

**THE MANAGEMENT OF FOREIGN SERVICE IN KENYA SINCE  
INDEPENDENCE: A CRITICAL ANALYSIS OF POSTING POLICY**

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**BY**

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**IN PARTIAL FULFILLMENT FOR THE AWARD OF A DEGREE IN  
MASTER OF ARTS IN INTERNATIONAL STUDIES AT THE  
INSTITUTE OF DIPLOMACY AND INTERNATIONAL STUDIES  
(IDIS), UNIVERSITY OF NAIROBI.**

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## DECLARATION

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

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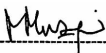


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## ACKNOWLEDGEMENTS

My first debt goes to my sponsor the Government of Kenya which enabled me turn a dream into reality. Secondly, to my immediate employer Ministry of Foreign Affairs for making it easy for me by giving a study leave that helped me concentrate on my studies. To all my seniors and colleagues for their ever extended hand of help and participation in the research I say “Ahsante Sana” because without them this dissertation would never have been.

I must express my gratitude to my supervisor Prof. Makumi Mwangiru who despite his busy schedule and ailment managed to guide me successfully. On the same not I would like to appreciate the assistance extended to me by Amb. P. Mwanzia of USIU.

To my number one inspirer, Mr. S. P. NJAU thanks a lot for your assistance. Last but not least to my best friend and mentor, my MAMA! Ruth Nyokabi NJAU; for always having put me before yourself and giving me the best you could. May the Almighty Bless you eternally. To my sibling Purity Wanjeri and her daughter Ciru thanks for always bringing laughter into my life.

Above all, I glorify God for these modest sheaves, Praise be to GOD!

## **DEDICATION**

**Mama, you are the best thing in my life and will remain so eternally!**

**I dedicate this work to you my best friend for being my best teacher and guide. I love you**

**mama.**

## ABSTRACT

The prime purpose of this research is to look at the management of the foreign service vice a vice the foreign policy. A lot has been written and said on foreign policy of almost all countries but a negligible if at all has been written on the management of the foreign service. This research investigates the management of the Ministry of Foreign Affairs of the Republic of Kenya. The study examines the management policy in Kenyan foreign service, explores the strengths and weaknesses in the management and identifies the core tenets of an effective and functional posting policy for the Kenyan foreign service. The research method was a marriage of on job experience coupled with observation and comprehensive analysis and review of scholarly work on the subject. The study draws several conclusions. The study satisfactorily concluded that the foreign service of Kenya must change and have long-term strategic processes of managing, modernizing and renewing itself. It is only then that it will be able to meet the challenges to Kenyan diplomacy foreseen now and in the future.

## **LIST OF ACRONYMS**

IDIS – Institute of Diplomacy & International Studies

I-O- Industrial-Organisational

MFA- Ministry of Foreign Affairs

UK- United Kingdom

EU- European Union

AU- African Union

NATO- North Atlantic Treaty Organisation

ESDP- European Security & Defense Policy

UN- United Nations

NL- Netherlands

DK-Denmark

NO- Norway

US- United States

DGs- Director Generals

NORAD- Norway's Agency for Development Cooperation

FCO- Foreign & commonwealth Office

FI- Finland

PSA- Public Service Agreement

UNEP- United Nations Environment Programme

CEO- Chief Executive Officer

ICT- Information Communication Technology

NARC- National Rainbow Coalition

CSRP- Civil Service Reform Programme

MTEF- Medium Term Expenditure Framework

ERSWEC- Economic Recovery Strategy for Wealth & Employment Creation

PRSP- Poverty Reduction Strategy Paper

NDP- National Development Plan

EAC- East African Community

NEPAD- New Partnership for Africa's Development

IOR-ARC- The Indian Ocean Ream

COMESA- Common Market for Eastern & Southern Africa

EU/ACP- European Union/Africa Caribbean & Pacific Relations

WTO- World Trade Organization

FSOs- Foreign Service Officers

EEO- Equal Opportunity Employment

DCM- Deputy Chief of Mission

PSC- Public Service Commission

IGAD- Inter-Governmental Agreement on Development



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This study is divided into five chapters. Chapter one introduces the study, chapter two outlines management of foreign service in general, chapter three looks at the management of the Kenyan foreign service while chapter four analysis the findings of chapter three. Chapter five offers the conclusions of the study.

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# CHAPTER ONE

## RESEARCH PROPOSAL

### Introduction

Foreign service exists to perform several duties. These include representation of the state in other countries and in international organizations that the state is a member of for example the United Nations. One could liken this duty to public relations.<sup>1</sup> Foreign service also exists to protect the interests of a country and its nationals. According to Kappeler<sup>2</sup> it entails defending, warning and advising the state, for instance, against attacks on its policies and management of its affairs. The other duty of the foreign service involves the promotion of friendly relations between states.<sup>3</sup> The foreign service also exists to gather and process information about the outside world. In order to achieve these duties, the foreign service has to be managed efficiently for it to achieve all that it is expected to. This study explores some proposals that proper and efficient management of the diplomatic service should be based on.

To achieve these functions a foreign service has a headquarters at home and diplomatic missions abroad or in international organizations. Therefore, the term 'diplomatic service' refers to the organs of diplomacy which include both the ministry of foreign affairs and diplomatic missions, whether abroad or at home. In this study, the major discussion will be on posting policy, which is important in the management of any foreign service. To do this, the whole picture must be appreciated. For one to know what is ailing the management of the foreign service or the reason for the lack posting policy,

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<sup>1</sup> See, Kappeler et al, (1994). *Diplomacy*. Vol.1: *Concept, Actors, Organs, Process and Rules*. Mimeo: IDIS, Nairobi.

<sup>2</sup> Ibid

<sup>3</sup> See, Ludwik Dembinski, Ed, (1992). *Diplomatic and Consular Law*. Peter Lang Inc. Bern.

one has to know first what is ailing the management of the foreign service as a whole. Posting policy refers to the management of the personnel in foreign service starting from recruitment, deployment, training, welfare, work environment, development and accession in service up to retirement.

The basis of this study is that while in Kenya foreign officers are keen for a posting to diplomatic missions, there is no policy to manage the postings. This means that it is done in an extemporized manner which affects the morale of the officers. There exists a difference in attitude and aptitude among officers who have worked in missions abroad, and those who have not, as those who have been abroad have been exposed to international standards and thinking unlike their counterparts without this experience to tap from. The fact that they have also seen other parts of the world and interacted with different kind of people broadens their scope of thinking and ideas. It is important to be equitable when posting officers as team spirit is killed when this is not exercised. Those who have served in missions abroad are also generally financially well off as they have saved some money from their foreign service allowance as compared to their colleagues locally who are paid very poorly. The lack of proper management of the foreign service ultimately affects the posting of officers to missions abroad.

