship between the trade attaches and other diplomatic officials at Namibian missions abroad?
7. What measures can be considered to improve on the Namibian management of the promotion of trade and investment?

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