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(INSTITUTE OF DIPLOMACY AND INTERNATIONAL STUDIES)

TOPIC:

**MANAGEMENT OF FOREIGN POLICY AND DIPLOMATIC SERVICE: A
CRITICAL APPRAISAL OF DIPLOMATIC TRAINING IN KENYA**

BY

BURUGU J.N.

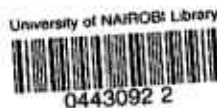
R/50/7469/2005

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**A PROJECT PAPER SUBMITTED TO THE INSTITUTE OF DIPLOMACY
AND INTERNATIONAL STUDIES OF THE UNIVERSITY OF NAIROBI IN
PARTIAL FULFILMENT OF THE REQUIREMENT FOR THE MASTERS
DEGREE IN INTERNATIONAL STUDIES**



OCTOBER 2008

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TABLE OF CONTENT

DECLARATION.....	iii
ACKNOWLEDGEMENTS.....	iv
DEDICATION	v
ABSTRACT.....	vi
CHAPTER ONE: INTRODUCTION TO THE STUDY	1
BACKGROUND OF THE STUDY.....	1
STATEMENT OF THE RESEARCH PROBLEM	4
OBJECTIVES OF THE STUDY	6
LITERATURE REVIEW	7
AFRICAN STATES AND INTERNATIONAL RELATIONS.....	7
KENYA AND INTERNATIONAL RELATIONS.....	9
LITERATURE ON DIPLOMACY TRAINING IN KENYA.....	11
THEORETICAL FRAMEWORK.....	14
JUSTIFICATION	18
HYPOTHESES	19
RESEARCH METHODOLOGY	19
PRIMARY DATA.....	19
SECONDARY DATA.....	19
CHAPTER OUTLINE.....	21
CHAPTER TWO.....	22
MANAGEMENT OF FOREIGN POLICY AND DIPLOMATIC SERVICE IN	
KENYA.....	22
INTRODUCTION	22
FOREIGN POLICY AND ITS MANAGEMENT IN KENYA.....	22
FOREIGN POLICY.....	23
KENYAN FOREIGN POLICY.....	25
CONSEQUENCES OF THE CHANGING FOREIGN POLICY	29
DIPLOMACY AND MANAGEMENT OF DIPLOMATIC SERVICE	36
DIPLOMACY.....	36

ISSUES IN KENYA DIPLOMATIC RELATIONS.....	37
MANAGEMENT OF FOREIGN POLICY AND DIPLOMATIC SERVICE	39
CHAPTER THREE.....	44
DIPLOMACY TRAINING IN KENYA.....	44
INTRODUCTION	44
TRAINING AND CAPACITY BUILDING POLICY IN THE KENYAN CIVIL SERVICE.....	45
TRAINING KENYAN DIPLOMATS.....	48
ASSESSMENT ON THE TRAINING OF DIPLOMATS IN KENYA.....	56
CHAPTER FOUR.....	64
A CRITICAL APPRAISAL OF DIPLOMACY TRAINING IN KENYA	64
INTRODUCTION	64
CRITICAL ISSUES IN THE MANAGEMENT OF FOREIGN POLICY AND DIPLOMATIC SERVICE AND DIPLOMATIC TRAINING IN KENYA.....	65
CRITICAL ANALYSIS.....	71
CHAPTER FIVE.....	84
CONCLUSION.....	84
SELECTED BIBLIOGRAPHY.....	92

DECLARATION

This dissertation is my original work and has not been presented for a Degree in any other University.

JOHN NJUGUNA BURUGU SIGN.....  **DATE.** ^{7th} 13 Nov. 2008

This dissertation has been submitted for examination with my approval as University Supervisor.

PROF. MAKUMI MWAGIRU SIGN.....  **DATE.** 14/11/08

ACKNOWLEDGEMENTS

My first acknowledgement of support is to the Government of Kenya which sponsored me fully for this Degree programme, first through the Ministry of Co-operative Development and Marketing and later Ministry of Youth Affairs. The study leave granted to me during the course of study helped me to concentrate on my studies. I sought and received support, advice and a helping hand from my seniors, colleagues and other work mates. To all “Asante sana, na Mungu Awabariki”

Special appreciation and gratitude to my supervisor Prof. Makumi Mwagiru. Though operating within a busy schedule, he kept me working on the project until my completion through his valuable time and guidance. Equally, I appreciate Mr. Patrick Magero, my Research Assistant and all my respondents whose information and guidance gave me insights, valuable and substantial information that helped me accomplish my dream in the project. Inspiration of my beloved wife, Phyllis, and teasing from our children, Burugu, Wangari and Mumbi, whose encouragement gave me the determination to finish cannot be forgotten. Surpass this benchmark my children!

My friends and colleagues Wanjiku Keziah, Grace Ngari, Emmanuel, brothers and sisters and my parents are worthy of appreciation for the encouragement, support and help which added to my determination and focus to accomplish this feat.

Above all, I thank and Praise God for everything nikisema Mungu ni Mkalimu!

DEDICATION

To my wife and children; you are the best thing in my life and will forever be. I dedicate this work to you for your unwavering support, faith and confidence that am up to the task for which we shall all rejoice. God Bless!

ABSTRACT

This project was conceptualized to throw light in the management of the Foreign Service with specific focus to Training of Foreign Service Officers in Kenya since Independence. The thrust is intended to critically examine how effectively or otherwise training has enhanced and/or contributed to proper management of Foreign Policy and Diplomatic service in Kenya.

The study recognizes Training as a key component of management of foreign policy and diplomatic service in Kenya in order to cultivate, nurture, establish, maintain and retain Kenya's diplomatic presence and effective representation in international standing and engagements. This can only be possible with highly qualified all-round, trained Foreign Service officers posted both at home and in missions abroad to project and articulate eloquently with confidence and persuasion Kenya's strategic interests as a sovereign state.

The Government of Kenya training policy has been placed on focus particularly regarding diplomatic training to serve the foreign policy of Kenya through the Ministry of Foreign Affairs. Training has been critically evaluated within the ministry as an in-house, on the job training as well as in academic and Foreign Service institutes and even in foreign organizations.

A diplomat worth his salt, expected to handle the ever dynamic, complex and highly globalised diplomatic engagements in missions abroad and at the headquarters, must be one who has received the best training, both

theoretical and practical to prepare him for these situations on the post. This would be in the areas of Diplomacy, Protocol, Etiquette, negotiations, International law, Economic diplomacy, IO psychology, Environment and Climate change, consular services, drafting diplomatic documents as well as information gathering and reporting. Such training must be continuous, thorough and all encompassing.

The research method applied in this paper was a mix of primary interviews and secondary information with comprehensive analysis and review of critical comparative trainings and scholarly work on the subject.

The study concluded that the Foreign Service of Kenya must change through long-term continuous trainings, workshops, seminars simulations and retreats that will always refresh, update, re-orient and equip the knowledge reservoirs' of the foreign service officers to be abreast, and adequately represent and manage the dynamism and complexity of the international diplomatic scene with Kenya's sovereign strategic interests and representation being **Sid pro quo** and the core of their mission.

CHAPTER ONE: INTRODUCTION TO THE STUDY

BACKGROUND OF THE STUDY

Kenya gained its independence from Britain in 1963 and was accordingly recognized as an independent sovereign state by other states. It also became a full member of the United Nations in accordance with international law. Kenya thus assumed the status, privileges and responsibilities enjoyed by all sovereign independent states. Kenya was henceforth regarded as a state that had clearly defined and internationally recognized national boundaries; a central government with power to determine its destiny and that of its citizens. This meant that Kenya could participate actively in international affairs and in its relations with other states as it deemed fit so long as it operated within the confines of international law.¹

As a newly independent state Kenya had national interests and objects to achieve in order to enhance its power and prestige in the international scene and in its interaction with other states. In actualizing these national goals, and objectives there was the need to come up with various strategies to facilitate achievement of such interests. Some of these strategies demanded that Kenya defines its foreign policy particularly with regard to interactions and relations with other independent states. There was the need first and foremost to establish diplomatic relations with those states which had recognized the new member of the United Nations and who also felt that there were areas of common interest that the two states shared.

¹ J. G. Starke, Introduction to International Law, 10th Ed. (London: Butterworths, 1989), pp. 58-70, 95-128.

This led Kenya to establish diplomatic missions in friendly states where it accredited its diplomats to represent its interests in those countries. The persons appointed by Kenya to represent its interests in the receiving states were drawn from all sectors namely teaching, civil service, police and the political circles. These diplomats were expected to competently articulate policies and all issues of national interest in their respective posts. However these people had not been trained as competent diplomats.

As a newly independent country, Kenya had no professionally trained diplomats. Kenya had not trained the civil servants it required to take the reigns of power and steer the country ahead. This meant that the appointment of persons to serve in the civil service depended mainly on those few Kenyans who had received formal education in the few institutions that existed. Though the education offered in these institutions was of high quality, it was inadequate for one to competently serve in the complex and very challenging international environment particularly as diplomat.

Training in the civil service started when the foreign office received indications from Her Majesty the Queen that Kenya as a colony was on the verge of gaining self independence from Britain. What followed was a deliberate attempt to prepare a few Kenyans to take up key positions to enable the independent government to offer leadership to the country. It is unfortunate that not much attention was given to the training of diplomats since more emphasis was placed on training mainstream civil service as seen in the establishment of Kenya Institute of Administration, Kabete. Not much thought was put to training and preparing persons who could effectively,

represent Kenya's national interests abroad. The issue of training diplomats came later after the establishment of the training of civil servants.

There is no longer any debate about whether diplomats should be trained for their job. The need for this, in a world where relations among states become daily more complex, is obvious. What remains controversial is what kind of training should be given to the personnel involved in the diplomatic engagement. The first generation diplomats having been trained in western institutions meant for non-African diplomats were not effectively prepared to respond to the needs of their countries in the international plane. The training was in the form of crash course in the training facilities of colonial powers. Such a situation created a training gap in the management of diplomatic services for African states where Kenya is one of such cases. Even today the Ministry of Foreign Affairs still recognizes that it is challenged by lack of well trained personnel in the pertinent areas of external relation.² This challenges the Ministry of Foreign Affairs in the management of the diplomatic service.

Although Kenyan diplomats were trained, it is until 1973 that the training of diplomats was properly thought of as seen in the establishment of the Diplomacy Training Programme (DTP) at the University of Nairobi. The training under the DTP was under the Department of Government in the Faculty of Arts University of Nairobi. It is later that the DTP transformed itself to the Institute of Diplomacy and International Studies (IDIS) still under the University of Nairobi. The intention was

² Ministry of Foreign Affairs, Strategic Plan 2005-2010.

that IDIS be under the Ministry of Foreign Affairs. Although this was the intention, it did not materialize as the cabinet rejected the idea.

It is against this background that this study will examine the training process of Kenyan diplomats since independence. This is expected to highlight the challenges and opportunities that diplomatic training pose to the management of foreign policy and diplomatic service.

STATEMENT OF THE RESEARCH PROBLEM

Diplomacy has been in practice all over the world since the early times of the city states.³ It can be traced to messengers and persons from the King's family sent as emissaries to carry specific messages from one kingdom to another. Such emissaries were highly respected and protected from any harm even in times of war. Over time, diplomacy has evolved as relations between states increased and became more complex.⁴ Demands for improved and increased levels of international relations between states in-turn put pressure on traditional diplomatic channels. The need for better methods, information, intelligence, knowledge and expertise in conducting successful diplomacy is paramount. Today, international relations and diplomacy in the world have been revolutionalized particularly due to the effects of globalization and most recently the information and communication technology developments.

³ E. Satow, Satow's Guide to Diplomatic Practices, edited by L. Gore-Booth and D. Pakenham (London: Longman, 1979), pp. 4-8.

⁴ J. C. Magalhes, The Pure Concept of Diplomacy, (New York: Greenwood Press, 1988) pp.15-48.

Therefore a state does not merely depend on itself but rather on the whole worldwide environment.⁵

States that engage in international relations with other states through diplomacy are under increasing pressure to refine the manner in which they conduct their diplomacy. This is particularly so due to the complexity and highly dynamic and delicate nature of diplomacy. States being significant actors in international relations must have intelligent, knowledgeable, eloquent and astute diplomats who are well versed with the ever dynamic changes in the world. However, developing countries like Kenya face challenges in preparing such competent diplomats, who can manage the foreign policy and diplomatic service to the advantage of their home state. Today's world requires an accomplished negotiator capable to persuade, represent, negotiate and give an accurate report on issues of his diplomatic engagement.

On the eve of independence, Kenya did not have a reservoir of professional foreign service officers. Its first diplomatic staff was those few people who had received formal education. This staff only took short class programme in western institutions to equip them with basic skills in diplomacy. These people did not have the competence to conduct international relations and diplomacy as they had not been adequately prepared for the duties and responsibilities.

The institutions for training diplomats were western and did not capture the specific needs of developing countries like Kenya. Training in such institution has significant impact on the management of foreign policy and diplomatic service. Later Kenya established a Diplomacy Training Programme (DTP) within the department of

⁵ Adams Watson, Diplomacy: The Dialogue Between States. (New York: Routledge, 1982), p. 14.

Government at the University of Nairobi. The programme was to facilitate training that was responsive to the needs of developing countries like Kenya. DTP was later transformed to Institute of Diplomacy and International Studies (IDIS).⁶

Since its inception, IDIS has successfully conducted training, research and consultancy with a clear goal of ensuring quality training of diplomats in Kenya. It imparts skills, knowledge, analytical and intellectual exposure that equips and prepares diplomats for the challenges in the duties and responsibilities assigned to them. To achieve its goal IDIS collaborates with other institutions like the UN and its specialized agencies, United Nations training institutions all over the world.

Observing an increased demand for articulate and well prepared career diplomats to respond to national interest in dynamic and complex international relations as well as international political system, this study examines opportunities and challenges diplomatic training pose in the management of Kenyan foreign policy and diplomatic service. This study investigates the capacity, capabilities, strengths, responsiveness, weaknesses and challenges that confront training of Kenyan diplomats to effectively manage the country's foreign policy and diplomatic service.

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OBJECTIVES OF THE STUDY

The broad objective of this study is to explore management of foreign policy and diplomatic service in Kenya through training

⁶ Prospectus of the University of Nairobi, College of Humanities and Social Sciences, Institute of Diplomacy and International Studies, 2002.

To analyze the responsiveness and training trends for the Kenyan diplomatic personnel

To examine institutional capacity to facilitate training, research and consultancy in the management of foreign policy and diplomatic service

LITERATURE REVIEW

This section of the study reviews literature on African states and international relations, Kenya and international relations, diplomacy training in Kenya literature on these sub-sections is important as it presents the nature and challenges that face diplomatic training, deployment, representation and management of foreign policy and diplomatic service.

AFRICAN STATES AND INTERNATIONAL RELATIONS

African states as they entered into international politics had their goals which they sought to advance and achieve. These goals were mainly shaped by their experience and ideologies of their independence movements.⁷ Although these states had well-defined goals to achieve, it has not been easy to achieve them. One of the reasons is lack of capacities to unleash their potential. African states have asymmetrical relations with powerful states and they have resolved to address their goals through the United Nations. However, some goals at independence have become old and outdated. The African continent faces new and complex dynamics of international relations and security. This requires personnel from the Ministry of

⁷ M. E. Akpan, African Goals and Diplomatic Strategies in the United Nations, (Massachusetts: The Christopher Publishing House, 1976), pp. 11-18.

Foreign Affairs and other ministries whose functions are mainly in the field of external relations to be competently trained in diplomacy.⁸ In Akpan's assessment, lack of capacities is a hindrance to advancement of national interest and foreign policy. In the existence of separate states we have the structure of power in which each state pursues its national interests at all times.⁹

The needs and goals of a state are expressed in the national interest. National interest directs the decision-making process of the state. An individual state can determine what national interests can be achieved by interacting with other states in the international system.¹⁰ At the same time the international system constrains the states in achieving their national interest or advancing their foreign policies. Conflicts and wars can be intense if each state endeavors to advance their foreign policies blindly. Diplomacy is one of the instruments of securing or advancing a states national interest in the foreign land. The challenge of recruiting, training and deployment of diplomats and career foreign service personnel should be at the heart of the state's management of foreign policy and diplomatic service.