Without a proper posting policy that enables transparency and equity, problems will ail the management of the foreign service. There should be a posting policy that motivates officials and is also fair. This policy should be clear and known to the officers so that they can tailor their expectations accordingly.

### **Statement of the research problem**

For the foreign service to achieve its functions, it has to post officers to diplomatic missions abroad or at home. This act of posting is part of posting policy, and is the concern of this study. Posting actually begins at the recruitment of foreign service officers. The study will further dwell on the progression of a foreign service official in the service and how they are facilitated in their work. In essence the study will examine the problems faced by foreign service officials that are caused by the lack of or poor management of the foreign service.

This study is founded on the premise that there is a serious gap between the popular image and the reality of diplomacy. Despite the large number of posts being in remote, unhealthy or hostile states, most diplomats in small and medium states naturally wish and lobby hard to be posted to a mission because then they can earn a better living for themselves and their families. This means that benefits of working in the foreign service are accrued by only those in postings abroad as they are privileged regardless of their station.

Not only the immunities and the perquisites of their status but also the simple fact that they are the local representatives of a sovereign state nourishes a euphoria that transcends rank. Unfortunately, for developing countries like Kenya, this advantage only lasts as long as the posting exists. When the officials get back, the privileges cease and so does the good pay. The change is so drastic that some cannot cope with it. This is also true for those posted abroad and find it difficult to adjust to the new environment.

Despite the glamour while at posting, delays of money remittance to these

missions or underpayment of the personnel has affected many negatively. This is because the foreign service have limited domestic constituencies and are natural targets for budgetary cuts. Limited domestic constituencies are occasioned by the nature of the core functions of the foreign ministry which is mainly accomplished abroad. The bigger share of the ministry's work is done in other countries unlike in other line ministries where their field work is domestically located in the provinces, districts and division of our republic. Politicians and bureaucrats still attack those "who feed at the public trough and see exotic places at government expense".<sup>4</sup>

At the same time, there is a certain amount of rivalry between the incumbents of the ministry headquarters/and other ministries and those overseas. The gulf between the 'pen pushers'<sup>5</sup> and the 'social butterflies'<sup>6</sup> mirrors somewhat different functions and pay. The bureaucrats at home are often irritated by the narrow views of their colleagues abroad, the common disease of 'localities', and the remoteness from the concerns of the home country. More than one head of chancery is chided for his untidy administrative habits or his involvement in the social whirls of the embassy world without caring about the difficulties or financial constraints that the country is facing.<sup>7</sup>

The other area of foreign service management that this study will examine is the recruitment area. This should be a profession that attracts the young aspirant for a diplomatic job that promises the excitement of doing what is new and seems important, for example, multilateral negotiations. The routine work of the regular embassy staff is

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<sup>4</sup> Michael H. Cardozo (1962). *Diplomats in International Cooperation: Stepchildren of the Foreign Service*. Cornell University Press. Ithaca, NY.

<sup>5</sup> This refers to officials in the sending state (bureaucrats).

<sup>6</sup> This refers to diplomats representing the sending state abroad.

<sup>7</sup> Zara Steiner (editor) (1982). *The Times Survey of Foreign Ministries of the World*: Times books limited. London

likely to appear somewhat stifling to the more ambitious applicants, especially when they learn how long it takes to work up to a position of importance in the foreign service career. Much of the careerist's work in the starting grades is menial. Diplomacy is the process of conducting hopefully congenial relations with foreign governments. The representative diplomat should generally act with "diplomacy", referring to discretion, sensitivity and skill in communication. Diplomats are human beings and they therefore think and act in the environments they work and live in. Diplomats work is unique as it calls for a lot of sobriety to be exercised and flexibility is needed to be able to fit in the different environments a diplomat may find themselves in. Diplomats transverse the world and work and meet with people of all walks of life and they are expected to adopt and deliver while at work. It is these challenges that this study seeks to analyze to identify, qualify and assess.

For foreign service officials to work successfully they need to cope with the challenges of working abroad. To do this they need to socialize themselves into the environment they find themselves in. Some people adapt easily while others need more effort and help to understand different culture. They need to re-socialize because every society has social system in order control the behavior of its members. These include social standards, norms, and rules of conduct. These norms are used to maintain the continued stable existence of the social system. These controls produce a kind of uniformity among the members of the society. There are several means of enforcing these norms. Socialization is one way of achieving these controls over norms and values and foreign service officials should be aware of what is expected of them in a particular society before reporting to work there.



There is a need for a posting policy. This study will help towards this goal by first highlighting the issues surrounding this area and then suggest a way forward.

### **Objectives of the study**

The objectives of the study are: -

1. To examine the management policy in Kenyan foreign service.
2. To explore the strengths and weaknesses in the management of the Kenyan foreign service.
3. To identify the core tenets of an effective and functional posting policy.

### **Justification of the study**

Despite the fact that a lot has been written on foreign policy there is a negligible amount of writing on its management especially in developing countries. At the same time, these same countries are struggling with management of this core service despite being active in it. At policy level, the issues raised in this study have existed as long as the foreign service has existed in Kenya but they have never been documented nor dealt with. It is for these two academic and policy reasons that this study is justified.

The other justification of this study is the relevance of the chosen topic. It is a good topic that is researchable and that will assist those who will want to further research in the area. The fact that there exists little, or no literature on management of diplomatic services means that even the practitioner does not know the right way of thinking or doing things and the academic has no way of knowing what really happens.

This study will therefore go a long way to breach the academic and policy gap existing today and open the door for future research in this area.