Although there are diverse actors in the international political system who influence international relations, the states have remained significant actors.¹¹ As significant actors in the international political system states conduct their intercourse on a daily or continuous basis. Since states depend not only on

⁸ D. Kappler, The problem of training Diplomats for Africa, (Diplomacy Training Programme, University of Nairobi)

⁹ W. D. Clinton, "The National Interest: Normative Foundations" in R. Little and M. Smith, Perspectives on World Politics, 2nd Ed (London: Routledge, 1991).

¹⁰ K. R. Legg and J. F. Morrison, "The Formulation of Foreign policy Objectives" in R. Little and M. Smith, Perspectives o. World Politics, 2nd Ed (London: Routledge, 1991), pp. 59-68.

¹¹ S. L. Spiegel, World Politics in a New Era. (New York: Harcourt Brace College Publishers, 1995), pp. 13-14.

themselves as individuals but on the worldwide environment, Watson¹² argues that, states aware of their own interests and foreign policies enter into dialogue with one another. It is also notable that the structure of the international system and multiplicity of actors in the international system constrains the states in achieving their national interests. Due to the friction that may result from pursuit of national interests at all costs by states, diplomacy offers a positive alternative to coercion. The shift in the conception and conduct of complex international relations requires diplomacy. Diplomacy offers an opportunity to a state for it to know what other governments want and what they object to. Watson concludes that diplomatic dialogue as an instrument of international society, although at times abused by actors it has a bias toward the resolution of conflict.¹³ In Watson's terms, diplomacy is an important instrument that states as significant actors in the international system cannot do without. The challenge to diplomacy then lies on the competence of the diplomats in representing their country's needs, values and interests in the foreign states and international organizations.

KENYA AND INTERNATIONAL RELATIONS

At Independence, Kenya acquired an international obligation. There was a need for Kenya to formulate national interest that would form the basis of foreign policy and manage its international relations. Orwa¹⁴ observes that, although Kenya had to relate to both great and weak powers on the principle of sovereign equality, it did not

¹² Adams Watson, Diplomacy: The Dialogue Between States, op. cit., pp.14-21.

¹³ Ibid. p. 20.

¹⁴ K. Orwa, "Foreign Relations & International Co-operation" in Kenya an Official Handbook, op. cit., pp.308-313.

have a reservoir of professional Foreign Service officers. This posed a challenge to Kenya in its conduct of international relations and diplomacy in particular. Kenya did not inherit institutions relevant to the conduct of international relations from colonialists. The exit of colonialists also left behind territorial disputes unresolved like border issues in North Eastern Kenya with Somalia and Western Kenya with Uganda, which required competent and articulate diplomats to address.

Kenya was obliged to develop Foreign Service officers to promote its national interest abroad in addition to creating a defense service to protect those interests.¹⁵ First there was an establishment of a department of foreign affairs in the office of the Prime Minister, then later ministry of state in charge of foreign affairs which later became the Ministry of Foreign Affairs. Secondly, Kenya appointed indigenous Kenyan diplomats to mark the formal entry of the country into diplomatic relations with other independent and sovereign states. Thirdly, there was a formulation and articulation of Kenya's foreign policy. The foreign policy was guided by the principles of good "neighborliness", Pan-Africanism, and non-alignment.

Orwa while examining international relations and cooperation in which Kenya actively participate recognizes the vacuum that Kenya faced during independence. There was lack of professional diplomats to conduct international relations and diplomacy. Despite this challenge Kenya has actively involved itself in diplomacy having by 1988 had a representation in 89 foreign countries. However, Orwa's article does not address the training of diplomats in Kenya since independence

¹⁵ Ibid., pp. 309-310.

While scholars like Morgenthau¹⁶ places the success of foreign policy on the power relations of states, it is notable that, with the changing of international relations from military based to peaceful means like diplomacy will disadvantage states that do not have well trained diplomats. There is a need to have well qualified and competent diplomats to ensure proper representation of Kenyan national interests and foreign policy and management of Foreign Service.

LITERATURE ON DIPLOMACY TRAINING IN KENYA

Training is crucial in the success of any organization. The Training Policy manual for the Public Service¹⁷ asserts that training plays a key role in improving the performance of the service to realize national goals and objectives. The first phase of training in Kenya was the Kenyanization programme. This is when the training function was aimed at preparing indigenous Kenyans to take over from the colonial administration.

The need for training and re-training cannot be gainsaid owing to constant dynamic societal changes with new values, aspirations, leadership, technology, and globalization. According to the National Development Plan (1979-1983)¹⁸, the Government indicated that it would deliberately use training as one of the effective tools to increase the performance capabilities of its employees.

¹⁶ See H. Morgenthau and K. W. Thompson, Politics Among Nations: The Struggle for Power and Peace, 6th ed, (New Delhi: Alfred A. Knopf inc., 1985),.

¹⁷ Government of Kenya, Recruitment and Training Policy in the Public Service. (Nairobi: Government Printer, 2005).

¹⁸ Government of Kenya, National Development Plan (1979-1983), Chapter 10, paragraph 10.9

Having joined the international system during independence with a vacuum of professional diplomats, Kenya started to train its diplomats with the assistance of Carnegie Foundation at Columbia University, New York. In 1973 there was establishment of Diplomacy Training Programme (DTP) at the University of Nairobi.¹⁹ This programme was initiated by the Ministry of Foreign Affairs in collaboration with the University of Nairobi with the support of Carnegie Endowment for International Peace. The aim of DTP was to train diplomats for English speaking countries in Africa. DTP as a section of the Department of Government at the University of Nairobi offered a postgraduate diploma in international relations only to government officials who were already diplomat or aspiring diplomats. In 1987 DTP was transformed into the Institute of Diplomacy and International Studies (IDIS) governed by Statute XVIII, sections 44 to 50 of the University of Nairobi statutes. Since its inception IDIS has modified itself in many ways to respond to the need for professional diplomats. IDIS as the successor of DTP conducts training, research, consultancy, conferences and publication in the area of international studies. International Studies is broader than International relations. This is because it encompasses complex dynamics in the conduct of world politics. It is an extension on the understanding and conduct of international relation. It is more responsive to complex changes in the international system than the traditional international relations.

Mwagiru²⁰ recognizes the gaps that exist in the Ministry of Foreign Affairs in Kenya. To him there is a significant gap that exists in the staff qualifications,

¹⁹ Institute of Diplomacy and International Studies Prospectus, 2002.

²⁰ M. Mwagiru, "Issues, Problem, and Prospects in Managing the Diplomatic Services in Small States" in Fletcher Forum of World Affairs, Vol. 30: 1, winter 2006. pp. 193-206.

training, and posting policy. Entry into the Foreign Service requires one to have a bachelor's degree. It is after entry to the Ministry of Foreign Affairs that one was allowed to take training in International Relations at a postgraduate diploma level. This programme of postgraduate diploma in international relations gives priority during admission to the government officials who have at least one year experience in the service. There are few personnel in the Ministry of Foreign Affairs that have done masters and doctoral studies in International studies. Although this approach served Kenya in the past, Mwagiru contends that the complexity and dynamism of international relations and diplomacy renders the approach/practice unsustainable. He recommends that the personnel involved in the management of diplomatic service should even take three years to do doctoral studies in international studies and specialize in specific areas of diplomacy. Diplomatic personnel have not effectively specialized in their areas of work in Foreign Service and geographical regions. All these have challenges in the representation and articulation of Kenyan foreign policy. Unless professionalism is maintained in the Ministry of Foreign Affairs, Kenya may be lagging or even regressing in international relations and diplomacy.

Mwagiru²¹ also recognizes that there is a need for a rational posting policy in the Ministry of Foreign Affairs. Having such a policy will enhance a coherent and consistent response to the complex challenges of international relations and diplomacy. This recognizes the needed collaboration between recruitment, training and posting of diplomats. Without such a link, it may be hard to have Kenyan foreign policy articulated and effectively represented. Ineffective representation of a state's

²¹ M. Mwagiru, Diplomacy: Documents, Methods and Practice, (Nairobi: Institute of Diplomacy and International Studies, 2004), pp. 147-148.

foreign policy has significant negative consequences on the promotion of national interest in the complex, dynamic and globalizing international system.

While the training of diplomats and personnel involved in national security and external relations has been taking place in Kenya under DTP, IDIS and NDC, it is notable that not all diplomats, national security personnel and government officials involved in external relations have been trained in diplomacy. This demonstrates a missing link in training, professionalism and deployment of diplomats in Kenya. Mwangiru warns against the deployment of incompetent personnel in diplomatic missions.²² This is because the complex and dynamic international political system will punish states that will not train its diplomats to conduct international relations and diplomacy.

THEORETICAL FRAMEWORK

A theory is a body of internally consistent empirical generalization of descriptive, predictive, and explanatory power.²³ A theory explains, describes and predicts phenomena under study. As the theory provides a framework of operation, it is difficult to think without a theory.²⁴ This study will utilize the functionalist theory in international relations in analyzing management of diplomatic service through training in diplomacy. Functionalist perspective to international relations is an approach rather than a tightly –knit theory.

²² M. Mwangiru, "Issues, Problem, and Prospects in Managing the Diplomatic Services in Small States" in Fletcher Forum of World Affairs, op. cit., p. 203.

²³ T. Columbis and J, Holfe, Introduction to International Relations: Power and Justice, (New Delhi: Practice Hall of India, 1986), p. 29.

²⁴ A. J. R. Groom, "Paradigms in Conflict: The Strategist, the Conflict Researcher and the Peace Researcher" in J. Burton and F. Dukes (eds) Conflict Readings in Management and Resolution, (London: Macmillan, 1990), pp. 74-79: 71.

Functionalist approach is the oldest, and still the dominant, theoretical perspective in sociology and many other social sciences. Functionalist analyses examine the social significance of phenomena, that is, the purpose they serve a particular society in maintaining the whole.²⁵ Another emphasis, on the organic unity of society, leads functionalists to speculate about needs which must be met for a system to exist, as well as the ways in which institutions satisfy those needs. Functional analysis gives value to institutions by considering them not as mere custom, but as active and integrated parts of a social system.²⁶

Functionalist approach to international relations is rooted in the system perspective of relationships. Systemic approach to international relations acknowledges that independent states are insufficient to offer their citizens sufficient welfare. In this way it recognizes the need for cooperation of independent states into a system that serves the needs of individuals within the states. Functionalist approach to social and political issues to which international relations and diplomacy belong assumes that all social and political structure serves some function.²⁷ Cooperation is central in the functionalist approach to international relations. Functionalist approach recognizes the need to have mechanisms that address needs of actors in such a way that their approach erodes the material and psychological bases of

²⁵ I. C. Jarvie, Functionalism. (Minneapolis: Burgess Publishing Company, 1973).

²⁶ L. L. Langness, The Study of Culture-Revised Edition. Novato, California: Chandler & Sharp Publishers, Inc., 1987).

²⁷ A. Heywood, Political Ideas and Concepts: An Introduction. (New York: St. Martin's Press, 1994), p. 340.

conflict.²⁸ Cooperative efforts of states can result in conflict if not well managed. Diplomacy is central in the management of external relations. Diplomacy is peaceful instrument of international relations, and security. This requires that the personnel engaged in external relations be effectively trained in order to cope with the changing and complex environment of international relations and security.

Functionalist theory should not be confused with functionalism. While functionalism is deterministic and does not allow flexibility, functionalist theory allow flexibility in response to the changing needs, values and interest of the actors. Therefore, functionalist theory is a flexible approach rather than a tightly-knit theory. In this case factionalists differ from functionalism which is a tightly-knit approach.

Functionalist approach is an alternative to theories of power politics.²⁹ While recognizing the place of the state in international politics and international relations Functionalism concentrate upon making it easier and safer for states to coexist, hence coping with undesirable aspects of power politics in the international system.

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There is need for coordination among states to respond more effectively to the pressure exerted by the growing complexity of the contemporary global society. The structure and jurisdiction of the states is determined by the nature and scope of the needs themselves.³⁰ Functionalism approach to needs, values and interests recognizes the need for cooperation and collaboration to achieve maximum benefit in

²⁸ D. Mitrany, A Working Peace System, (Chicago: Quarangle, 1966), pp. 73-81.

²⁹ P. Taylor and A. J. Groom, "Introduction: Functionalism and International Relations" in A. J. R. Groom and P. Taylor, Functionalism: Theory and Practice in International Relations, (London: University of London Press, 1975), p. 1.

³⁰ C. Pentland "Functionalism and Theories of International Political Integration" in A.J. R Groom and P. Taylor Functionalism: Theory and Practice in International Relations, op. cit., p. 15.

satisfaction of needs, values and interests of states and individuals. The hope of functionalist is that there will be an effective working system that responds to the complex needs, values and interests of actors. Functionalist approach recognizes the need of flexibility and adaptation of states to respond to the rising needs and changes. Therefore, functionalist approach is responsive to the dynamism and complexity of the contemporary international relations and national security.

Functionalist approach to international relations is relevant in this study as it offers an alternative approach to power politics in the international relations. It seeks cooperation and integration of states along functional lines to respond to individuals and state need for welfare. Functionalist approach recognizes the significant need for diplomacy for effective international relations and cooperation among states. It also responds that unless states are well prepared in diplomacy cooperation along functional lines may be difficult to initiate and sustain. Since diplomatic negotiations according to functionalists take place along functional lines diplomacy is important. Therefore, diplomacy training should have a significant place in the state's management of diplomatic service. Functionalist approach is also significant in this study as it asserts that the management of diplomatic service that are rooted along functional line can be achieved and enhanced by diplomacy training of personnel involved in external relations. Well trained personnel in diplomacy are likely to recognize the needs of their states in the face of globalizing world and articulately represent it.

JUSTIFICATION

From the academic perspective, the study traces the establishment of diplomatic missions by independent Kenya and how it has been able to cope with the attendant challenges of persons competent enough to hold post for Kenya abroad. Also the demands for trained diplomats led to the establishment of DTP and later IDIS as a central training facility to offer training to serving and aspiring diplomats. Its development, growth, diversification and challenges facing the training of diplomats are significant. Although there has been assessment on the training of diplomats in Kenya, there is no literature that addresses management of diplomatic service from the training perspective. This study is a contribution to the build-up of literature on diplomatic methods and practice, and management of the diplomatic service. It assesses the management of diplomatic service in Kenya through training.

Secondly, the study can be justified at the policy level. The onus and responsibility of ensuring that Kenya serves its national interests, strategically participates in beneficial international relations and international politics lies squarely on the management of diplomatic service. Training is crucial in the management of diplomatic service. The study is intended to offer relevant information that will be used to improve the management of diplomatic service. The information that will be generated is intended to expose the gap created in the management of diplomatic service by inadequate training. The information generated in this study will help policy makers, administrators and relevant arms of the Kenyan government and the Ministry of Foreign Affairs to formulate policies and coordinate their efforts in training of diplomats for optimal management of diplomatic service.

HYPOTHESES

The past practice in management of foreign policy and diplomatic service has not sufficiently addressed Kenyan interest in international relations.

Diplomatic training in Kenya has not effectively prepared diplomats to manage foreign policy and diplomatic service.

The institutional capacity to facilitate diplomatic training, research and consultancy has not been responsive to effective management of foreign policy and diplomatic service.

RESEARCH METHODOLOGY

PRIMARY DATA

The study will make use of both primary and secondary data. The primary data will be collected from the field by interviews. The questions will be open ended. The study sample shall be drawn from competent personnel from the ministry of foreign affairs, Institute of Diplomacy and International Studies, scholars and researchers in the areas of diplomacy, international relations and international politics

Primary data collection will be important as the researcher goes out to the field to test hypothesis for himself. It also puts the researcher in touch with the reality under study. This method of data collection is important in that it will help to gather information on the subject matter that has not been studied.

SECONDARY DATA

This study will make use of secondary data. It will explore and critically analyze works that have been published in books, journals, articles, newspapers, relevant

papers presented at different fora, print and electronic media that have a relation to this area of study. International Agreements like Vienna Conventions on Diplomatic and consular relations will offer information.

The study will also employ critical reflection on the data collected from the field. This is important as it incorporates the researcher's critical contribution to the study. This will allow critical appreciation of prior studies that have been done on the areas related to the subject under study.

CHAPTER OUTLINE

CHAPTER ONE

BACKGROUND OF THE STUDY

This section of the study presents what the study endeavors to achieve and how to go about to achieve it.

CHAPTER TWO

MANAGEMENT OF FOREIGN POLICY AND DIPLOMATIC SERVICE

This section of the study presents management of foreign policy and diplomatic service in Kenya since independence.

CHAPTER THREE

DIPLOMATIC TRAINING IN KENYA

This section of the study presents diplomatic training in Kenya since 1963. It presents trends and challenges facing diplomatic training.

CHAPTER FOUR

A CRITICAL APPRAISAL OF DIPLOMACY TRAINING IN KENYA

This section of the study presents a critical analysis of training in diplomacy in Kenya and its implication on the management of foreign policy and diplomatic service.

CHAPTER FIVE

CONCLUSION

This section of the study presents the conclusion on the management of diplomatic services in Kenya through diplomacy training.

CHAPTER TWO

MANAGEMENT OF FOREIGN POLICY AND DIPLOMATIC SERVICE IN KENYA

INTRODUCTION

International relations are centered on diplomatic relations. This does not mean that international relations do not occur in absence of diplomatic ties, but diplomacy has been acknowledged as one of the 'peaceful' process of international relations. Diplomacy seeks to articulate a country's foreign policy in international relation. Foreign policy on the other hand, presents the country's interest in international relations. There is intimate relationship among foreign policy and its management and the management of diplomatic service. For effective realization of foreign policy objectives, management of foreign policy and diplomatic service must concomitantly exist as two sides of the same coin.

Realization of the Kenyan interest in the international system relates to the formulation of foreign policy and its management. Foreign policy management relates to the management of diplomatic service. Without going deep into foreign policy formulation, which is a political process within a state with external influences, this chapter examines the management of Kenyan foreign policy and diplomatic service.

FOREIGN POLICY AND ITS MANAGEMENT IN KENYA

The role of a state as a significant actor in both the national and the international arena is enormous. This role continues to be complicated day by day by the ever changing environment, both at the local and international level. The

increasing complexity in the role of the state especially in international relations requires the adoption of a rational and functional foreign policy.

FOREIGN POLICY

Foreign policy is the strategy undertaken by a state or used by the government to guide its actions in the international arena. Foreign policy spells out the objectives state leaders have chosen to pursue in a given relationship or situation and the general means by which state leaders intend to pursue those objectives.³¹ Foreign policy can also be defined as the whole set of decisions and actions of a state in the external domain.³² Daily decisions made by various arms of the government that are involved in international relations are guided by the goal of implementing foreign policy.

Most studies have concentrated on the foreign policy process; how foreign policies are reached and implemented in various states.³³ States establish various organizational structures and functional relationships to create and carry out foreign policies. The foreign policy process is the collection of information by official agents of the government about situations through multiple channels, communication, drafting of memoranda on possible options of actions. Others meet privately outside the official forum to decide how to steer the meetings in certain directions.³⁴ While the government through its agents seeks to achieve certain foreign policy objectives,

³¹ J. S. Goldstein, International Relations, 4th Ed., (New York: Longman, 2001), pp. 163-195.

³² J. C. Magalhaes, The Pure Concept of Diplomacy, (New York: Greenwood Press, 1988), p. 7.

³³ D. J. Gerner, "Foreign Policy Analysis: Exhilarating Eclecticism, Intriguing Enigmas" in International Notes, Vol. 16, No. 3, 1991, pp. 4-19.

³⁴ Ibid. p.164.

there are other constraints that emanate from the internal and international arena. The constraining factor on the government's pursuit of its foreign policy objectives calls for the development of a functional foreign policy, which takes account of the internal and external challenges of the state.

There are three major debates or models on the foreign policy decisions.³⁵ First, the rational model of decision making holds that officials chose actions whose consequences best help to meet the state's established goals and objectives. Secondly, the organizational process model holds that foreign policy decisions emanate from routine administrative procedures, and thirdly, the governments bargaining or bureaucratic politics model holds that foreign policy decisions are as a result of the negotiation among government agencies with different interests in the outcome. While the three propositions or models are identifiable in foreign policy decision making, it is hard to find a government that uses a single model. Most of the governments make use of two or three models at the same time.

Foreign policy decisions are influenced by actions of the individual decision making leaders who are in turn influenced by other factors like their personalities, values, and beliefs ad interests.³⁶ The Psychology of groups also plays a role in foreign policy decisions. The struggle between professional bureaucrats and politicians are evident in determining the direction of foreign policy.³⁷ Public opinion

³⁵ Ibid, p.194.

³⁶ Research Proposal on Understanding Obstacles to Peace in the Great Lakes Region: Actors, Interests and Strategies, submitted by The Concern for Development Initiatives in Africa (ForDIA) Submitted to Peace Conflict and Development initiative International Development Research Centre Eastern and Southern Africa Regional Office. p. 8.

³⁷ M. Mwangi, "The Elusive Quest: Conflict, Diplomacy, and Foreign Policy in Kenya" in P. G. Okoth and B. A. Ogot (Eds), Conflict in Contemporary Africa. (Nairobi: Jomo Kenyatta Foundation, 2000), p. 181.

especially in democratic states influences government's foreign policy decisions. Since many factors influence the government's decisions on foreign policy, a government must adopt a foreign policy that is functional. Functional foreign policy will be able to take into account all the relevant actors' interests and at the same time reduce chances of the government's foreign policy creating friction in the international relations and the domestic arena.

Foreign policy is essentially a reflection of a state's quest for national identity and cohesion.³⁸ This implies that foreign policy is the projection of a state's domestic policy beyond its territorial boundaries. Therefore, foreign policy defines goals, sets precedents, and puts down courses of action, and actions taken to implement those actions.³⁹ This can be long range or short range depending on the state's interest.⁴⁰ At the same time, it should be borne in mind that all states seek to succeed in the conduct of its foreign policy.

KENYAN FOREIGN POLICY

Kenya received its independence in 1963 taking the rights, privileges and obligation in the international political system under international law. Kenya inherited its system of governance from the colonial authorities. The inherited system of governance exhibited some gaps in the response to the national interest of an independent Kenya. The change of regime from Kenyatta to Moi and to Kibaki has had

³⁸ J. W. Spanier, World Politics in an Age of Revolution, (London: Pall Mall Press, 1967), p. 249.

³⁹ K. J. Holsti, International Politics: A Framework for Analysis, 2nd ed. (New Jersey: Prantice-Hall, 1972).

⁴⁰ J. N. Rosenau, "Pre-Theories and Theories of Foreign Policy" in R. B. Farrell (ed), Approaches to Comparative and International Politics, (Evanston IL: Northwestern University press, 1966), pp. 32-49.

significant gap effect on the system of governance and international relations. The gap effect that reflects the three presidential personalities stems from the fact that, all along the Kenyan foreign policy depended on personalities and lacked consistent direction in the absence of a recognizable and written foreign policy document. The process of foreign policy formulation as a political process is beyond the scope of this study. The concern here is on the management of foreign policy that has already been formulated.

Kenya has been having diplomatic relations since its independence. Diplomatic relations aim at protecting and promoting national interests. Kenyan foreign policy can be considered as the understanding and making sense of all the phenomena and undertakings that transcend the Kenyan national border. Kenyan foreign policy is guided by the following fundamental principles⁴¹: national sovereignty, territorial integrity and good neighborliness; promotion of national interest; respect of international law and treaty obligation; non-alignment and peaceful co-existence; settlement of international disputes through peaceful means; opposition to all forms of domination, racism, and other forms of oppression and exploitation; active participation in international and regional organization that stand for peace and for the well-being and progress of humanity.

While these principles have guided Kenyan foreign policy, since independence there has not been a recognizable written foreign policy document. The implication of the lack of a recognizable written foreign policy is the inconstancies on the direction a

⁴¹ Ministry of Foreign Affairs, Strategic Plan 2005-2010. (May 2005), p. x.

country's foreign policy.⁴² Therefore, the foreign policy objectives become short sighted and depend on few personalities and their interest rather than the interest of the nation.⁴³ Having a recognizable written foreign policy would provide a direction in which the country's foreign policy would take and provides a guideline on where the country wants to at a particular time in history. Managers of foreign policy and diplomatic service can have a clear vision for the country in relation to foreign policy management.

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For a long time there was no clearly written and recognizable foreign policy in Kenya. Without a clearly written and recognizable foreign policy, management of foreign policy and diplomatic service is likely to face challenges of consistency, long term vision and casual handling the management process. Kenya has already suffered consequences of such a state of affairs.

During Kenyatta's regime, the Kenyan foreign policy was reactionary in nature to the events in the international system. During this time, Kenya as a new state was struggling with principles of international law and locked in the Cold War divide did not embark on an aggressive foreign policy but devoted its effort to train diplomats to handle its foreign service.⁴⁴ The regime also was in the process of coping with international relations and political system. Moi's regime took a different direction in foreign policy. The Moi regime was more interested in creating *Pax Nairobi* and

⁴² P. L. K. Magero, Obstacles to Peace in Africa: Actors, Interests and Strategies. A Paper Presented at the Second Annual Catholic University of Eastern Africa Philosophy Conference, "The Philosophy of War and Peace" 15th-17th November, 2007.

⁴³ M. Mwangi, "Issues, Problem, and Prospects in Managing the Diplomatic Services in Small States" in Fletcher Forum of World Affairs, Vol. 30: 1, winter 2006. pp. 193-206.

⁴⁴ S. O. Kwasa, "Training of Kenyan Diplomats Since 1962" in D. Kappeler (ed), Training Third World Diplomats, (Geneva: Graduate Institute of International Studies, 1990), pp. 117-124.

CONSEQUENCES OF THE CHANGING FOREIGN POLICY

In the face of written and recognizable foreign policy, Kenyan foreign policy has declined, remained inconsistent and long term visionary. The Kenyatta's regime remained reactionary to the developments and changes in the international system. In such a situation the international environment and actors became a significant factor influencing Kenya foreign policy. As Mwangiri puts it, Kenya adopted an approach of 'wait and see' in its foreign policy during Kenyatta's regime.⁴⁹

During Moi's regime, the foreign policy took a particular direction (regional conflict management). However, this process did not have a consistent guideline hence remained inconsistent. There was no institutional framework that consistently guided the process of conflict management; instead it was president Moi's initiatives that guided Kenya's involvement in the peace processes. The foreign policy of conflict management faced a declining path and saw the coming into the fore of the presidency in foreign policy and diplomacy.

The weakening of the Kenyan foreign policy can also be demonstrated in the management of the Zaire (now Congo DRC) conflict. While Kenya took the first and leading role to call the heads of states to discuss the Zaire crisis in Nairobi, Kenya did not sustain that initiative.⁵⁰ The whole process was hijacked by South Africa. The Kenyan government curved out a mediating role in the initial stages of the peace initiative that led to the signing of the General Peace Agreement on the conflict in Mozambique. Although Kenya did this with considerable success, where the first

⁴⁹ M. Mwangiri, "Issues, Problem, and Prospects in Managing the Diplomatic Services in Small States" in Fletcher Forum of World Affairs, Vol. 30: 1, winter 2006. pp. 193-206.

⁵⁰ M. Mwangiri, Conflict: Theory, Processes and Institutions of Management, op. cit., p. 159.

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direct talks between Frelimo and Renamo were held in Nairobi in August 1989, Kenyan influence in that peace initiative soon declined.⁵¹ Kenya has also been accused of having inconsistency in its foreign policy in apartheid South Africa.⁵² These illustrations demonstrate weakness in the management of Kenyan foreign policy during Moi's regime.

The changing world has put a lot of challenges to states. The dynamism of the world has resulted in the need for significant restructuring in the operation of the governments, both at local and international policy making levels. Most significant changes in Kenya started to be observed in the management of the public service with the coming to power of the NARC Government in 2003.⁵³ The management of public service requires that there be transparency, delivery of services to the Kenyan citizens and fight against corruption. This calls for professionalism in the management of public service, and more importantly the drawing of strategic plan by the heads of different sections of the public service. It is against the strategic plans that the budget is allocated and the strengths of the management of the public service and the judgment on competence can be assessed. This new wave has not spared the ministry of foreign affairs either.

States have limited financial resources. This is even more prominent in the poor states. Kenya being a poor state, there is a gap in resource allocation in the

⁵¹ B. Posthumus, "Mozambique: An End to an Imported War" in M. Mekenkamp, P. Van De Veen (Eds), Searching for Peace in Africa: An Overview of Conflict Prevention and Management Activities. op. cit., p. 416.

⁵² C. M. Katumanga, The Politics of Foreign Policy Executive: Consistencies and Inconsistencies in Kenya's Foreign Policy Towards South Africa 1978-1992. (MA Thesis Submitted to the Department of Government, University of Nairobi, 1995).

⁵³ Directorate of Personnel Management, Strategic Plan 2004-2008, (September, 2005). See also, Ministry of Foreign Affairs, Strategic Plan 2005-2010, (May 2005), p. x, art., 1.

strategic plans of different ministries. While this is the case, it is important that the little resources that are available be distributed equitably and effectively managed for optimal benefit to the country. The strategic plan of the ministry of foreign affairs reflects the resource gap.⁵⁴ The challenges of resource gap impacts the effectiveness of the Kenyan ministry of foreign affairs to deliver foreign policy and diplomatic benefits to the nation. The limited resource allocation for the ministry of foreign affairs necessitates the change in its management of foreign policy and diplomatic service. With the drawing of the strategic plan for the ministry of foreign affairs (2005-2010), the challenge that confronts the ministry is its implementation.

While Kenya has developed and pursued its foreign policy since independence, it did not have a recognizable and written foreign policy. Lack of a foreign policy document in Kenya evoked a debate on whether to have a written foreign policy document or have a 'wait and see' approach to foreign policy.⁵⁵ While the approach of 'wait and see' has been employed in the past, it can not be projected to continue in the near future as international relations and diplomacy continue to grow and become complex. In East Africa, Tanzania pioneered an attempt to draft a foreign policy document.⁵⁶ Later, Kenya followed suit in drafting a foreign policy document.

From independence to the late 1970s, Kenya did not have a long term strategic vision on its conduct of foreign policy. It embraced *ad hoc* approach in its conduct of foreign policy. Therefore, the foreign policy was conducted in a reactionary way to bilateral and multilateral international relations without shaping a consistent and

⁵⁴ Ministry of Foreign Affairs, Strategic Plan 2005-2010, pp. xi-xii and 43-44.

⁵⁵ M. Mwangi, "Issues, Problem, and Prospects in Managing the Diplomatic Services in Small States" in Fletcher Forum of World Affairs, op. cit., pp. 196-198.

⁵⁶ United Republic of Tanzania, New Foreign Policy, (Dar-es Salaam: Government Printer, 2001).

coherent operational setting.⁵⁷ Such an approach is a short sighted one and cannot be projected to continue in the future.

In the 1980s, Kenyan foreign policy under Moi's regime took a different direction. Kenyan foreign policy revolved around conflict management instead of being reactionary to the unfolding circumstances and events of the international environment as was the case in Kenyatta's regime. Realizing that Kenyan national interest in the region seemed remote in the presence of many protracted and dysfunctional conflicts in the Great Lakes, Horn of Africa and the East Africa conflict systems in which Kenya is part,⁵⁸ Kenya sought to address its interest by managing conflicts in these conflict systems. The conflict management attempts by Kenya in the 1980s also went down to the South African conflict region as observed in the 1989 management initiative on the conflict in Mozambique.⁵⁹ Kenya's engagement in the management of conflicts in Africa was based on an attempt to secure outcomes that would serve Kenya's contemporary and future interests better.⁶⁰ In making Kenya appear in the diplomatic map, the period of 1980s served in bringing Kenya into picture and this period can be referred to as, the golden period of Kenya's diplomacy of conflict management.⁶¹

⁵⁷ K. Orwa, "Continuity and Change: Kenya's Foreign Policy from Kenyatta to Moi" in W. O. Oyugi, (Ed), *Politics and Administration in East Africa*, (Nairobi: Knorad Adneur Foundation, 1992), Pp. 359-394.

⁵⁸ M. Mwangi, Conflict: Theory, Processes and Institutions of Management, op. Cit., pp. 76-85.