## Literature Review

### Management in General

Management is the process of directing and facilitating the work of people organized in formal groups to achieve a desired goal. Management may not be indispensable to group activity, but it is essential in utilizing limited resources to accomplish maximum output, that is, in order to prevent wasted effort by individuals. Without some source of central direction and guidance, individuals in any sizable number cannot work together successfully or efficiently over a sustained period of time. In other words, formal organization of work and a high degree of specialization of labor make management imperative as the means for ensuring performance of any undertaking.<sup>8</sup>

Management is a system of authority and responsibility in administrative effort. In the public service, management must necessarily function within the limits of purpose and procedure fixed by the political processes of government. In a democratic society, management must at all times observe the traditions, the basic tenets, and even the ritual of that society. But within certain limitations, management is the mechanism which exercises the authority and accepts responsibility for carrying on certain specified activities. In a large organization this system of management authority and responsibility is structured; that is, it is formally created to operate in a hierarchical pattern. Often the term "top management" is used to refer to a particular "level" of authority and responsibility, or even to the small elite element among the whole management group. But the tasks of management are not necessarily confined to one particular step in an organizational structure. In varying degree of elaboration, management is to be found in

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<sup>8</sup> John D. Millett, *Management in the Public Service: The Quest for Effective Performance*. (McGraw-Hill Book Company, INC. New York Toronto London 1954)

the administrative process at many different hierarchical levels of authority and responsibility. "Management" is a collective term. Management is more than a single manager or administrator. It is a group of persons who exercise jointly the authority and the responsibility for group activity. In a simple administrative situation--in a work gang, in a stenographic pool, in a bookkeeping office, in a printing shop--there may be a single foreman, chief clerk, or supervisor. The task of management in these circumstances is relatively easy to perform without an array of assistants. In a large city school system, in a state road department, in a regional internal revenue office, in the foreign service, no one person can assume all the duties of management. Formal authority and responsibility may be vested in a single person, but effective performance of the work of management requires a number of competent, specialized assistants. In these situations management is not just a single individual with the title of superintendent, or chief engineer, or director, or Secretary; management is a whole group of persons.

In qualitative terms management may be effective, indifferent, or ineffective. The quality of work performed by any group is not an easy attribute to measure, since the standards one uses are so often matters of personal judgment. Yet there would be common agreement that the management evident in various organizations does differ in quality. In general, effectiveness would seem to depend upon three factors. The first is the state of personal relations within a management group and between management and subordinate working groups. If personal relationships are harmonious, cooperative, inspired with determination to achieve a common goal, fired with enthusiasm for a common purpose, and infused with loyalty to the group, then management is effective. The second factor is work accomplishment. If the output of an organizational unit is

subject to some degree of quantitative enumeration--number of purchase orders executed, number of health examinations completed, number of structures built--then effective management may be indicated by the work record over a period of time. If output cannot be quantitatively determined, then some other periodic evaluation may indicate whether the desired group goals are being substantially achieved.

The third factor is efficiency. Efficiency may be the engineering concept of relationship between physical units of input and output in a given enterprise. Efficiency may be a fiscal quality: the relationship between dollars spent and income obtained. Or efficiency may be the relationship between human costs incurred and human satisfactions or benefits produced.<sup>9</sup> In whichever sense the term "efficiency" may be used, the management which creates some evidence of efficiency is effective.

In brief terms, then, management embraces the essential elements of authority and responsibility exercised in the process of directing and facilitating the work of people organized in formal groups for achieving a common purpose. Management is a collective endeavor by a management "team." It may be evaluated in terms of effective performance.

### **Employees' Adjustment to Overseas Assignment**

There have been attempts to review adjustment literature on overseas assignment for expatriates.<sup>10</sup> These reviews, however, have been qualitative in nature. The primary goal of this study is to find out common predictors of foreign service that is not so

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<sup>9</sup> See the article on "Efficiency" by Sumner Slichter in *Encyclopaedia of the Social Sciences* (New York: Macmillan, 1931), vol. V, p. 437.

<sup>10</sup> Black, J.S., Mendenhall, M., & Oddou, G. (1991). Toward a comprehensive model of international adjustment: An integration of multiple perspectives. *Academy of Management Review*, 16(2), 291-317; Church, A.T. (1982). Sojourner adjustment. *Psychological Bulletin*, 91(3), 540-572; Mendenhall, M., & Oddou, G. (1985). The dimensions of expatriate acculturation: A review. *Academy of Management Review*,

different from expatriate adjustment and the problems they face both at home and while abroad. Although the literature in this area is still accumulating, a summary of research that exists would be useful in highlighting current knowledge and pinpointing future areas of research. There being little literature on foreign service officers adjustment, a review of existing literature on expatriate adjustment will enlighten this area.

International assignments can be extremely challenging. Apart from changes in job responsibilities, expatriates typically need to adjust to a different climate, a new culture, and a variety of language barriers. Expatriate assignments also often involve either uprooting families to a new country or causing the expatriates to live away from their families, either of which puts a lot of strain on both expatriates and their families. This is no different in the case of foreign service officers.

Identifying and understanding the factors that predict expatriate success is particularly important because such assignments are very costly. On average, organisations spend over two and a half times more money to send an employee on expatriate assignment than they would to hire locally<sup>11</sup> and a 3-year assignment is estimated to approximately cost around one million dollars.<sup>12</sup> Research on repatriated managers has found that more than 20 per cent leave the company within a year of returning to their nation of origin, limiting any further return on the organisation's investment. Even worse, some firms lose their repatriates to competitors who know how to use their skills better.<sup>13</sup> There are also intangible costs to failed global assignments such as the erosion of the company's ability to recruit and retain top quality candidates.

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<sup>10</sup>(1), 39-47.

<sup>11</sup> McGoldrick, F. (1997). Expatriate compensation and benefit practices of US and Canadian firms: Survey results. *International HR Journal*, Summer, 13-17.

<sup>12</sup> Allerton, H. (1997). Expatriate gaps. *Training & Development*, July, 7-8.

This, in turn, increases the likelihood of failure. Failure can also cause damage to a company's important constituents who include local national employees, host government officials, local suppliers, customers, and communities.<sup>14</sup> Apart from costs to the organisation, failure has costs for the individual such as a loss of self-esteem, self-confidence, and prestige among peers.<sup>15</sup>

For the past two decades, research has examined a variety of causes for the performance problems and dissatisfaction that are associated with foreign assignments. Much of the research has focused on expatriate adjustment. Although the term "adjustment" has been used in a general sense to indicate feelings of acceptance and satisfaction,<sup>16</sup> acquisition of culturally acceptable skills and behaviors,<sup>17</sup> or the lack of mental health problems such as stress, low self esteem or depression,<sup>18</sup> it has also been measured directly as the psychological comfort an individual feels in a new situation.<sup>19</sup> The research on expatriate adjustment generally has focused on three specific facets: general, interaction, and work adjustment. General adjustment refers to the degree of comfort with general living conditions, such as climate, food, housing, cost of living, transportation, and health facilities. Interactional adjustment involves comfortably socialising and interacting with host nationals. Finally, work adjustment pertains to

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<sup>13</sup> Cook, J. (1997). Special treatment. *Human Resource Executive*, November, 43-46.