⁵⁹ B. Posthumus, "Mozambique: An End to An Imported War" in M. Mekenkamp, P. Van De Veen (Eds), Searching for Peace in Africa: An Overview of Conflict Prevention and Management Activities, Op. Cit., Pp. 413-421.

⁶⁰ M. Mwangi, "Issues, Problems and Prospects in Managing the Diplomatic Service in Small States" in The Fletcher Forum Of World Affairs, Vol. 30, No. 1 (Winter, 2006), P. 197.

⁶¹ M. Mwangi, "Issues, Problems and Prospects in Managing the Diplomatic Service in Small States" in The Fletcher Forum Of World Affairs, op. cit., pp. 197-198. See also, M. Mwangi, "The Elusive Quest: Conflict, Diplomacy, and Foreign Policy in Kenya" in P. G. Okoth and B. A. Ogot (Eds), Conflict in Contemporary Africa, op. cit., pp177-189.

While this foreign policy and diplomacy of conflict management took centre stage although not consistently sustained in the 1980s, it declined during the 1990s. The declining trend in the 1990s was occasioned by the emerging regional actor with similar diplomacies like Ethiopia and Djibouti and South Africa after the end of the Cold War. This can be demonstrated in the management of the Mozambique in 1989 where Kenya led to initiate the process but soon found its influence declining in the whole process which led to the signing of the General Peace agreement in 1992. Another declining trend can be found in the case of the then Zaire (now Congo DRC) conflict in which the Kenyan government summoned the heads of states to discuss the ways and methodologies of resolving the Zaire conflict. The declining role is demonstrated in the fact that Kenya took the first and leading role to manage the Zaire conflict, but the whole process was soon hijacked by South Africa. Although it has been argued that the management of Zaire crisis by Kenya did not take place in an institutional framework, it reflects the declining role of Kenya's foreign policy and diplomacy of conflict management. In the years of 1990s Kenya seemed to suffer from the end of the 'golden period' of the foreign policy and diplomacy of conflict management.

With the declining role of Kenyan foreign policy and diplomacy of conflict management in the 1990s, Kenya started to revitalize its foreign policy of conflict management. This can be seen in the management of the Sudan conflict from 1995 and Somalia conflict from 2000. Although Kenya took a leading role in the management of these conflicts, it did so under an institutional framework contrary to that of Uganda in 1985, Mozambique in 1989 and the then Zaire in 1996. Even

though the management of the Sudan and Somalia conflicts was not strictly a Kenyan affair, Kenya played a significant role by hosting and providing the chief mediators. With the conclusion of the IGAD mediation on the Sudan and Somalia conflicts and subsequent signing of peace accords, Kenya received significant credit in its diplomacy of conflict management although the same credit also went to IGAD and friends of IGAD, and IGAD and neighboring states for the Sudan and Somalia peace processes respectively.

The involvement of Kenya in the management of the Sudan and Somalia conflicts were based on *ad hoc* arrangement on which personalities played a significant role than a clear direction on the Kenyan foreign policy with national interests.

Such approach to foreign policy exhibits gaps in the management of foreign policy. It is possible to conclude that, although Kenya especially in the 1980's onward centered on conflict management, its foreign policy was in a state of ambiguous motion since independence. This incapacitates the management and direction of the Kenyan foreign policy.

There is a need to have a recognizable and documented foreign policy statement that will guide the direction Kenyan foreign policy will take to advance its interest in the international system. With such recognizable and written foreign policy, it may become easy for the implementers to move ahead and implement it consistently without taking the option of let us "wait and see" or managing foreign policy on an *ad hoc* basis based on the personalities in power. Therefore, the attempt to draft the Kenyan foreign policy has pointed a direction in which the ministry of

foreign affairs and its diplomatic service can be assessed in performance and organize itself in a result oriented manner.

The reason of drafting the Kenyan foreign policy is to reduce or remove the challenges of *ad hoc* foreign policy or the “wait and see” foreign policy that has characterized the conduct of Kenyan foreign policy in the past. Such an attempt endeavors to propagate strategic management and implementation of Kenyan foreign policy.

Foreign policy serves the interest of the nationals.⁶² This understanding again poses a challenge in the drafting of a countries’ foreign policy. Requiring many debates by the citizens and other actors within the country, which will eventually lead to consensus to minimize or even remove non-partisanship in the Kenyan foreign policy. Since the drafting foreign policy document encourages the development of a clear vision and specific mission for foreign policy, it must be borne in mind that the whole process must be done for the interest of the citizens as compared to the interest of the elites. This then requires that the Kenyan foreign policy draft should be put open for public debate and discussion to ensure that it serves the interest of the citizens as opposed to the few elites.

⁶² See T. A Coulombis and J. H. Wolfe, Introduction to International Relations: Power and Justice, (New Delhi: Prentice-Hall, 1986), Pp. 118-127. See Also C. O. Lerche And A.A. Said, Concepts Of International Politics: In Global Perspective, 3rd Ed. (New Jersey: Prentice-Hall, 1979), P. 23.

DIPLOMACY AND MANAGEMENT OF DIPLOMATIC SERVICE

DIPLOMACY

There is a general and restrictive definition of diplomacy.⁶³ Generally, diplomacy can be said to be the conduct of international relations by non violent means. This definition embraces a wide spectrum of international actors ranging from sovereign states, international and supranational organizations and other lesser international actors like Holy See, governments in exile, belligerents and liberation movements. In a more restricted way, diplomacy is the conduct of international relations by official agents of the state, international organizations and other international actors. Even deeper, diplomacy can be seen as the conduct of relations between sovereign states by members of their respective foreign services. Diplomacy can be considered as the art of convincing without resort to force, and strategy of the art of winning with the least possible cost.⁶⁴

Diplomacy serves as an instrument of foreign policy. It is the peaceful means of advancing foreign policy by convincing other states on one's foreign policy. International relations and politics involve interaction of different national foreign policies. This interaction of foreign policies of different states poses a threat of conflict. Diplomacy serves as the best devised means by human beings to harmonize diverse foreign policies without resort to force. Diplomacy is an instrument by which foreign policy is implemented in a non-violent way. Because of its perceived peaceful

⁶³ D. Kappeler, M. Mwangi and J. Odera, Diplomacy: Concepts, Actors, Organs, Process and Rules, (Nairobi: Institute Of Diplomacy And International Studies, 1994), p. 4.

⁶⁴ J. C. Magalhaes, The Pure Concept Of Diplomacy, op. cit., p. 9.

approach, it is the popularly accepted way of conducting international relations, and advancement and implementation of foreign policy.

The end of foreign policy formation is its implementation. The peaceful instrument of foreign policy is diplomacy, while the typical violent instrument is war.⁶⁵ Since war as a means of foreign policy causes friction in international relations, diplomacy remains the best alternative in the advancement of foreign policy and the conduct of international relation.

ISSUES IN KENYA DIPLOMATIC RELATIONS

While it is recognizable that implementation and management of foreign policy is necessary for Kenya to achieve its national interest in the international arena, the implementation of foreign policy can be effectively achieved in the face of effective management of diplomatic service. On the other hand, management of diplomatic service can be effective in the face of an effective recognizable and written foreign policy. Without such recognizable foreign policy, the management of diplomatic service can not be evaluated on the basis of the strategic plan and existing foreign policy.

✕ Exchange of diplomatic mission is central in an effective conduct and management of foreign policy. Although there can be diplomatic relations without exchange of diplomatic missions,⁶⁶ it is essential to establish foreign missions for the operation of a functional foreign policy. However, there are many considerations that

⁶⁵ Ibid., P. 9.

⁶⁶ D. Kappeler, M. Mwagiru and J. Odera, Diplomacy: Concepts, Actors, Organs, Process and Rules, op. cit., p. 7.

should be put forward and evaluated before establishing foreign missions. One of the most significant is the consideration that diplomatic missions are very expensive to run and maintain. Taking into account Kenya's poor economy, there should be a clear and rational policy on how the missions will be established, their geographical location, their staffing and the performance expected on delivering on the promises of the country's foreign policy.⁶⁷ Proper and effective implementation of foreign policy necessitates a clear and deliberate policy on the management of foreign policy and diplomatic services. In the absence of such management, Kenya's foreign policy is likely to score poorly in delivering its promised goods to the citizens. At the same time, it may be difficult to assess the performance of the Diplomatic service.

Despite many considerations made to determine the establishment of diplomatic missions, it is important to consider economic and political factors. The deeper the economic and political relations that should be fostered, the deeper the compelling force to establishment of diplomatic mission. Although this may be the case, it should be noted that where there is an alternative channel for diplomacy, bilateral diplomacy can be ignored. A case for this situation was during the first East African Community. The three countries of this community, that is, Kenya, Uganda and Tanzania did not exchange diplomatic mission arguing that they had a forum in which they conducted diplomatic relations. In this way, they did not need to establish bilateral diplomatic relations. It is also important to consider the number of nationals that exist in another country. This factor also comes into play in determining the establishment of diplomatic relations and opening of diplomatic mission.

⁶⁷ M. Mwagiru, "Issues, Problems and Prospects in Managing the Diplomatic Service in Small States" in The Fletcher Forum Of World Affairs, op. cit., p. 199.

As noted earlier, Kenya is state with poor and limited resources to establish, run and maintain many diplomatic missions that are very costly without many considerations. Resource limitation among others necessitates the consideration of the level of diplomatic representation. At times, it is notable that, some cases require the establishment of diplomatic mission while others may require an establishment of consular relations. This again raises another consideration that, while diplomatic mission can conduct consular services, consular office cannot conduct diplomatic relations.⁶⁸ Another consideration is whether the diplomatic mission should be resident or represented from elsewhere. While resident representation has been perceived to upgrade diplomatic relations, it is notable that, this approach may not be sustainable for the Kenyan poor economy. Multiple accreditations of diplomatic missions within particular geographical regions perhaps may serve Kenya better. Although some states may look at this with contempt as downgrading diplomatic relations, multiple accreditation within a particular region may serve to reduce the cost for conducting diplomatic relations. It may also be widely representational taking into account some states that have been unrepresented and their economic and political potentials unexplored in the past.

MANAGEMENT OF FOREIGN POLICY AND DIPLOMATIC SERVICE

The state's involvement in diplomacy is to influence international relations and politics for its own maximum advantage, but also, with an international responsibility

⁶⁸ D. Kappeler, M. Mwagiru and J. Odera, Diplomacy: Concepts, Actors, Organs, Process and Rules, op. cit., pp. 48-55.

that such state's policies are in the interest of world harmony.⁶⁹ Foreign policy serves the interest of the state, while diplomacy implements a countries foreign policy. Foreign policy and diplomatic service are concomitant realities. It is not possible to talk of one without evoking the thought of the other either explicitly or implicitly. Foreign policy guides the type of diplomacy a state adopts in international relations. Through foreign policy, diplomacy finds its expression. On the other hand, diplomacy implements foreign policy objectives in the process of international relations. This means that there is need for a coordinated approach in their management, without which foreign policy and diplomatic services can perform far much below the expectation in terms of delivering their benefits in the globalized and yet globalizing world.

With increased information technology and globalization, there is a question on whether there is need for or necessity of having permanent diplomatic missions or not.⁷⁰ According to Ducci, diplomatic missions in friendly countries are useless while those in hostile countries risky. While this remains a relevant question for debate in the contemporary international relations, it is important to note that for the effective management of foreign policy and diplomacy, permanent missions are important even though they are very expensive especially to poor economies like Kenya. Economic constraints facing Kenya necessitate the need to have fewer diplomatic missions that are representational and cost effective. In this way, multiple accreditation remains an option for Kenya in the management of foreign policy and diplomatic service.

⁶⁹ R. G. Feltham, Diplomatic Handbook, 5th Ed. (New York: Longman, 1988), p. 1.

⁷⁰ The Times, London, January 5th 1980.

While multiple accreditation may pose its challenges in the management of foreign policy and diplomatic service to Kenya, it is important for the managers of foreign policy and diplomatic service to devise ways in which they can sell the idea of multiple accreditation to other states such that it does not look like downgrading diplomatic relations. This can be done effectively by incorporating this strategy of representation in the strategic plan for the ministry of foreign affairs. When the representational policy is incorporated in the strategic plan of the ministry of foreign affairs, it may be relatively easier to convince the other states that multiple representation is not in any way downgrading diplomatic relations but a matter of state policy.

In the world that is already globalized and continuing to globalize, diplomacy should be able to deliver its fruits. Kenya should evaluate the performance of diplomatic missions. This calls for a continuous review of the diplomatic mission and their location. This can be done periodically especially during the drafting of every strategic plan for the ministry of foreign affairs. This should be done in such a way that there is a consideration on the performance of diplomatic mission in terms of delivering its fruits in the face of the changing foreign policy. Evaluation should also account for the diplomatic staffing. Since the performance of foreign policy and diplomatic service is related to the personnel involved in the conduct of diplomatic relations, it is important that the missions be staffed effectively. This ranges from sufficient staffing to staff qualification and utilization. The issue of staff being central in this study it will elaborately addressed in chapter three.

In the management of foreign policy and diplomatic service, it is important that the utilization of the staff involved in the diplomatic service is optimal. Diplomatic missions should also be optimally located, that is, it can be in one state or one mission can be utilized for representation of Kenya in several countries within a particular geographical region. The reason for doing all this is to manage foreign policy and diplomatic service in such a way that there will be optimal performance in terms of delivering their fruits at a minimum cost. While there is an entire need for effective diplomatic relation in the age of globalization, the rationale for the management of foreign policy and diplomatic service is to take into account the limited resources facing small or poor economies like Kenya. Therefore, Kenya needs to change significantly from the approach that involves the quantity of diplomatic representation to that of the quality of diplomatic representation. This will be able to salvage Kenya from resource deficit in its diplomatic conduct against the delivery of the diplomatic goods.

The future of Kenyan foreign policy and diplomacy lies in the management of foreign policy and diplomatic service. As Mwagiru contends, it will be effective in the presence of a clear stand on principle and vision of the representation policy.⁷¹ Multiple accreditation offers a better alternative for Kenya. Although multiple accreditation may have some negative political implication like perception of downgrading diplomatic relations, its benefit for poor economies like Kenya is far reaching.

⁷¹ M. Mwagiru, "Issues, Problems and Prospects in Managing the Diplomatic Service in Small States" in The Fletcher Forum of World Affairs, op. cit., p. 200.

Multiple representations will ensure that Kenya is represented in many countries, individual representation in all states or even in those that Kenya has serious political and economic interests is very expensive. Multiple accreditation will help in making significant saving in maintaining and running diplomatic missions abroad. Such saving can be employed to improve the quality of performance of the few but representational diplomatic missions in terms of delivery of diplomatic fruits for example by employing information technology. Multiple accreditations will also help Kenyan poor economy to save from the optimal utilization of diplomatic staff. On the other hand, optimal utilization of diplomatic staff reduces the costs of paying and maintaining many diplomatic staff and their families abroad.⁷² If Kenya employs an approach of multiple accreditations, it is likely to address its resource deficit, which is reflected in the Ministry of Foreign Affairs' Strategic Plan 2005-2010 and also embrace an even representation taking into account those states like in the Latin America whose political and economic potentials have not been seriously explored since independence. The performance and improvement in the management of diplomatic service owes a great deal of its success on well trained cadre of diplomats.

This is the best direction for the future of Kenyan foreign policy and diplomatic service, which is quality oriented as opposed to quantity in the delivery of diplomatic fruits. Therefore, in so doing, Kenya is likely to develop and sustain not only a rational but also a functional, coherent and consistent foreign policy and diplomatic service.

⁷² Ministry Of Foreign Affairs, Kenyan Foreign Service Regulation, 2000.

CHAPTER THREE

DIPLOMACY TRAINING IN KENYA

INTRODUCTION

The previous chapter dealt with management of foreign policy and diplomatic service. It is realized that there is a significant need to manage the foreign policy and diplomatic service for the realization of the national interest in the international arena. For the realization of effective management of foreign policy and diplomatic service there is need for the drafting of a rational foreign policy which should be subjected to wide debate in the state to be representative in terms of national interest. This should also be subjected to the reduction of the cost the implementing the foreign policy. At the same time, the representation of Kenyan foreign policy should be extended to all parts of the world. Although this seems to be an ambitious undertaking and very expensive, the cost can be cut through multiple accreditation. Through the services that the foreign service offers like visa issuance, it should be able to generate some revenue and commercialize some services like Cleaning and security that seem expensive to run. In this way, the foreign service will be able to generate some resources while cutting the cost of running the foreign service.

The management of foreign policy and diplomatic service to deliver effectively the fruits of diplomacy requires the availability of competent personnel in the foreign service. This translates also to reduction of foreign service personnel while making those that remain in the foreign service competent in delivering the benefits of diplomatic relations. While there is a need to deliver strategic diplomatic benefits by the foreign service, the training of diplomatic personnel is central and critical to this

success. Unless there is proper and timely training of the personnel involved in the foreign service, the management of foreign policy and diplomatic service cannot be effective. This chapter is devoted to the training of foreign service personnel for the realization of effective management of the foreign policy and diplomatic service.

TRAINING AND CAPACITY BUILDING POLICY IN THE KENYAN CIVIL SERVICE

The world is evolving drastically posing complexity in the conduct of affairs. This fast moving world requires effective and efficient personnel to cope with the changes and complexity. Training and capacity building is crucial in any successful organization. It enhances the capacity of the staff to perform more effectively and efficiently.⁷³ It also improves service delivery. Without proper training that matches the changing world and its complexity, the service delivery and aspired objectives of an organization will not be met.

Effective training should be based on training needs assessment (TNA). In this way, training will be done with the aim of improving on the inadequacy of knowledge and skills that inhibits the performance of the staff and delivery of services by an organization. At the base of any effective training, training needs of the organization should be of priority.⁷⁴ An organization needs to have a comprehensive training needs assessment where training objectives can be linked to organizational goals and objectives.

While training is central to the performance and delivery of services in any organization, the same is true for the government. The government has to perform

⁷³ Government of Kenya, Recruitment and Training Policy, (Nairobi: Government Printer, May 2005), p. 1.

⁷⁴ Government of Kenya, A Manual on Managing the Training Function in the Public Sector, May 1999.

some functions both internally and externally. The citizens also expect to get some services from the government. The demand increases as one ascends the managerial cadre. The Public Service Recruitment and Training Policy of May 2005 recognize that this staff require to train in policy formulation and project implantation. "All officers in the managerial cadre shall undertake training in policy formulation and project management."⁷⁵

Training is crucial in the success of any organization. The Training Policy Manual for the Public Service⁷⁶ asserts that training plays a key role in improving the performance of the service to realize national goals and objectives. The first phase of training in Kenya was the Kenyanization programme. This is when the training function was aimed at preparing indigenous Kenyans to take over from the colonial administration.

The need for training and re-training cannot be gainsaid owing to constant dynamic societal changes with new values, aspirations, leadership, technology, and globalization. According to the National Development Plan (1979-1983)⁷⁷, the government indicated that it would deliberately use training as one of the effective tools to increase the performance capabilities of its employees. This demonstrates the government's commitment at least in policy to train its staff for service delivery.

Kenya received her independence in 1963 and immediately sought to Kenyanize the civil service. This means that Kenyans started taking senior government offices and attendant responsibilities. However, some of the personnel

⁷⁵ Government of Kenya, Recruitment and Training Policy in the Public Service, (Nairobi: Government Printer, May, 2005), p. 12.

⁷⁶ Ibid.

⁷⁷ Government of Kenya, National Development Plan (1979-1983), Chapter 10, paragraph 10.9

who took some of the offices were not professionally competent. Most of them were junior clerks or even messengers in the colonial administration. Such personnel lacked the knowledge and skills necessary for the jobs they had taken. Some overcame this challenge by training, but others were unable to overcome the challenge. Because some civil servants were unable to cope with the challenges of knowledge and skills needed for the job they had taken made the government perform below the standards expected by its citizens. Such staff consumed resources in terms of salary and delivered too little in terms of service delivery.

Training and capacity building in the civil service was very central in addressing the deficit in both the personnel and required skills. The government deliberately took an initiative to train the civil servants.⁷⁸ This was to build the required pool of personnel and skills to run the state affairs.

The response to the lack of skilled personnel in the emerging Kenyan civil service saw the opening of a training institution for the civil servants. The deficit of competent personnel in the Kenyan civil service reflected itself in the foreign service. The foreign service requires specific skills on international relations. With the lack of either training capacities or lack of the understanding on the positive impact of the management of foreign policy and diplomatic service, it took Kenya a long time to establish training institutions to train diplomats and personnel involved in diplomacy and international relations. While Kenya initiated a Kenyan training facility for the civil servants involved in administration earlier enough within the country, it did not

⁷⁸ See <http://www.amdin.org/publications/first-report/kenya-institute-muketha.html>.

do the same for diplomats. Kenya utilized western training institutions until 1973 when the Diplomacy Training Programme was initiated at the University of Nairobi.

TRAINING KENYAN DIPLOMATS

The rapid expansion of diplomatic service by newly independent states in the 1950s and early 1960s created a problem of qualified personnel. This condition adversely affected the small states that had gained independence and those with small diplomatic service that were forced by circumstances to expand their diplomatic service in a hurry.⁷⁹ This created a personnel crisis as there were few competent personnel to handle expanded diplomatic service. Even those that were trained in diplomacy and international studies lacked the experience to manage foreign policy and the diplomatic service. Although the crisis of personnel should not be equated or confused for the crisis of the diplomatic institutions,⁸⁰ the personnel crisis has a lot of implication to the diplomatic institutions. It is important to notice that “the resources of diplomatic service are mainly human”. It is imperative that to recruit the right people, train them not only at the outset of their career but throughout their career to provide them with the infrastructure that will ensure that they are in a position to deliver in their work.⁸¹ The personnel crises reflect themselves in the state’s management of foreign policy and diplomatic service. The management of foreign policy and diplomatic service imply the ability of the state to

⁷⁹ J. C. De Magalhaes, The Pure Concept of Diplomacy. Trans. By B. F. Pereira, (New York: Greenwood Press, 1988), pp. 97-98.

⁸⁰ Ibid., p. 98.

⁸¹ R. Marshall, *Positive Diplomacy*, (New York: Pulgrave, 1999).

utilize personnel in the foreign ministry efficiently.⁸² Therefore, the personnel involved in the management of foreign policy and diplomatic service are able to utilize the available information to base their decisions. In this way, the management of foreign policy becomes a dynamic process that should be nurtured to deliver the fruits of diplomacy to the country.

At the eve of independence Kenya did not have trained diplomats, yet it had gained the status of a state under international law. The need to have diplomatic representation was pressing to the independent government due to the gained status of a state yet there were no well trained diplomats to take up the service. Therefore, there was a need to train personnel in the area of diplomacy and international relations.

Having joined the international system during independence with inadequate professional diplomats, Kenya started to train its diplomats with the assistance of Carnegie Foundation at Columbia University, New York. This was done on a crash course programme. Such a course was done over a short period while the system did not account for the African or Kenya unique situation in the international system.

Although Kenya utilized the facility of the western country to train its diplomats, this approach was ineffective, as the institutions of training were meant for non-African countries and according to criteria of those countries' foreign policy orientation. Their policy orientation and objectives of training, curriculum and setting were more western than African inclined. This did not prepare the first generation

⁸² M. Mwangi, "Issues, Problem, and Prospects in Managing the Diplomatic Services in Small States" in Fletcher Forum of World Affairs, Vol. 30: 1, winter 2006. pp. 201-206.

diplomats well enough to identify their own countries needs and priorities and consequently defending them at the international level.

This necessitated the formation of a training facility that could respond to the vacuum created by training foreign service staff in a foreign institutions. In 1973, Diplomacy Training Programme (DTP) was establishment at the University of Nairobi.⁸³

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The Diplomacy Training Programme (DTP) was initiated by the Ministry of Foreign Affairs in collaboration with the University of Nairobi with the support of Carnegie Endowment for International Peace. DTP as a section of the Department of Government at the University of Nairobi offered a postgraduate diploma in international relations only to government officials who were already diplomats or aspiring diplomats. Later, DTP was transformed into the Institute of Diplomacy and International Studies (IDIS). Presently IDIS is governed by Statute XVIII, sections 44 to 50 of the University of Nairobi statutes. Since its inception IDIS has modified itself in many ways to respond to the need for professional diplomats.

There is a gap that exists in the Ministry of Foreign Affairs in Kenya. There is a significant gap that exists in the staff qualifications, training, and posting policy.⁸⁴ Entry into the foreign service requires one to have a bachelor's degree in social sciences. It is after entry to the Ministry of Foreign Affairs that one was allowed to take training in international relations at a postgraduate diploma level. This programme of postgraduate diploma in international relations at Institute of

⁸³ Institute of Diplomacy and International Studies Prospectus, 2002.

⁸⁴ M. Mwangi, "Issues, Problem, and Prospects in Managing the Diplomatic Services in Small States" in Fletcher Forum of World Affairs, Vol. 30: 1, winter 2006. pp. 193-206.

Diplomacy and International Studies, University of Nairobi gives priority during admission to the government officials who have at least one year experience in the service.⁸⁵ In the attempt to be more responsive to the need for well seasoned diplomats the MFA has gone an extra mile to create an institute within the foreign service (Foreign Service Institute) to train diplomats. The 2007 new entrants to the foreign service received their induction training from this institute.⁸⁶ Although the institute is still young, it is indicative that it may lack high level academic training that could serve as an incentive for the diplomats to continuously engage in training.

While there we deliberate attempt to create African oriented training institution for diplomacy and international relations in Kenya, interviews with the senior and old staff of the Ministry of foreign affairs indicate that there is continuous reliance on foreign institutions to train Kenyan diplomats.⁸⁷ Up to today, the Kenya ministry of foreign affairs continues to utilize foreign institutions to train their diplomats. While can be important in articulating issues in the international arena, over reliance on them to train diplomats may not respond to the need and interests of Kenya in terms of preparing diplomats to deliver the fruits of diplomacy.

There are few personnel in the Ministry of Foreign Affairs that have done masters and doctoral studies in International studies. According to one of the senior human resource officer at the Ministry of Foreign Affairs, there is no guarantee for training at the masters or doctoral level.⁸⁸ The only requirement for entrant to the

⁸⁵ See University of Nairobi Calendar 2006-2007, P. 615.

⁸⁶ Interview with junior diplomats in the ministry of foreign affairs

⁸⁷ These sentiments were drawn from interviews with Mr. L. Kiruthu-First Counsellor, Helen Gichuhi – Public Relations Officer, Amb. Ogutu, Hussein Muhammad among other staff who preferred anonymity.

⁸⁸ Interview with Head of Human Resource Department at the Ministry of Foreign Affairs

ministry of foreign affairs is a first degree in social sciences. There after will be a three months induction course at the ministry's institute. The training at postgraduate diploma and above is done at the discretion of ministry and depends on the need at particular time. There is no specific training programme for the staff in the ministry of foreign affairs beyond the three months induction course. The officer further explained that the ministry of foreign affairs is guided by the public service recruitment and training guidelines. Therefore, further training is done on an *ad hoc* basis. This means that most staff in the Kenyan ministry of foreign affair are not strongly trained in the changing circumstances of international relations and diplomacy.

According to the interview with the First Counsellor in the ministry of foreign affairs it is about three staff with Doctoral qualifications and about 40% of staff with Masters Qualifications.⁸⁹ The staff's specialization capacity in specific areas of diplomacy and regional understanding is below what is the expectation of the complex changing environment in diplomacy and international relations. Although this approach served Kenya in the past, the complexity and dynamism of international relations and diplomacy renders the approach/practice unsustainable. This call for urgent training of the staff of the ministry of foreign affairs to the level of masters and Doctoral level in Diplomacy and international studies to enable them responds to the complexity of international relations and diplomacy. The personnel involved in the management of foreign policy and diplomatic service should even take three years to do doctoral studies in international studies.

⁸⁹ Interview with Mrs. Lucy Kirithu – First Counsellor ministry of Foreign affairs

In an *ad hoc* training system diplomatic personnel are not guaranteed to effectively specialize in their areas of work in foreign service and geographical regions. All these have challenges in the representation, articulation and management of Kenyan foreign policy. Unless high standards of professionalism and specialization is maintained in the Ministry of Foreign Affairs, Kenya may be lagging or even regressing in international relations and diplomacy.

There is a need for a rational posting policy in the Ministry of Foreign Affairs. Having such a policy will enhance a coherent and consistent response to the complex challenges of international relations and diplomacy.⁹⁰ This recognizes the needed collaboration between recruitment, training and posting of diplomats.⁹¹ Without such a link, it may be hard to have Kenyan foreign policy articulated and effectively represented. Ineffective representation of a state's foreign policy has significant negative consequences on the promotion of national interest in the complex, dynamic and globalizing international system.

The foreign service enters within the wide spectrum of civil service, which allows the movement of civil servants in and out of the foreign ministry.⁹² Therefore, cases of mid career entry in the ministry of foreign affair and transfers from ministry of foreign affairs are possible or are allowed. It is evident that mid career entrants in the foreign service has been practiced in Kenya. Although most of the foreign service personnel have not been removed from the ministry of foreign affairs, it is open that

⁹⁰ M. Mwagiru, Diplomacy.: Documents, Methods and Practice. (Nairobi: Institute of Diplomacy and International Studies, 2004), pp. 147-148.

⁹¹ J. M. Njau, The Management of Foreign Service in Kenya Since Independence: A Critical Analysis of Posting Policy, (A Masters Dissertation Submitted to the Institute of Diplomacy and International Studies of the University of Nairobi, 2007), pp. 1-2.

⁹² Dietrick Kappeler, The Problem of Training Diplomats for Africa, (Diplomacy Training Programme, University of Nairobi)

they can be transferred from the ministry if the civil service so wished. This means that there is no guarantee to for the personnel already in the foreign service to work in the ministry the rest of their time to retirement. The lack of such guarantee to work in the foreign service does not motivate the personnel in the foreign service to develop their skill and specialize in specific areas or sections in diplomacy. This is because they may not be sure how long they are to remain in the foreign service or Ministry of foreign affairs. The same trend in the civil service challenges the effort by the foreign ministry to train its personnel as there is no guarantee that the staff will remain serving in the ministry of foreign affairs or will be transferred while training or shortly after training. In such an approach to the civil service in general and ministry of foreign affairs in particular challenges training of service personnel in foreign service as they can be transferred from the foreign ministry anytime in their career.

While the training of Kenyan diplomats and personnel involved in foreign relations has been taking place both in foreign and local training institutions, it is notable that not all diplomats and government officials involved in foreign relations have been effectively trained in diplomacy. Worse still is that, even those trained in diplomacy have not been competently or effectively trained in the management of the management of foreign policy and diplomatic service. Njau working in the ministry of foreign service observes that diplomats learn about management of foreign service through rotation within the departments in the foreign ministry headquarter at least

for two years before they are deployed in the missions.⁹³ There is no deliberate training system for the management of foreign policy and diplomatic service.

The academic training trend involves diplomacy in general, history and method; international relations and foreign policy analysis; international business and economics; international law; international organization and political system; research; international conflict and security.⁹⁴ While this is the general trend in training, those that have been trained in the western institutions have not been effectively prepared to respond to the Kenyan needs and interests. This is because; the western institutions of training are set to train diplomats to respond to the interests and according to the western criteria. This is disastrous as the responsibility in terms of managing the foreign policy and diplomatic service of a developing country like Kenya

Such training trends demonstrate a missing link in training, professionalism and deployment of diplomats in Kenya. Deployment of such inadequately prepared personnel in diplomatic missions is disastrous for the implementation of Kenya foreign policy.⁹⁵ This is because the complex and dynamic international political system will not favor national interests of those states that will not train its diplomats to effectively and competently conduct and manage international relations and diplomacy. The Kenya is faced with the challenge of competently training its foreign personnel to effectively manage foreign policy and diplomatic service.

⁹³ J. M. Njau, The Management of Foreign Service in Kenya Since Independence: A Critical Analysis of Posting Policy, op. cit. pp. 56-59.