<sup>14</sup> Black, J.S., Gregersen, H.B., & Mendenhall, M. (1992). Toward a theoretical framework of repatriation adjustment. *Journal of International Business Studies*, 23(4), 737-760.

<sup>15</sup> Mendenhall, M., & Oddou, G. (1985). The dimensions of expatriate acculturation: A review. *Academy of Management Review*, 10(1), 39-47.

<sup>16</sup> Brislin, R. (1981). *Cross-cultural encounters*. New York: Pergamon Press.

<sup>17</sup> Bochner, S., McLeod, B.M., & Lin, A. (1977). Friendship patterns of overseas students: A functional model. *International Journal of Psychology*, 12(4), 277-294.

<sup>18</sup> Berry, J.W., & Kim, U. (1988). Acculturation and mental health. In P. Daasen & J.W. Berry (Eds.), *Health and cross-cultural psychology* (pp. 62-89). Newbury Park, CA: Sage Publications.

<sup>19</sup> Gregersen, H.B., & Black, J.S. (1996). Multiple commitments upon repatriation: The Japanese experience. *Journal of Management*, 22(2), 209-229.

specific job responsibilities, performance standards and expectations, and supervisory responsibilities.<sup>20</sup> Work-role transition theories suggest that adjustment to a new role and/or situation is fundamental to subsequent outcomes in the role.<sup>21</sup> Thus, adjustment is viewed as affecting other work-related outcomes such as strain, job satisfaction, organisational commitment, performance, and turnover intent. Several years ago, there was little research that actually measured and tested the relationship between adjustment and these outcomes among expatriates.<sup>22</sup> Fortunately, the emergence of additional studies and more contemporary quantitative methods now allow a review with an empirical focus.

This study conceptualises adjustment as being multifaceted, composed of adjustment to both work and non-work situations. Adjustment is also viewed as a temporal and primary outcome in an expatriate's/foreign service officer's assignment that would influence the development of secondary expatriate/officer adjustment. This study proposes, therefore, that overall adjustment, the focus of this study, can affect both attitudes toward the job for instance, job satisfaction and more general psychological reactions such as stress and strain. This is why the concept of industrial psychology will be used as an analytical tool as it applies all this factors. The term strain is borrowed here from the job stress literature and refers to an individual's aversive health

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<sup>20</sup> Black, J.S. (1988). Work role transitions: A study of American expatriates in Japan. *Journal of International Business Studies*, (27)9, 277-293; Black, J.S., & Stephens, G.K. (1989). The influence of the spouse on American expatriate adjustment and intent to stay in Pacific Rim overseas assignments. *Journal of Management*, 15(4), 529-544.

<sup>21</sup> Dawis, R.V., & Lofquist, L.H. (1984). *A psychological theory of work adjustment*. Minneapolis, MN: University of Minnesota Press.

<sup>22</sup> Naumann, E. (1993). Antecedents and consequences of satisfaction and commitment among expatriate managers. *Group and Organization Management*, 18(2), 153-187.

or welfare reactions to environmental stressors.<sup>23</sup> Examples of strain from the studies reviewed here include feelings of stress due to time constraints, feelings of anxiety, and (poor) mental health. Job satisfaction, in turn, has been proposed elsewhere as leading to less strain<sup>24</sup> and to greater organisational commitment.<sup>25</sup> Strain is known to lead to poor performance and to turnover intent. Individuals with more commitment to the parent organisation are expected to perform better and to be less likely to leave the assignment prematurely.<sup>26</sup>

Finally, some past research among non-expatriates suggests a negative relationship between performance and turnover.<sup>27</sup> This study generalises from this turnover finding to suggest intent to leave the overseas assignment might be similarly affected by performance. These relationships have been suggested in previous literature in regard to workers who are not expatriates. The data of this study is used to determine the extent to which the theory of industrial management and industrial psychology would explain expatriates'/foreign service officer's intentions to leave their current overseas assignments.

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<sup>23</sup> Beehr, T.A. (1995). *Basic organizational psychology*. New York: Allyn & Bacon.

<sup>24</sup> Cooper, C.L., & Marshall, J. (1976). Occupational sources of stress. A review of the literature relating to coronary heart disease and mental health. *Journal of Occupational Psychology*, 49(1), 11-28; O'Driscoll, M.P., & Beehr, T.A. (1994). Supervisor behaviors, role stressors and uncertainty as predictors of personal outcomes for subordinates. *Journal of Organizational Behavior*, 15(2), 141-155.

<sup>25</sup> Ostroff, C. (1992). The relationship between satisfaction, attitudes and performance: An organizational level analysis. *Journal of Applied Psychology*, 77(6), 963-974.

<sup>26</sup> Cotton, J.I., & Tuttle, J.M. (1986). Employee turnover: A meta-analysis and review with implications for research. *Academy of Management Review*, 11(1), 55-70; DeCotiis, T.A., & Summers, T.P. (1987). A path analysis of a model of the antecedents and consequences of organization commitment. *Human Relations*, 40(7), 445-470; Reichers, A. (1985). A review and reconceptualization of organization commitment. *Academy of Management Review*, 10(3), 465-476; Shore, L.M., & Martin, H.J. (1989). Job satisfaction and organization commitment in relation to work performance and turnover intent. *Human Relations*, 42, 625-638.

<sup>27</sup> McEvoy, G.H., & Cascio, W.F. (1987). Do good or poor performers leave? A meta-analysis of the relationship between performance and turnover. *Academy of Management Journal*, 30(4), 744-762; Williams, C.R., & Livingstone, L.P. (1994). Another look at the relationship between performance and



## Implications for Practice

An often-cited application of expatriate research has been in the area of expatriate selection. Ironically, the majority of multinational companies do not have structured procedures for selecting expatriates, most rely on manager recommendations, and a few companies use some type of testing or screening.<sup>28</sup> Perhaps one reason for the lack of structure in the selection process is the lack of empirical evidence of what predictors should be used. There appears to be a heavy reliance on technical skills as the basis for choosing expatriates.<sup>29</sup> Although technical skills may be important when the goal of the assignment is to transfer skills, this review also underscores the importance of factors other than technical abilities such as individual and family factors.

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Given the importance of the family adjustment on the different outcomes, it is important to provide adequate assistance and support to expatriates and their families. A recent Berlitz/PIIH international relocation study found that three-quarters of respondents rated spouse counselling and spouse career support as important resources. However, the majority of firms do not provide these services. As a result, many expatriates said they felt their spouses and children were generally forgotten.<sup>30</sup> It is important for organisations to treat the expatriate's spouse as part of a team and provide families with adequate support in issues such as relocation, spouse's job search, housing, and health care. Expatriate spouses also often have extensive contact with host nationals.

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voluntary turnover. *Academy of Management Journal*, 37(2), 269-298.

<sup>28</sup> Human Resource Institute (1998). *Comprehensive personnel management report: Global staffing* (Research Report). St Petersburg, FL.

<sup>29</sup> Schell, M.S., & Solomon, C.M. (1996). *Capitalizing on the global marketplace: A strategic guide for expatriate management*. Chicago: Irwin Professional Publishing.

<sup>30</sup> Martinez, M.N. (1997). Study targets expatriates' extensive assistance needs. *HR News*,

Companies or organisations can assist them by providing them with language training and arranging organisation/company-sponsored social events to facilitate their interaction with host nationals. Just as it is important for expatriates to maintain communications with their home office, it is also important for the expatriate's family to keep in touch with family and friends back home. This can be facilitated if organisations provide family members with e-mail, long distance access, or home visits.

Job design, particularly characteristics such as role conflict, ambiguity, and discretion are important predictors of work adjustment. Expatriate assignments are often marred by policy and procedural conflicts that occur between the parent company and its foreign operations.<sup>31</sup> Allowing expatriates to harness their discretionary powers and providing them the opportunity to clarify expectations to reduce conflicting job demands are some ways that organisations can facilitate expatriates' adjustment to their work assignment. This could be likened to decentralization of power and decision making to foreign service personnel in missions abroad.

There is dire need of frequent interactions with host nationals in facilitating adjustment. Many expatriates and diplomats have the propensity to interact only with other expatriates rather than with host nationals. Although the social support received from other expatriates/diplomats will certainly be helpful, host nationals are best equipped to provide information that will reduce uncertainty and facilitate adjustment to the host culture.

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February, B4-B5.

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Black, J.S., & Gregeisen, H.B. (1990). Expectations, satisfaction and intention to leave of American expatriate managers in Japan. *International Journal of Intercultural Relations*, 14(4), 485-506.

Organisations can facilitate such interaction by encouraging expatriates to live outside expatriate communities or through job designs that require regular interaction with host nationals. There are other ways that organisations can foster such interaction. Companies may, for example, provide expatriates with a sponsor who is a host national. Not unlike the mentoring described earlier, local sponsors can help the expatriate network with host country nationals.

### **Management of the Diplomatic Service**

Despite the existence of substantial literature on the foreign policy of developing countries like Kenya, there has not been much written on the management of their foreign service a trend that applies to the management of Kenya's foreign service.<sup>32</sup> Mwangiru in his book *Diplomacy: Documents, Methods and Practice*, highlights some of the issues that need management in the diplomatic service. Some of the issues he highlights are of interest in this study. This include, post recruitment training, the structures of the profession, the mobility problem, postings to diplomatic missions and social problems of diplomatic missions.

In post-recruitment training he proposes that members of the diplomatic service should keep up with the changing environment, and developments in knowledge in the fields related to the practice of diplomacy. This training should ideally be advanced, to reflect the growing seniority and maturity of the diplomatic officials. This is because at recruitment these officials are expected to have some skills/training that is relevant in diplomatic practice.<sup>33</sup> Writing on recruitment and training of foreign service officers, Marshall gives premium on getting hold of the right people and training them at the

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<sup>32</sup> Makumi Mwangiru, (winter 2006). 'Issues, Problems, & Prospects in Managing the Diplomatic Services in Small States' *The Fletcher Forum of World Affairs*, Vol.30: 1

outset and during the whole period of their careers and availing to them the infrastructure that will ensure they are in a position to do the job.<sup>34</sup>

The structures of the diplomatic service should be nested on structures that work, and which encourage efficiency. The most favored organizational structure is one based on geographical basis with some professionally based departments such as the legal departments and economic departments. According to Feltam,<sup>35</sup> government agencies that deal with foreign affairs are usually called the 'ministry' or 'department' of foreign or external affairs. In Kenya, foreign affairs is handled by the Ministry of Foreign Affairs. The ministry is headed by a cabinet minister. In democracies, the foreign minister is always a political appointee who is appointed from the members of parliament by the president. Drawing on the expertise within the department and its establishments abroad, the minister advises the head of state on matters of foreign policy, helps formulate and coordinate policy, and administers the ministry with the help of a bureaucrat who is the permanent secretary in Kenya. At times, the foreign minister is also directly involved in negotiations with other states. A number of career diplomats aid in running the department. In Kenya the foreign minister is a member of parliament appointed to the ministerial position by the president.<sup>36</sup> The permanent secretary is also appointed by the president and in most cases is a career diplomat.<sup>37</sup>

The ministry of foreign affairs in Kenya is divided into three divisions, administration, protocol and political. In essence the nature of the work is concentrated in the protocol and political divisions while the administration plays the facilitative role to

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<sup>33</sup> Makumi Mwangi, (2004). *Diplomacy. Documents, Methods & Practice*. IDIS. Nairobi.

<sup>34</sup> Peter Marshall, (1999). *Positive Diplomacy*. Palgrave, New York. pp.136-153.

<sup>35</sup> R.G. Feltam. (1988). *Diplomatic Handbook*. Longman. New York.

<sup>36</sup> This power to appoint is provided by the Kenyan constitution.

these two functions by providing the support services and managing personnel matters. Under administration there are several divisions. These include personnel division, training division, transport division, education and welfare division, ICT and research division.<sup>37</sup> The political division is further divided into geographic and functional divisions. The former consists of bureaus for major geographic areas that are then broken down into smaller divisions and, ultimately, into "country desks." Desk officers are career diplomats who specialize in various aspects of the country to which they are assigned. Instructions to and reports from embassies abroad are handled first by the country desks. The functional division deals with problems or issues that do not appropriately fall under the domain of any one country: trade, international organization, human rights, intelligence, public information, international law, and passports and visas. Coordination of policy between geographic and functional divisions is a continually perplexing problem because of the cross cutting issues. In addition, the ministry of foreign affairs' administrative section also deals with other internal matters such as budget allocations, personnel recruitment and management, training, and logistics.