⁹⁴ See Brochure of IDIS: See, UISU <http://www.usiu.ac.ke/programs/programs/undegraduate/ir.htm>; and <http://www.usiu.ac.ke/programs/programs/graduate/ir.htm>:

⁹⁵ M. Mwangi, "Issues, Problem, and Prospects in Managing the Diplomatic Services in Small States" in Fletcher Forum of World Affairs, op. cit., p. 203.

ASSESSMENT ON THE TRAINING OF DIPLOMATS IN KENYA

Although in the next chapter a critical analysis will be made on the management of foreign policy and diplomatic service through training, it is important to make a comment at this point.

In general, the study of diplomacy involved historicity, later the rules of procedure were introduced with the drafting of the Vienna Convention on Diplomatic Relations and Consular Relations, and international organization. Meaning that, the study or training of diplomacy mainly constituted the evolution or history of diplomacy from ancient times to the present and the practice of diplomacy. Later behaviorism contributed to the emergence of theoretical aspects in the study of diplomacy like foreign policy analysis. The previous development in the study or training in diplomacy and international relations did not involve management of foreign policy and diplomatic service. In the case of Kenya, it was assumed that the management of foreign policy and diplomatic service was in the hands of the minister of foreign affairs. This approach to foreign policy and diplomatic service had negative effects since the administrative roles and policy functions get centered on an individual making foreign policy become personalized.⁹⁶

With the modifications that have taken place in the study of diplomacy from ancient times to present, there has not been a serious training in the management of foreign policy and diplomatic service. Neither is there a serious literature on the management of foreign policy and diplomatic service. Those that can be said to

⁹⁶ M. Mwangi, "The Elusive Quest: Conflict, Diplomacy, and Foreign Policy in Kenya" in P. G. Okoth and B. A. Ogot (Eds), Conflict in Contemporary Africa. (Nairobi: Jomo Kenyatta Foundation, 2000), p. 181.

exist⁹⁷ are anecdotal lacking scientific and theoretical perspectives that can respond to contemporary complex international relations and diplomacy.

The implementation of foreign policy is the ultimate end of foreign policy formulation and the success of the diplomatic service. But as noted in chapter two, the implementation of diplomatic service is inhibited by the weak skills in the management of foreign policy and diplomatic service. The lack of management of foreign policy and diplomatic service in the diplomacy training or study demonstrates the absent tie in the formulation and the implementation of foreign policy.

The study or training in management of foreign policy and diplomatic service entails the study and analysis of diplomatic policies in certain areas of diplomacy. These can include but not limited to, foreign policy administration, administration of diplomatic service ranging from posting, training policies, relations among different organs of diplomacy, implementation of the strategic plan for the ministry, prioritizing foreign policy and implementation of foreign policy. The study or training in the management of foreign policy and diplomatic service aims to equip the personnel involved in the foreign service on how to best to implement the already created foreign policy.

The absent tie in the training of diplomacy reflects itself in the Kenyan situation. While the first generation Kenyan diplomats were trained in the western institutions which did not effectively respond to the needs and priorities of Kenya. This necessitated the formation or establishment of a training institution. In this way

⁹⁷ Some texts that exist include but not limited to, D. Busk, The Craft of Diplomacy: Mechanics and Development of National Representation Overseas, (London: Pall Mall Press, 1967); D. Scott, Ambassador in Black and White: Thirty Years of Changing Africa, (London: Weidenfeld and Nicolson, 1981).

the Diplomacy Training Programme was initiated at the University of Nairobi (DTP). The DTP was later transformed into the Institute of Diplomacy and International Studies. These institutions were meant to train African diplomats particularly those from English speaking countries.

The training at the Diplomacy Training Programme and currently Institute of Diplomacy and International Studies in the University of Nairobi also followed almost the same trend as the diplomacy training in the rest of institutions. The training is rooted in the historicity and practice of diplomacy like rules of procedure (rules governing diplomacy), international relations and politics, and international organization. In the training of diplomats in Kenya, the curriculum at the Institute of Diplomacy and International Studies does not have the management of foreign policy and diplomatic service. This implies that, the training of diplomats has not effectively prepared diplomats in the area of management of foreign policy and diplomatic service. Therefore, diplomats at any level find themselves to implement foreign policy without proper understanding the dynamics of management of foreign policy and diplomatic service.

The missing tie in diplomacy training demonstrates itself in the management of foreign policy and diplomatic service. Since the training in diplomacy does not include the management of foreign policy and diplomatic service, the implementation of foreign policy has not been systematic hence management of foreign policy and diplomatic service has not been effective. In such a case then, the personnel involved in management of foreign policy and diplomatic service find themselves constrained

to operate within the personalized foreign policy and diplomatic service, which in most often characterized by negative effects.

The first phase of Kenyan foreign policy was that of *wait and see*. This approach was challenged by lack of proper training in the management of foreign policy and diplomatic service. Partly, the institutions of training and level of training poorly prepared the diplomats to articulate the needs and priorities of Kenya and adequately defend them in the international plane. Therefore, the management of foreign policy and diplomatic service was reactionary to particular situations. The management of foreign policy and diplomatic service was fragmented without properly conceived systematic approach. This kind of implementation of foreign policy is weak to advance the interest of a state in the international plane.

The second phase of Kenyan foreign policy is characterized by attempt to engage in regional conflict management. Conflict management and particularly cases of those that are protracted is a complex undertaking. This requires well trained personnel to handle unfolding circumstances in the process of management. This process of conflict management was handicapped. Kenyan attempt to manage conflicts in the region did not deliver much as observed in the case of Uganda, Mozambique and former Zaire (now Congo DRC).⁹⁸ Kenyan foreign policy of conflict management declined during President Moi's tenure. President Moi did not effectively engage competently trained personnel to manage the foreign policy of conflict management. Instead, Moi personalized the whole process of managing foreign policy

⁹⁸ See chapter two.

and diplomatic service.⁹⁹ Conflict management mostly utilizing politicians until later in the 1990s that Ambassador Kiplagat as a career diplomat entered into scene as a principal negotiator. Without well trained personnel in conflict management and a rational foreign policy Kenya ended up declining in its foreign policy of conflict management.

For the case of the 1985 mediation of the Uganda conflict, Kenya as a mediator without well trained personnel ended up not mediating the conflict in relation to the changing contours. The end result was that the peace agreement signed in Nairobi collapsed immediately it was signed and the parties returned to Uganda. Poorly prepared personnel resulted in an engagement in the Zaire conflict without a clear vision and understanding on the dynamics of the conflict. Therefore, the management of foreign policy and diplomatic service was declining during Moi's tenure due to lack of or under utilization of professional career diplomats. Instead, Moi personalized the foreign policy of conflict management resulting to poor performance in the face of emerging regional powers.

The third phase of the Kenyan foreign policy entered with the entry of the NARC government in power. The wining of NARC in the 2002 general election characterized the declining role of personalized management of government affairs. The demand for performance in delivering to the electorates became compelling.¹⁰⁰ This demand by the citizens requires the relevant ministries to engage competent personnel who can perform instead of having a large work force that is poorly

⁹⁹ M. Mwangi, "The Elusive Quest: Conflict, Diplomacy, and Foreign Policy in Kenya" in P. G. Okoth and B. A. Ogot (Eds), Conflict in Contemporary Africa, op. cit. 177-189.

¹⁰⁰ See chapter two.

prepared to handle the responsibilities assigned to them. The ministry of foreign affairs in this situation has no choice but to address its performance in delivering the fruits of diplomacy.¹⁰¹ The cutting of the costs and regional representation requires an effective utilization of personnel engaged in the management of foreign policy and diplomatic service. Personnel can only be utilized effectively when they are well trained in their specific area of specialization and regional representation. The training need by the ministry of foreign affairs has given rise to the need to open up a training institute run by the ministry of foreign affairs. This institute that aims to train the staff is postulated to improve the capacity of personnel of the ministry of foreign affairs to perform effectively in their duties. The capacity of the planned institute to deliver successfully the demand for well trained personnel for the ministry is yet to be assessed since the ministry is still young in establishment. However, it should be noted that the training in the ministry is practical need based.

The management of foreign policy and diplomatic service in Kenya has not consistently addressed the national interest. There is a missing link between foreign policy formulation and foreign policy implementation. While the issue of foreign policy formulation is an issue that should be done politically within the state, the implementation of such policy requires personnel that can competently articulate their country's foreign policy and defend it in the international plane recognizing the priorities of their state.

The implementation of a state's foreign policy can be successful in the case where there is a rational foreign policy. The advantage of this is that, the personnel

¹⁰¹ Ministry of Foreign Affairs, Strategic Plan 2005-2010. pp. xi – xii, (art. 5); p. 23 (art. 68).

involved in the implementation have a clear understanding of the direction in which their nation/state is taking and where their country wants to be at a particular time in history. This will be able to address the challenges of *wait and see* and the fluctuating, inconsistent and at times personalized foreign policy that have affected Kenya's attempt to be a regional giant in diplomacy and reap maximum the fruits of diplomacy. However, as one senior officer in the ministry of foreign affairs observes that "enough grounding still lacks on conceptualization of foreign policy – what it is and what it is not."¹⁰²

The fact of the desire to have a rational policy should be accompanied by the management of that foreign policy and diplomatic service. Management of foreign policy and diplomatic service does not involve the formulation of the foreign policy. But this is an attempt by those involved in the implementation to make the foreign policy objectives to be realized optimally without significant conflict, fluctuation and inconsistencies. This requires a professional foreign service. Meaning that, the personnel recruited and posted in the Foreign Service are competent to handle the tasks a head of them. This requires the personnel to be socialized in the service over a sufficient period of time raising the management ladder. Management of foreign policy and diplomatic service should ensure that mid-career entry is highly discouraged.

Training is central in the management of foreign policy and diplomatic service. This means that, the foreign service staff should be adequately trained for their job responsibilities. This should be accompanied by the reduction of the large diplomatic

¹⁰² Interview with Mrs. Lucy Kiruthu – First Counsellor

staff that performs below expectation. Although the training of diplomats has been taking place in Kenya and elsewhere the issue of training should also be improved to give the foreign service personnel capacities to manage foreign policy and diplomatic service. The training on the management of foreign policy and diplomatic service has not taken place. The current trend of multi-skilling diplomats in all spheres of international relations¹⁰³ may not be effective if management of foreign service and diplomatic service is not incorporated. This has been demonstrated in the training of diplomacy curriculum in the postgraduate level in Kenya and elsewhere. For the ministry of foreign affairs to deliver the fruits of diplomacy to the state, then training of foreign service personnel in the area of management of foreign policy and diplomatic service has to be stepped up to match the complex dynamics of diplomacy and international relation.

Individual representation is not sustainable for small states like Kenya.¹⁰⁴ Being a small state, Kenya has limited resources and regional representation seems the best way forward to represent Kenyan national interest in the whole world. However, there is no specific geographical specialization for Kenyan diplomats.¹⁰⁵ The respondents observe that the same skills are applied to every geographical area. To make Kenyan national interest to be represented effectively then there is need to train foreign service personnel on issues pertaining to the regions in which they represent.

¹⁰³ Interview with Helen Gichuhi – Public Relations Officer ministry of foreign affairs

¹⁰⁴ See Chapter Two.

¹⁰⁵ Interviews with senior officers in MFA; Helen Gichuhi – Public Relations Officer MFA, Mrs. Lucy Kirithu – First Counsellor, Ambassador Ogutu, Director of Political Affairs and Hussein Muhammad.

CHAPTER FOUR

A CRITICAL APPRAISAL OF DIPLOMACY TRAINING IN KENYA

INTRODUCTION

This study set out to investigate management of foreign policy and diplomatic service through training.¹⁰⁶ Management of foreign policy and diplomatic service is very important for the country to achieve its interests in the international political system. Unless a country has effective management of foreign policy and diplomatic service, the fruits of diplomatic relations are likely to be below the capacity that the country can reap from international relations and diplomatic engagement.

Management of foreign policy and diplomatic service in Kenya is necessary as it takes care of the limited resources that Kenya engages in the Foreign Service while making diplomatic engagement have a wider regional representation. Management of foreign policy and diplomatic service aims to deliver better fruits out of international relations and diplomatic engagement.¹⁰⁷ Effective and efficient management of foreign policy and diplomatic relations can be achieved through the training of personnel involved in different facets of foreign policy and diplomatic engagement.¹⁰⁸ This will enable the personnel involved in diplomatic relations to be more efficient and responsive to the needs and interest of their country. It also prepares the Foreign Service personnel to face the dynamic nature of international relations and international politics. Unless there is proper and responsive training of diplomats and personnel involved in the Foreign Service, the Foreign Service is likely to face a lot of

¹⁰⁶ See Chapter One.

¹⁰⁷ See Chapter Two.

¹⁰⁸ See Chapter Three.

challenges in the management of foreign policy and diplomatic service and subsequently delivery of the fruits of diplomatic engagement.

This section of the study presents a critical analysis on the management of foreign policy and diplomatic service through training. First there is the presentation of the critical issues in the management of foreign policy and diplomatic service, and the training of diplomats in Kenya, followed by a critical analysis.

CRITICAL ISSUES IN THE MANAGEMENT OF FOREIGN POLICY AND DIPLOMATIC SERVICE AND DIPLOMATIC TRAINING IN KENYA

Kenya inherited its system of operation and governance from the colonial masters with inherent weaknesses in responding to the national interest of the independent Kenya. The reason for such weaknesses is that the inherent system was constructed to serve the interest of the colonial masters together with their country and not for the interest of indigenous Kenyans.

The dynamism of the international political system is growing fast and becoming complex. This means that the states as actors in the international political system should also strive to be adaptive to the changing nature of the international political system. In this way, the state is likely to benefit from the fruits of international relations and diplomatic engagement.

Embraced management strategy by the foreign service has consequences in the delivery of the fruits of diplomatic engagement. Kenyan management of Foreign Service reveals a number of challenges. First in the early periods of independence (during Kenyatta regime) Kenya did not have a consistent foreign policy. This is

because it lacked competent personnel to be engaged in the management of the Foreign Service. Instead, Kenya took this period to train its diplomats to take up the positions in the foreign mission. Lacking substantial personnel who are competent, Kenya did not engage itself in the establishment of aggressive foreign policy. Since it did not have an aggressive and consistent foreign policy, its foreign policy was based on the reaction to the unfolding events and circumstances of the international system in which Kenya found itself at particular moments. During this period Kenya adopted a foreign (non) policy of 'wait and see'.¹⁰⁹

During President Moi regime Kenya endeavored to have a different approach to its foreign policy. There was a felt need to address conflicts in the region as a strategy for Kenya to achieve its national interests the Africa. During Moi's regime there was a significant attempt to manage African conflict.¹¹⁰ However, such attempt to construct a foreign policy of conflict management did not deliver effectively to respond Kenya's national interest in the international system. Kenyan attempt to manage conflicts in Africa performed minimally. The foreign policy of conflict management fluctuated as is exhibited in the management of Uganda mediation, the Mozambique, Angola, and Congo DRC (former, Zaire).¹¹¹ This foreign policy also in the 1990s declined only to be resuscitated in the late 1990s.¹¹² Therefore, the Kenyan foreign policy under Moi's regime was inconsistent and not aggressive enough to perform maximally in responding to the Kenyan national interest.

¹⁰⁹ K. Orwa, "Foreign Policy, 1963-1986" in W.R. Ochieng (ed) A Modern History of Kenya, 1895-1980, (Nairobi: Evans Brothers, 1989), pp. 219-244.

¹¹⁰ See Chapter Two.

¹¹¹ See Chapter Two.

¹¹² See Chapter Two.

The Kibaki regime changed its approach to the Kenyan governance in general and foreign policy in general. While Moi embraced the foreign policy of conflict management, Kibaki got deeply involved in economic recovery and Kenya's foreign policy became oriented to economic development.¹¹³ Although later Kibaki's regime handled conflicts management initiatives initiated by Moi, Kibaki's regime is not strongly inclined to the foreign policy of conflict management but to economic recovery. This presents a significant shift of Kenyan foreign policy that marks the disjointed nature of the country's foreign policy.

The critical issue that arises from the above exploration is that the Kenyan foreign policy since independence lacked a clear direction. The government of the time determined the kind of foreign policy it would embrace. This lack of a clear direction of foreign policy means that Kenya does not have a clear vision of where it wants to be diplomatically at a particular time in history.