In an age of interdependence, foreign affairs departments must coordinate their activities with the foreign activities of other government agencies/ministries. Treasury departments, for example, are involved in negotiations over trade and money. Agricultural departments are concerned with foreign trade and world food problems. Defense establishments are involved in supporting foreign governments abroad and training the armed forces. Intelligence agencies provide heads of state with alternate sources of information about other countries. In some cases, a foreign minister has

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<sup>37</sup> The Presidential Circular NO. 1/2005.

<sup>38</sup> See appendix for Kenyan organisational structure.

trouble merely keeping informed of all the activities the country is engaged in abroad. This requires coordination and consultation among all the ministries that participate in international issues with the foreign affairs ministry being the focal point.

In the missions abroad, the foreign mission is headed by permanent representative/an ambassador or a high commissioner in Commonwealth countries assisted by a career diplomat who serves as head of chancery. The head of chancery oversees and coordinates the work of the staff and assumes the responsibilities of the mission as *chargé d'affaires ad interim*<sup>39</sup> whenever the ambassador is away or incapacitated or is between ambassadorial assignments.<sup>40</sup>

Feltam<sup>41</sup> gives a detailed outline of the organization structure of missions abroad. Ideally a mission is organized into a series of functional sections that observe, report, and deal with issues in their respective areas. Most missions contain sections for political affairs, economic and commercial affairs, information and cultural affairs, consular affairs, and administrative matters. In addition, a mission usually includes a number of officers from other government departments. Military, air, and naval officers have traditionally been assigned to foreign missions, but agricultural, commercial, labor, and cultural officers are becoming increasingly common.<sup>42</sup>

Missions are staffed largely by foreign service officers, with the exception of the

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<sup>39</sup> See, Article 19 of the Vienna Convention on Diplomatic Relations. 'If the post of head of the mission is vacant or if the head of the mission is unable to perform his functions a *chargé d'affaires ad interim* shall act provisionally as head of the mission. The name of the *chargé d'affaires ad interim* shall be notified, either by the head of the mission or in case he is unable to do so, by the Ministry for Foreign Affairs of the sending State to the Ministry for Foreign Affairs of the receiving State or such other ministry as may be agreed.'

<sup>40</sup> Thayer W. Charles. (1959). *Diplomat*. Greenwood Press, Westport, Connecticut.

<sup>41</sup> R.G. Feltam. (1988). *Diplomatic Handbook*. Longman. New York.

<sup>42</sup> This is mainly true for developed countries because for developing countries including Kenya it is difficult to find all this representatives of other departments in missions abroad save for commercial, education and intelligence officers in a few of the missions. Mostly, political officer(s) multitask and off

officers who are drawn from their respective agencies/ministries back home. For instance, commercial and education officers seconded from ministries of trade and industry or education respectively. Citizens of the host country may be hired as translators or for non-sensitive jobs to form the locally engaged staff.<sup>43</sup>

Writing on the functions of missions, Kappeler, et al<sup>44</sup> identify representation, protection, negotiation and promotion as fundamental functions of missions, on which the activities of missions are tailored. They further explain that the activities of a diplomatic mission are extremely varied. They range from such serious tasks as negotiating issues of great political significance and reporting and commenting on important events in the foreign country to meeting with foreign students, arranging itineraries of exhibits about life in the home country, and issuing visas.<sup>45</sup> In addition to their diplomatic and political chores, missions are also in charge of consular work.<sup>46</sup> Consular operations are concerned with the economic and commercial relations between states. Originally,

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loads some of the work to the administration staff.

<sup>43</sup> See, USA Foreign Policy

<sup>44</sup> See, Kappeler et al, (1994). *DIPLOMACY*. Text Copy Vol.1: Concept, Actors, Organs, Process and Rules. USIU-A, Library, Nairobi.

<sup>45</sup> See, Article 3 of the Vienna Convention on Diplomatic Relations. '*The functions of a diplomatic mission consist, inter alia, in:(a) Representing the sending State in the receiving State;(b) Protecting in the receiving State the interests of the sending State and of its nationals, within the limits permitted by international law;(c) Negotiating with the Government of the receiving State;(d) Ascertaining by all lawful means conditions and developments in the receiving State, and reporting thereon to the Government of the sending State;(e) Promoting friendly relations between the sending State and the receiving State, and developing their economic, cultural and scientific relations;2. Nothing in the present Convention shall be construed as preventing the performance of consular functions by a diplomatic mission.*

<sup>46</sup> See, article 2 (2) of the Vienna Convention on Consular Relations. '*The consent given to the establishment of diplomatic relations between two States implies, unless otherwise stated, consent to the establishment of consular relations.*'

diplomatic and consular chores were kept strictly separate because early theorists felt that national interests should not be "tainted" by private commercial matters. Thus, two separate services—diplomatic and consular—usually existed. Today all major countries have combined these two services, and a single corps of professional civil servants serves in both areas. Consular work involves a variety of activities. Consuls issue birth, death, and marriage certificates to citizens residing or traveling in the foreign country. Consular officers also regulate shipping, aid their country's citizens when they travel on business or as tourists, and report on economic and business conditions abroad. Activities are often carried out in consulates located in major trading and commercial cities as well as in the capital cities.<sup>47</sup>

In addressing the problem of demotivation, Mwangiru suggests that officials are best motivated when they feel that the work they are doing makes a difference in the overall context of shaping the foreign policy and diplomacy of the country. When motivation is lacking officials may develop the attitude that since they make no impact the work they are doing is not important. Upward mobility in the diplomatic service in comparisons to one's own reference group from another country also affects the motivation of officers. There should be a structure of promotion in the service that will develop a well motivated foreign service.<sup>48</sup> This needs to be done because the resource of any foreign service is actually human. If they feel they are not important, the foreign service will be ineffective. The terms and conditions of service for foreign service officer should also take cognizance of the degree of mobility and unpredictability of the job and the discomfort or even danger which may be a feature of life at some posts. Therefore a

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<sup>47</sup> See, Article 5 of the Vienna Convention on Consular Relations. (1963)

<sup>48</sup> Makumi Mwangiru, (2004). *Diplomacy: Documents, Methods & Practice*. IDIS. Nairobi



comparison is needed of other comparable jobs necessitating an overall pay rate that bears comparison to jobs similar to one in foreign service.<sup>49</sup>

One other issue that affects motivation of officers is postings to diplomatic missions if some officials go on posting regularly and spend many years on posting while others do not get a chance to serve. It is essential that all officers get a chance to see first hand how diplomatic missions look and even run the missions. This according to Mwangiri would broaden their outlook and motivates them as foreign service and diplomatic officers. He further says that the question of posting policy is important in the management of any foreign service and states must design their own posting policies. This posting policy according to Mwangiri should be clear and known to the officers, so that they can tailor their expectations accordingly. This policy should be fair and motivating to officers, and one that would avoid a situation where foreign service officials put in the donkey work, while others reap the benefits through postings abroad.<sup>50</sup> Equity in the postings abroad would solve this problem as every officer would have an equal chance to serve in missions abroad.