Lack of a clear direction of where Kenya wanted to be at a particular time in history was necessitated by the lack of a clear, recognizable and rational foreign policy statement or document. Therefore, personalities played a significant role in the shaping of the country's foreign policy. Such a foreign policy had an inclination to serve the interests of the few elites who shape the foreign policy at the expense of all citizens who should be the legitimate beneficiary of the country's foreign policy. The lack of a clear, recognizable and written foreign policy document resulted to the inconsistencies of the Kenyan foreign policy. Therefore, Kenya did not have a long term strategic vision on its conduct of foreign affairs with negative consequences to

¹¹³ See O. Kamudhayi, "The Somali Peace Process" in M. Mwagiru (Ed.) African Regional Security in the Age of Globalization, (Nairobi: Heinrich Boll Foundation, 2004), pp. 107-123: 118.

the country's national interests. The management of foreign policy and diplomatic service lied on the minister of foreign Affairs. Without a clear direction of the Kenyan foreign policy it was possible to find conflicts between the politicians and the bureaucrats over what belongs to each in the management of foreign policy and diplomatic service.

Management of foreign policy is related to the management of diplomatic service. Diplomacy serves as an instrument of foreign policy. The diplomatic service fulfils its role by implementing foreign policy. However, to implement the country's foreign policy Kenya like many other developing states faces a number of challenges

Operating a diplomatic mission consumes a lot of resources that range from maintaining the staffs together with their families abroad to hiring mission premises. Kenya as a poor economy is challenged by limited resources to engage in individual representation. This has resulted in the representation of the country in some countries ignoring others or having little attention to some countries depending on the perceived interest. The potential of such countries ignored or sidelined has not explored by Kenya. And even if the potentials were discovered in the sidelined countries, individual representation would not be sustainable in relation to the available resources.

The dynamic nature of the international political system requires that the country utilize the limited resources to achieve optimal results in the delivery of diplomatic engagement. There is also a felt need for the motion from the quantity of diplomatic representation to the quality of the representation. This involves the

optimal utilization of the foreign Service personnel. As noted in chapter three, "the resources of diplomatic service are mainly human".

To have effective utilization of foreign service personnel requires that the personnel be well prepared to face the challenges of the complex and dynamic international system.¹¹⁴ However, the history of Kenyan management of foreign service demonstrates that the personnel involved in the management of the country's foreign policy and diplomatic service have not been effectively prepared for the job ahead of them nor does Kenya have a training policy for the foreign service personnel. Reliance on the general public service recruitment and training procedure may not be effective to the management of foreign service. There is need to have a specialized recruitment of staff have trained in the area of diplomacy and international studies as well as specialized area. This will save the cost and time of training. The experience in the Kenyan history is that there has not been a serious policy in relation to recruitment, training and deployment of diplomats. Lack of such policy opens room for under-performance of the diplomats. The importance of such policy is to open diplomats to their area of specialization in which they should cultivate interests and competence in the rest of their diplomatic career.

Independence forced Kenyan government to seek personnel to serve in the foreign mission necessitating the training of diplomats in the western institutions. This was not effective to respond to the needs and interest of the independent Kenya. The pressure on the needed staff in the Foreign Service was also forced by the need to

¹¹⁴ See Chapter Two.

expand diplomatic service.¹¹⁵ The training trend of diplomats has not also been effective for the delivery of fruits of diplomatic engagement. While the management of foreign policy and diplomatic service are essential, the training of Kenyan diplomats does not embrace the management of foreign policy and diplomatic service. The training of Kenyan diplomats did not prepare the Foreign Service staff to manage foreign policy and diplomatic service.¹¹⁶ The curriculum of DTP and later IDIS at the University of Nairobi did not or does not have management of foreign policy and diplomatic service training. This means that management of foreign policy was based on the acquired skills and intuition of individual diplomats acquired by experience and not training. Such skills have also been overshadowed by the influence of “strong” personalities in the government. This has occasioned the conflict between the policy and administrative arm of foreign policy establishment.¹¹⁷ In such a situation, the Foreign Service performed minimally in the delivery of diplomatic fruits.

There exists a gap in the staff qualification, training and posting policy. Diplomatic staff has not effectively trained and qualified for the positions that they are posted. The Kenyan Civil Service where the staff of the Ministry of Foreign Affairs belong have no guarantee to work in the ministry to motivate them to aggressively embrace training to develop in-depth skills relevant to their job. Although the Foreign Service staff has not been transferred from the ministry, the provision in the civil service does not guarantee that the staff of the foreign service cannot be transferred

¹¹⁵ See Chapter Two.

¹¹⁶ See Chapter Two.

¹¹⁷ M. Mwangi, “The Elusive Quest: Conflict, Diplomacy, and Foreign Policy in Kenya” in P. G. Okoth and B. A. Ogot (Eds), Conflict in Contemporary Africa. (Nairobi: Jomo Kenyatta Foundation, 2000), pp.

181.

from the ministry. Mwangiru also shares the same sentiment as regard security guarantee for the staff.¹¹⁸

The personnel involved in the management of foreign policy and diplomatic service have not aggressively embraced training. Few personnel have taken masters and doctoral studies in their area of specialization. Specialization in particular regions has not been embraced as part of training for the personnel of the Foreign Service. Therefore in the past time the Kenya Foreign Service staff was not adequately trained to manage the Foreign Service. This resulted to low delivery of the fruits of diplomatic service.

CRITICAL ANALYSIS

Having explored critical issues in the first section of this chapter, this section critically analyses the issues that are critical in the management of foreign policy and diplomatic service and diplomatic training.

The current map of Kenya is a construct of the colonial masters with their interests at heart. The structures of governance that the colonial masters set were meant to respond to their interests. Receiving independence set a new phase for Kenya where it became recognized in the international political system as a state. The independent state of Kenya was required to respond to the challenges that are inherent in the international political system. In response to such challenges Kenya had to serve its national interest. Since the inherited system was a construct of colonial masters it did not respond effectively to the needs of the Kenyan nationals in

¹¹⁸ ¹¹⁸ M. Mwangiru, "Issues, Problem, and Prospects in Managing the Diplomatic Services in Small States" in Fletcher Forum of World Affairs, Vol. 30: 1, winter 2006.

the international plane. This is because of the governmental structures, the challenges and pressures of the international political system that limit the capabilities¹¹⁹ of the independent Kenya.

Besides the challenges of the inherited structures of governance during independence, the dynamism of the international political system demanded a lot from the states to meet their national interests. Such demand by the international political system exerted a lot of pressure on the newly independent states and those that had few limited diplomatic engagement.¹²⁰ This meant that Kenya as a newly independent state needed to address its institutional structures to be more responsive to its national interest and be more adaptive in its conduct of international relations. In such a way, Kenya could have benefited from the conduct of international relations.

History has proved Kenya wrong. Kenya took limited initiatives to respond to its institutional structures with negative consequences. The past experience also reveals that Kenya did not embrace an aggressive approach of being adaptive to the international political system. This resulted in Kenya's inconsistent, fluctuating and declining foreign policy and diplomacy.¹²¹ This had had negative bearing in placing Kenya somewhere in the diplomatic map.

Kenya did not demonstrate a clear direction where it wanted to be at a particular time in history. During Kenyatta's regime Kenya did not embrace a

¹¹⁹ T. A. Coulombis and j. h. Wolfe, Introduction to International Relations: Power and Justice. (New Jersey: Prentice-hall, Inc, 1978), pp. 76-77.

¹²⁰ J. C. De Magalhaes, The Pure Concept of Diplomacy, Trans. By B. F. Pereira, (New York: Greenwood Press, 1988), pp. 97-98

¹²¹ See Chapter Two.

consistent and aggressive foreign policy nor did it have a coherent approach to its foreign policy.¹²² During this period, the approach in the Kenyan foreign policy was that of "wait and see". Such an approach was reactionary to events of the international system based on how such events unfold. Therefore Kenyan foreign policy was shaped and moved by the agenda of other states and their relationship with the Cold War.¹²³ In the absence of a consistent and aggressive foreign policy, Kenya responded to its national interest minimally as the events of the international system and the agenda of other states shaped its foreign policy, diplomacy and international relations.

UNIVERSITY OF NAIROBI
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In responding to the challenges to the Kenyan foreign policy during Kenyatta's reign, the Moi regime sought to embrace the foreign policy of conflict management. This was an attempt to respond to the Kenyan national interest in the region as conflicts inhibited the capacity of Kenya to realize its national interest in the region. This was the first attempt to make Kenyan foreign policy to begin to operate on auto pilot.¹²⁴

However, the foreign policy of conflict management did not serve the Kenyan national interest. Although meant to make Kenya somebody in the diplomatic map, these attempts by Moi's regime lacked a clear and sound guiding foreign policy. This resulted in Kenya initiating a number of initiatives to manage African conflicts like Angola, Mozambique, Zaire (now DRC) with some degree of success at the beginning,

¹²² See Chapter Two.

¹²³ M. Mwangi, "The Elusive Quest: Conflict, Diplomacy, and Foreign Policy in Kenya" in P. G. Okoth and B. A. Ogot (Eds), Conflict in Contemporary Africa, op. cit., pp. 177-178.

¹²⁴ M. Mwangi, "The Elusive Quest: Conflict, Diplomacy, and Foreign Policy in Kenya" in P. G. Okoth and B. A. Ogot (Eds), Conflict in Contemporary Africa, op. cit., p. 179.

but the initiatives were not sustained as some were hijacked by other actors¹²⁵ while the Uganda mediation of 1985 did not deliver any sustainable outcome.¹²⁶ The Kenyan foreign policy of conflict management went on recess in the early 1990s only to be revitalized in the late 1990s.¹²⁷ Other states like South Africa had also embraced the foreign policy of conflict management and were more aggressive compared to Kenya. This resulted to the declining and fluctuating foreign policy with negative consequences to Kenyan national interest in the international plane. Therefore, this foreign policy promised too much but delivered minimally in making Kenya somebody in the diplomatic map. While Kenyan diplomatic engagement was taking direction during Moi's regime, it lacked a sound guiding foreign policy. Without a sound foreign policy any diplomatic engagement can not make a significant impact in the face of complex and dynamic international political system.¹²⁸

The Kibaki regime has a different approach to Kenyan foreign policy. The Kibaki regime is more concerned with economic recovery.¹²⁹ The regime embraces all aspects of international relations that will open avenues for the recovery of the Kenyan economy. Therefore, Kenya under Kibaki has endeavored to embrace the foreign policy of economic development. Although Kibaki's regime continued to manage conflicts started by Moi's regime, it did take keen interest on conflict management as it did to for economic recovery.

¹²⁵ See Chapter Two.

¹²⁶ M. Mwangi, The International Management of Internal Conflict in Africa: The Uganda Mediation, 1985 (PhD Dissertation, Rutherford College, University Of Kent at Canterbury, 1994).

¹²⁷ See Chapter Two.

¹²⁸ M. Mwangi, "The Elusive Quest: Conflict, Diplomacy, and Foreign Policy in Kenya" in P. G. Okoth and B. A. Ogot (Eds), Conflict in Contemporary Africa, op. cit., p. 179.

¹²⁹ O. Kamudhayi, "The Somali Peace Process" in M. Mwangi (Ed.) African Regional Security in the Age of Globalization, op. cit., p. 118.

The different regimes in the Kenyan political history have embraced different approaches to foreign policy depending on what the head of state or the regime embraced as prime. There has not been a consistent and coherent foreign policy that defines where Kenya wants to be at different times in history. There has not been a rational and recognizable foreign policy document in Kenya during the past time. This has had significant negative effects in the management of Kenyan foreign policy and diplomatic service. This means that the foreign service staff involved in the management of the Kenya foreign policy and diplomatic services depended on the directives of their seniors and more so from the minister of foreign affairs. This past experience in the management of foreign policy and diplomatic service was not effectively responsive Kenya's national interest. Due to the personalization of the management of foreign policy and diplomatic service the foreign policy and diplomatic service served the interests of the few elites instead of the Kenyan citizens in general.

Therefore, this calls for the construction of a rational and recognizable Kenyan foreign policy statement or document. In this way, the Kenyan foreign policy can have a clear direction that will avoid *ad hoc* approach to international relations and personalization of the foreign policy. So far Kenya being challenged by the success of Tanzania to draft a foreign policy document, Kenya has been working on its foreign policy document. But so far, the foreign policy document has not been made public and subjected to broader scrutiny to avoid favoritism and ensure that it serves the interest of the general public. There has been a demand by the civil society that the foreign policy document be made public. This was demonstrated by the demand made through a demonstration by the civil society on 24th August 2007 demanding

the foreign policy document be made public. However, the policy document was not given citing that it was not ready for public scrutiny. This pressure to the ministry of foreign affairs reflects the new wave that swept Kenya in 2002 with the overwhelming participation of citizens in demanding for change in government processes through election.

The foreign policy document should have national interest at heart. It should shape the direction the Kenyan foreign policy should take in the realization of its interest in the competitive, complex and dynamic international political system. The past experiences of the Kenyan foreign policy management does not effectively capture the changing nature of the Kenyan foreign policy neither did managers embrace a systematic change. While the Kenyan foreign policy was shaped by conflict management, there was no clear and systematic approach to such foreign policy. The Kibaki's regime came to power and sought to make the economy recover, either by lack of structures that warrant a systematic shift or out of lack of interest in the past foreign policy, the Kibaki regime failed to capture a systematic shift of the foreign policy. Such a disjointed foreign policy demonstrates that the country lacks a clear direction of where it wants to be at a particular time. In such a situation, the management of foreign policy of that nature delivers minimally to the country's national interest.

Diplomatic service is directly related to foreign policy. Diplomatic service implements the country's foreign policy. The ultimate end of foreign policy is its implementation while the ultimate end of diplomatic service is the delivery of the fruits of diplomatic engagement by implementing the country's foreign policy. How

the foreign policy and diplomatic service will be managed will determine how effectively the fruits of diplomatic engagement will be delivered.

The past experience of the management of Kenyan foreign policy has not been effective in the delivery of diplomatic fruits.¹³⁰ This requires the new approach in the management of foreign policy which is rational and dynamic. There is need to have a foreign service that is representative enough, meaning that, Kenya gets a representation in all the geographical regions of the world.¹³¹ This approach challenges the past approach where Kenya was represented only in places that it had strategic interests. This approach left out an exploration of the potentials of some countries in regions like the Latin America. The issue of resource scarcity as represented in the current strategic plan requires that the ministry of foreign affairs cut its costs of operation. However, such cutting of costs should not compromise the delivery of fruits of diplomatic engagement. Recognizing the cost of establishing and maintaining a mission abroad, regional representation offers one of such an alternative which can cut the cost of running the Foreign Service while representing Kenya in every region of the world. However, this should be done diligently to avoid sending a signal of lowering diplomatic relations.

The study recognizes the critical role training plays in the management of foreign policy and diplomatic service. During Kenyatta's regime, Kenya lacked competent personnel to manage its foreign policy and diplomatic service. The

¹³⁰ See Chapter Two See also M. Mwangi, "The Elusive Quest: Conflict, Diplomacy, and Foreign Policy in Kenya" in P. G. Okoth and B. A. Ogot (Eds), Conflict in Contemporary Africa, (Nairobi: Jomo Kenyatta Foundation, 2000), pp. 177. See also, M. Mwangi, "Issues, Problem, and Prospects in Managing the Diplomatic Services in Small States" in Fletcher Forum of World Affairs, Vol. 30: 1, winter 2006. pp. 193-206

¹³¹ See Chapter Two.

preoccupation of Kenyan government to train personnel to manage the foreign service incapacitated the country from embracing aggressive foreign policy to its national interest. The subsequent regimes have not empowered foreign service personnel with sufficient skills and environment to contribute effectively in the management of foreign policy and diplomatic service.

The staff involved in the management of the foreign service contributes a great deal on the outcome in the delivery of the fruits of diplomatic engagement. The international political system is competitive complex and dynamic requiring the personnel involved in the foreign service to be well equipped with skills to face the challenges posed by the complex and dynamic nature of the international political system. The past practice in the training of diplomats was not responsive enough to the competitive nature of the international political system.¹³² While at some time some staff were not competent for the jobs they had taken in the foreign service others only worked in the system with barely the basic qualifications required by the ministry, that is, the basic degree in social science and a post graduate diploma in international relations. In the face of the contemporary competitive nature of the international political system, such an approach is not sustainable for effective and efficient delivery of the fruits of diplomatic engagement.¹³³ There is need for the personnel involved in the Foreign Service to embrace aggressively training in order to increase their capacity to deliver in relation to their jobs. The foreign service should also embrace and stimulate training of its staff to ensure that effective management

¹³² See Chapter Three.

¹³³ M. Mwangi, "Issues, Problem, and Prospects in Managing the Diplomatic Services in Small States" in Fletcher Forum of World Affairs, Vol. 30: 1, winter 2006. pp. 201-202.

of the country's foreign policy and diplomatic service. Mwagiru qualifies the need for training by noting that "no policy can be efficiently and effectively implemented in the absence of a well-trained cadre of officials to nurture it"¹³⁴.

The foreign service needs to effectively manage its staff for the delivery of the fruits of diplomatic engagement. Proper management of diplomatic service imply being able to utilize the foreign service staff efficiently. The current demand for performance in service delivery and resource constrains requires that the foreign service have the staff that performs in service delivery than a large staff that consumes resources with minimal performance in service delivery. Therefore, there is a need for the shift from the quantity to the quality of the staff. While the interview at the MFA demonstrate the attempt to down size the staff in the missions, the training aspect still remain wanting. There are no deliberate attempts to rationalize training for personnel in the ministry. For example out of the six junior cadets interviewed none of them has undergone any training beyond the three months induction course and neither of them understands the training direction that he or she is likely to take in the course of their career in the MFA. While the Foreign Service Institute (FSI) has been conceived to focus on tailor made courses of the staff in the foreign service, there is no any serious attempt to develop a training policy for the MFA staff. This lenders the FSI to run training on an ad hoc basis without long term strategic training policy.

For the foreign service to be effectively equipped in the management of foreign Policy and diplomatic service there is need for incentive by the government. In this

¹³⁴ M. Mwagiru, "Issues, Problem, and Prospects in Managing the Diplomatic Services in Small States" in Fletcher Forum of World Affairs, *ibid.* p. 202.

case, there should be a rational posting policy that directs the direction the staffs are to take right from recruitment. This will encourage specialization in fields of diplomacy and foreign policy as well as specific geographical area. The current move of general training is minimalist approach in the competitive and complex international relations. At the same time, the foreign service should offer guarantee to its staff that they will continue serving in the foreign service so that the staff may feel secure to develop their skills.

The international political system is complex dynamic and competitive in nature. This requires that the staff involved in the foreign service be effectively trained to face the challenges that confront Kenya in its attempt to secure its national interest in the international political system. To secure an effective and efficient staff that will nurture Kenyan foreign policy and manage diplomatic service, there is need to ensure that the foreign service staffs specialize. The specialization can be of two aspects, one on specific areas of diplomacy and another on specific geographical area. This requires that that the staff be deployed to work in specific areas of international relations and specific regions in which they have specialized and developed expertise Knowledge. In this way, the posting policy will contribute to effective and efficient training and deployment of foreign service personnel. The past practice of the foreign service was not responsive to this effect. The foreign service was equipped with poorly trained personnel either because of lack of qualified staff or for being politically connected.¹³⁵ This did not allow the establishment of a professional foreign service¹³⁶

¹³⁵ See Chapter Two.

¹³⁶ M. Mwangi, "Issues, Problem, and Prospects in Managing the Diplomatic Services in Small States" in Fletcher Forum of World Affairs, op. cit., pp. 2001-205.

and the consequences were the minimal performance in the management of Kenyan foreign policy and diplomatic service.

While the attempt to train foreign service staff has been taking place, the past experience demonstrates that the training of Kenyan diplomats has not been effective and responsive to the management of foreign policy and diplomatic service.¹³⁷ Kenya's training of foreign service personnel both in Kenya and elsewhere has not embraced training in the management of foreign policy and diplomatic service.¹³⁸ The curriculum of the DTP and later IDIS has not captured this aspect of diplomatic training. Although management of foreign policy and diplomatic service are critical for the implementation of the country's foreign policy, the training in diplomacy has not involved them as central component. The interviews at the ministry of foreign affairs confirm Njau's sentiment that the staff learn management of various aspects of foreign policy and diplomatic service through movement around departments or desks in the ministry of foreign affairs head office before they are deployed.¹³⁹ Effective performance requires that since the foreign service staffs are involved in the management of foreign policy and diplomatic service, there is a strong need that they be trained on how they can be effective and efficient managers of foreign policy and diplomatic service. In this way, there is a promise that the foreign service staff can deliver the fruits of diplomatic engagement.

¹³⁷ See Chapter Three.

¹³⁸ See Chapter Three.

¹³⁹ J. M. Njau, The management of Foreign Service in Kenya Since Independence: A Critical Analysis of Posting Policy, op. cit. Interviews with Hellen Gichuhi – PRO MFA, Amb. Ogutu, and Mrs Lucy Kiruthu – First Counsellor MFA.

Therefore, there is need to transform the Foreign Service to become a profession by having a professionally functioning foreign service. This is by minimizing mid career entry into the Foreign Service. Although mid career entry may bring in new dimension that may be necessary in the management of foreign policy and diplomatic service, too many of them compromise efficiency and effectiveness in the management of the same. The current attempt not to replace non-skilled staff in the Foreign Service offers an opportunity to this realization.¹⁴⁰ There is need to step up training of the foreign service staff to meet the contemporary challenged facing the management of foreign policy and diplomatic service. The foreign service should also embrace continuous training of its staffs and motivate its staff to this end. One of the ways to motivate the staff from continuous training is by pegging promotions on academic and training qualification instead of the current trend where promotions are pegged on availability of vacancy in the authorized establishment. In her detailed study on posting policy Njau observes that this is an impediment on the progression of competent staff in the MFA. Continuous training also will require that the staffs should have enough time in their tour of duty so that they familiarize themselves with the environment in which they are managing foreign policy and diplomatic service. However, this does not mean that the staff remain in the mission too long that they may not be aware of the changing need of their country. This approach positively promises in delivering of the fruits of diplomatic engagement as the staff get a double sided learning and experience during their tenure in the Foreign Service.

¹⁴⁰ Ministry of Foreign Affairs, Strategic Plan 2005-2010, pp.22-23. Art. 65-68.

The process of managing the foreign policy and diplomatic service enables the country to confront the challenges posed by the international political system and hence the realization of its national interest. Effective training and efficient utilization of the foreign service staff promises a significant contribution to the realization of national interest. Having a well trained cadre of officials reduces the cost of managing the foreign service while effectively facing the challenges that confront the realization of the national interest in the complex and dynamic international political system. In this way, Kenya can have hope of having a functional and rational management of its foreign policy and diplomatic service. Training will offer the foreign service personnel with skills that are central for the long term strategic vision in the management of foreign policy and diplomatic service. Therefore through training, the MFA will embrace and achieve better results in performance management.¹⁴¹ But training without a clearly articulated policy will serve little to the realization of this noble dream by the MFA.

¹⁴¹ Ministry of Foreign Affairs, Strategic Plan 2005-2010, pp.22-23. Art. 64.

CHAPTER FIVE

CONCLUSION

Kenya is a county that counts over four decades of independence. However, this span of time has not effectively translated to the achievement of the independence aspirations. The country is also dogged by attempts to cope with the challenges of the international political system that have become more complex and dynamic. To cope with the challenges of the international system where diplomacy is a desired means of securing national interest, there is need to manage foreign policy and diplomatic service. Management of foreign policy and diplomatic service can not be effective in the absence of well prepared cadre of diplomat to nurture the process. This study therefore set out to investigate how management of foreign policy and diplomatic service can be enhanced through diplomatic training.

This study stated by examining the management of Kenyan foreign policy and diplomatic service. The other step was making an exploration of diplomatic training in Kenya and a critical evaluation on management of foreign policy and diplomatic service through training. Management of foreign policy and diplomatic service is central in the representation of the county's national interests in the complex and dynamic international political system, subsequently delivering the fruit of diplomatic engagement and international relations. This section of the study presents the conclusion on the management of diplomatic services in Kenya through diplomacy training.

The study as presented in chapter one sought to investigate the management of foreign policy and diplomatic service through training. There is an interest to

investigate the training trend in diplomacy and its response to the complex and dynamic international relations. The study also sought to investigate the institutional capacity to facilitate training, research and consultancy in the management of diplomatic service. The study set out to test the following hypothesis: The past practice in management of foreign policy and diplomatic service has not sufficiently addressed Kenyan interest in international relations. Other hypothesis is; Diplomatic training in Kenya has not effectively prepared diplomats to manage foreign policy and diplomatic service. The last one is; The institutional capacity to facilitate diplomatic training, research and consultancy are constrained to deliver in management of foreign policy and diplomatic service. The study was triggered by the fact that, for over the four decades of independence, Kenya has not performed effectively in its foreign policy management and diplomatic services.

The second chapter reveals a number of issues that relate to the management of foreign policy and diplomatic service. Foreign policy and diplomatic service are peaceful means of advancing and securing national interest in the international political system. Kenya rests on the inherited system of governance from the former colonial masters. This system of governance together with lack of well trained personnel in the foreign service had significant effect in the management of the foreign policy and diplomatic service. Kenya emerging from colonial administration also was forced by circumstances to open and expand diplomatic missions.

During the Kenyatta regime the country did not embrace and aggressive foreign policy. Since it lacked competent personnel and locked in the Cold War rivalry together with external threat to territorial integrity from its neighboring countries

sought to react to events that were unfolding. Mwagiru considers this to be the period of the (non)-policy of *wait and see*.¹⁴² The result of this was an ad hoc management of foreign policy and diplomatic service. Such an approach did not have a clear vision of what Kenya wants to achieve and where it wants to be at a particular time in history.

The following regime sought to set the Kenyan foreign policy in track. President Moi centered the country's foreign policy on regional conflict management. This was a positive sign to the Kenyan foreign policy and diplomatic service.¹⁴³ However as demonstrated the country performed poorly in managing regional conflicts.¹⁴⁴ The reason a gain for the poor performance was that the process did not engage competent personnel and structures. There was personalization of the management of foreign policy and diplomatic service. First, the whole process of managing foreign policy and diplomatic service rested on the minister of foreign affair. Secondly, during Moi's tenure as the president saw the personality of the presidency taking a significant role in the management of foreign policy and diplomatic service.

The Kibaki's regime also kept on the Kenyan foreign policy and diplomatic service on track. However, there was a significant shift from the foreign policy of conflict management during Moi's tenure to the foreign policy of economic development. The Kenyan government under Kibaki has been focusing on results in the delivery of services. This focus of the Kibaki regime also extends to the management of Foreign Service.

¹⁴² Cite mwagiru

¹⁴³ M. Mwagiru, "The Elusive Quest: Conflict, Diplomacy, and Foreign Policy in Kenya" in P. G. Okoth and B. A. Ogot (Eds), Conflict in Contemporary Africa, op. cit., p. 179.

¹⁴⁴ See Chapters Two and Four.

The Kenyan government did not have a harmonized recognizable foreign policy statement. Therefore, the country's foreign policy was fragmented along the regimes that were in power. The country also has been faced with resource constraints like personnel and economic. Therefore, the management of foreign policy and diplomatic service requires the effective preparation of the personnel and cutting of economic resources utilization without compromising the delivery of the fruits of diplomatic engagement. The lack of written and recognizable a foreign policy statement impacted negatively in the performance of the foreign service in delivering the fruits of diplomatic engagement. This is because all along Kenyan foreign policy has depended on personalities and lacked consistent direction in the absence of a recognizable and written foreign policy document. There is a need to have a foreign policy statement that is recognizable that represents the interests and values of the general public without favoring some quotas of the people. This statement will help to avoid ad hoc foreign policy and diplomatic engagement. The statement will be able to set the country in a long term and short term strategic vision. This will also ensure that the past practice of personalization of foreign policy and diplomatic services will be addressed. Since resources are limited it is important to cut the cost of running diplomatic service by reducing the number of missions making them regional representative. This approach saves resources and ensures that the country is represented in all regions of the world.

The third chapter recognises that training is central in any articulation and management of policies. There is "no policy that can be efficiently and effectively

implemented in the absence of a well-trained cadre of officials to nurture it.”¹⁴⁵ Training is central in nurturing performance oriented cadre of officials. The Kenyan government over time has deliberately embraced training as a strategy of improving service delivery. More particularly, this perception has been highlighted in the government document on recruitment and training.¹⁴⁶ The foreign service is one of the arms of the government where training has been taking place to ensure effective representation and delivery of the fruits of diplomatic engagement.

Having inherited the system of governance and administration from the colonial masters Kenya did not have enough personnel who were well prepared to articulate and represent Kenyan foreign interest in the international political system. Therefore, the first initiative was to train personnel to be engaged in representing Kenya in the international plane. Due to lack of proper training facilities in the country, Kenya opted to use western institutions to train its diplomat. This in turn prepared the diplomats poorly to articulate and represent the country’s foreign policy. Lack of well equipped personnel to manage the foreign service resulted to *ad hoc* engagement in the international political system. The county had to *wait and see* instead of embracing a constant foreign policy, therefore advancing or responding to the agenda of other countries.

Recognition of the negative effects of training diplomats in the western countries resulted to the conceptualisation of the formation of Diplomacy Training

¹⁴⁵ M. Mwangi, “Issues, Problem, and Prospects in Managing the Diplomatic Services in Small States” in *Fletcher Forum of World Affairs*, *ibid.*, p. 202.

¹⁴⁶ Government of Kenya, *National Development Plan (1979-1983)*, Chapter 10, paragraph 10.9. See also, Government of Kenya, *Recruitment and Training Policy in the Public Service*, (Nairobi: Government Printer, 2005).

Programme (DTP). The DTP offered training of aspiring and practicing diplomat at a postgraduate diploma. Later, the DTP was transformed to the Institute of Diplomacy and International Studies (IDIS) expanding its programme to a masters and doctoral studies. This was a serious step to make a home grown programme that is responsive to African challenges and more particularly those facing Kenya in the international plane. However, the curriculum of training diplomats reflects a critical gap in the management of foreign policy and diplomatic service.

The training does not embrace the management of foreign policy and diplomatic service. This demonstrates a critical gap in training of diplomats to deliver effectively in delivering the fruits of diplomatic engagement at the least cost possible. The general trend of training diplomats in the broad way does not equip diplomats with specific skills of addressing specific issues in diplomacy and specific geographical challenges.

Diplomats enter within the general civil service, although the common transfers taking place periodically in the civil service have not affected the Foreign Service personnel, it is notable that there is no guarantee that it will be so in future. Therefore there is need to have a professional foreign service. This will motivate diplomats to embrace training because they are guaranteed that they will use their acquired skill for a longer period. The Foreign Service staffs should not stay abroad too long that they may be unaware of changing need and interests of their state. At the same time diplomat should be given sufficient time guarantees to articulate the diplomatic reality in country/regional representation. This will contribute positively

in the management of foreign policy and diplomatic service to deliver better results in representation abroad.

Training of diplomats should expand its scope from the traditional approach that looks at diplomacy from its historicity and rules of diplomacy to embrace new dynamics. One of such new dynamics is the management of foreign policy and diplomatic service. This in turn will make diplomacy more effective as trained diplomats will engage in the implementation of the already formulated foreign policy with better results in delivering fruits of diplomatic engagement and international relation.

The practice of training diplomats in Kenya is by giving them general knowledge in diplomacy and a short orientation on the environment where they are or they have been deployed.¹⁴⁷ Such general knowledge does not effectively prepare diplomats to engage effectively in diplomacy to the benefit of their country. Instead of such generalist approach in training, diplomats should have direction of their career to enable them specialize in specific areas of diplomacy and specific geographical area. This will increase their capacity to manage foreign policy and diplomatic service. Critical to this training is the establishment of a training policy that will be responsive to staff specializations and motivating the staff into continuous training. Incorporation of trainings on current global concerns and emerging issues like Economic Diplomacy; Terrorism; Climatic Change; and Environmental issues for refresher and update seminars should be a must for serving diplomats. Until this is

¹⁴⁷ See Chapter Three.

done, training of staff in the MFA will not be effective to the management of foreign policy and diplomatic service.

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