Mwangiri also highlights issues of social problems of diplomatic missions that may emanate from outside or in the mission. He proposes that the head of chancery should manage these conflicts. He gives the problem relating to spouses of diplomatic agents working abroad. Spouses may have adjustment problems because of foreign languages, cultures and the like, or adjustment emanating from having been a professional at home but being forced to be housewives/husbands in the countries they find themselves. This may lead to depression and suicidal cases. Lack of counseling to

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<sup>49</sup> Peter Marshall, (1999). *Positive Diplomacy*. Palgrave, New York. pp.136-153

<sup>50</sup> Makumi Mwangiri, (2004). *Diplomacy. Documents, Methods & Practice*. IDIS. Nairobi

officers and their spouses before going to missions abroad about their new station and what is expected of them may lead to embarrassing conduct by these individuals which would be associated to the mission and the sending state at large. It may also cause conflict within the mission. This would be avoided by briefing and counselling sessions before their departure.<sup>51</sup> Family life is complicated by the peripatetic nature of foreign service. If partners could partner in foreign careers it would solve the problem of one spouse having to forgo their career.<sup>52</sup> Acculturation exercises would help individuals adjust to new environments easily as the inability for officers to adjust in new posts is costly in terms of management performance, productivity in the missions abroad, relations with the host country and the diplomatic corps and operations efficiency.<sup>53</sup> It would also help if officers and their family knew where they were being posted at least a year ahead to help them prepare for the new station. A posting policy that includes personnel planning for a period of 5 or 4 years for each officer would assist in this venture.

There being no way of knowing from which direction social problems and conflicts will arise, it would help if those in charge of the missions received some training on counseling or on skills of conflict management as conflicts escalate when not addressed on time.<sup>54</sup>

Marshall<sup>55</sup> gives four criteria of diplomatic service organisation. The first criterion concerns the scale of the professional diplomatic effort. The question of how

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<sup>51</sup> Makumi Mwagiru, (2004). *Diplomacy. Documents, Methods & Practice*. IDIS. Nairobi

<sup>52</sup> Smedly, B., 'Partners in Diplomacy'(Harley Press, 1990)

<sup>53</sup> M. Mendenhall & G. Oddou: 'Dimensions of Expatriate Acculturation: A Review' *The Academy of Management Review*, Vol. 10, No.1. (Jan., 1985), pp. 39-47.

<sup>54</sup> Makumi Mwagiru, (2004). *Diplomacy. Documents, Methods & Practice*. IDIS. Nairobi.

large a diplomatic presence a country should have depends on its overseas economic involvement or its vulnerability politically, military and economically. Also of importance is how a country wishes to respond to its international circumstances. The important thing in this criterion is the resource implications of policy decisions. Therefore, countries need to differentiate between when they cannot afford to be present and when they cannot afford to be absent. This also includes representation in international gathering.

The second criterion Marshall gives involves the subject matter which the diplomatic service should cover. Should a diplomatic service cover virtually any range of subject matter which enters the country's foreign relations? Marshall is of the view that they do not have to, because they have access to expert advice from other departments of government.<sup>56</sup> It is no wonder that ambassadorial appointments do not necessarily come from the diplomatic service only but from the larger civil service and private sector too.<sup>57</sup>

Thirdly, Marshall talks of the balance between effort at home and abroad. This mostly relates to the multilateral representation as the home office is larger in multilateral representation than in bilateral representation. Most of the issues discussed at multilateral level, tend to be further discussed and fine tuned at bilateral level. This necessitates the cooperation between the home service and those on diplomatic posts in order to attain the set goals.

In making policy decisions of where to establish posts abroad, a diplomatic service can follow the following criteria. Major multilateral diplomatic centres like New York and Geneva should be given first priority. This should be followed by capitals of

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<sup>55</sup> Peter Marshall, (1999). *Positive Diplomacy*. Palgrave, New York. pp. 136-153

<sup>56</sup> Ibid.

major countries with which there are strong political, economic, cultural or military ties, especially where these contain in addition the headquarters of major multilateral bodies for instance Washington because of World Bank, Brussels because of EU, ACP, NATO, Paris because of UNESCO, London because of Commonwealth and other UN agencies, and also Rome, and Vienna. Thirdly, capitals of countries which are major export markets (for instance Uganda in the case of Kenya) or sources of inward investment and development assistance for instance China currently in the case of Kenya. Fourthly, regional centres for example Addis Ababa, the headquarters of African Union and lastly capitals and major cities of neighbouring states, especially those with significant relevant ethnic minorities.<sup>58</sup>

The fourth criterion of diplomatic service organisations by Marshall is communications between headquarters and posts abroad. This is both the means and the substantive subject matter communicated. This is central to the work of diplomatic service. Accuracy, security and speed are of utmost importance. The more accurate, secure and rapid communications are, the less the ambassador abroad will feel isolated from his or her government and the easier for the government to give him/her instructions.<sup>59</sup>

The attempts at adaptation to the current status of the foreign service management will persist. There can be no ideal solutions in a context of ever-accelerating planetary change. It is clear that administrative structures do not create. But they can only speed or inhibit the flow of new ideas. It is clear that the current situation in the Kenyan foreign service exhibits a fascinating coexistence of continuity and experiment. It is for this

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<sup>57</sup> The latest ambassadorial appointments by H.E. President Mwai Kibaki in July 2006.

<sup>58</sup> Peter Marshall, (1999). *Positive Diplomacy*. Palgrave, New York. pp.136-153.

reason why a study on the management of diplomatic/foreign service will have its relevance for the practitioner as well as the theorist.

### **Conceptual Framework**

This study will use two concepts. These are the theory of industrial management proposed by economists and industrial organization psychology concept postulated by psychologists.

#### **The Theory of Industrial Management**

Industrial Management, in business, is a term used to describe the techniques and expertise of efficient organization, planning, direction, and control of the operations of a business. In the theory of industrial management, management of organization has two principal aspects. One relates to the establishment of so-called lines of responsibility, drawn usually in the form of an organization chart that designates the executives of the business, from the president to the foreperson or department head, and specifies the functions for which they are responsible. The other principal aspect relates to the development of a staff of qualified executives.

Planning in industrial management has three principal aspects. One is the establishment of broad basic policies with respect to production; sales; the purchase of equipment, materials, and supplies; and accounting. The second aspect relates to the implementation of these policies by departments. The third relates to the establishment of standards of work in all departments. Direction is concerned primarily with supervision and guidance by the executive in authority; in this connection a distinction is generally made between top management, which is essentially administrative in nature, and operative management, which is concerned with the direct execution of policy. Control

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<sup>59</sup> Ibid.

involves the use of records and reports to compare performance with the established standards for work.<sup>60</sup>

Industrial management dates from the latter part of the 19th century. A notable impetus to its evolution was provided by the American engineer Frederick Taylor, who developed techniques for analyzing the operations involved in production and for setting standards for a day's work. The techniques originally devised by Taylor were adapted by industrialists to other phases of business, including the employment of qualified workers, and wage incentive program either to replace or to supplement the piecework system that had previously prevailed. Industrial management experts who succeeded Taylor have applied his techniques to a wider range of business problems. Among the leading successors are the Austrian-American management consultant and educator Peter Drucker and the American economist, writer, and diplomat John Kenneth Galbraith.

#### **The concept of Industrial-Organizational Psychology**

Effective administration is vital because diplomacy is the conduct of relations between sovereign states through the medium of officials based at home or abroad or in a third country, this necessitates coordination and effective communication done in a professional manner.

The conceptual frame work based on industrial-organizational psychology (I-O psychology), refers to the application of various psychological techniques to the workplace and other organizations. Psychologists in this field advise businesses and organizations on a variety of subjects: the selection and training of workers; how to promote efficient working conditions and techniques; how to boost employee morale,

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<sup>60</sup> Encarta, 2003.

productivity, and job satisfaction; and the best ways to evaluate employee performance and create incentives that motivate workers. I-O psychology first became prominent during World War II, when it became necessary to recruit and train the large number of new workers who were needed to meet the expanding demands of industry.

The selection of workers for particular jobs is essentially a problem of discovering the special aptitudes and personality characteristics needed for the job and of devising tests to determine whether candidates have such aptitudes and characteristics. The development of tests of this kind has long been a field of psychological research.

Once the worker is on the job and has been trained, the fundamental aim of the I-O psychologist is to find ways in which a particular job can best be accomplished with a minimum of effort and a maximum of individual satisfaction. The psychologist's function, therefore, differs from that of the so-called efficiency expert, who places primary emphasis on increased production. Psychological techniques used to lessen the effort involved in a given job include a detailed study of the motions required to do the job, the equipment used, and the conditions under which the job is performed. These conditions include ventilation, heating, lighting, noise, and anything else affecting the comfort or morale of the worker. After making such a study, the I-O psychologist often determines that the job in question may be accomplished with less effort by changing the routine motions of the work itself, changing or moving the tools, improving the working conditions, or a combination of several of these methods.

Industrial-organizational psychologists have also studied the effects of fatigue on workers to determine the length of working time that yields the greatest productivity. In some cases such studies have proven that total production on particular jobs could be

increased by reducing the number of working hours or by increasing the number of rest periods, or breaks, during the day. I-O psychologists may also suggest less direct requirements for general improvement of job performance, such as establishing a better line of communication between employees and management.

This concept suits this study as the study will be looking at management of diplomatic service specifically the posting policy while looking at ways of improving the management and increasing the foreign service officials' morale.<sup>61</sup>

### **Hypotheses**

The following hypotheses have been suggested in order to find out whether:-

1. The management of diplomatic services in Kenya is reliable and efficient.
2. The existing posting policy in Kenyan foreign service is efficient, transparent and fair.
3. There is no significant relationship between the management of diplomatic services and foreign policy.

### **Research methodology**

The research will use both secondary and primary data. These methods will allow the study to undertake thorough inquiry of the research problem. The study will undertake to use raw data of selected individuals and events to get more insights of the subject matter.

### **Primary data**

The main primary data will be from observation and on job enquiries. However research questions were also designed to investigate problems of foreign service officers

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<sup>61</sup> Lahey, B. B. (1983). *Psychology: An Introduction*. Brown and Benchmark Publishers. Iowa.



and the magnitude of such problems. Also sought from the participants are suggestions of the way forward or what they would have done differently given the chance again to relive the experience. The interviews will be administered to retired and current ambassadors and diplomats from Ministry of Foreign Affairs- Kenya who have served in foreign countries. This data will give an in-depth knowledge of first hand information of the actual happenings in the ministry of foreign affairs. It will also allow personal experiences of these individuals under the current and previous management.

### **Secondary data**

This involved a comprehensive analysis and review of scholarly works including published books, journals, and articles by authors who have examined the subject of Foreign Service and public sector management as a whole, human adjustment, psychology, prevention of adjustment problems, and human resource management. This will assisted in identifying the gaps that the existing literature has left in this area and also pointed the researcher in the right direction.

### **Chapter Outline**

Chapter One will be the research proposal. Chapter Two will focus on the management of diplomatic service in general and aspects of posting policy. Chapter Three will give a detail account of management of diplomatic services in Kenya (case study). Chapter Four will critically analyze the findings from data collected. Chapter Five will provide conclusions.

## CHAPTER TWO

### MANAGEMENT OF THE FOREIGN SERVICE

#### Introduction

As discussed in chapter one under the literature review, industrial management is a business term used to describe the techniques and expertise of efficient organization, planning, direction, and control of the operations of a business. The business in the case of this study would be the provision of diplomatic services. This study is more concerned with the principal of management that relates to development of a staff of qualified executives and applying it to the management of diplomatic service. The principal relating to line of responsibility will be used to help understand and know what kind of development the staff needs by relating them to their functions.<sup>1</sup> This is important because of the pivotal role which has been given to line managers as a delivery point for a variety of employment policies that are intended to raise the performance of the workforce.<sup>2</sup>

Industrial management is no different from strategic planning and management that most governments have adopted of late. Kenya has not been left behind. The conditions for managing foreign affairs have changed dramatically since the Cold War. Since the end of the Cold War, ministries of foreign affairs have lost their traditional status that to a large extent set them apart from the rest of central government. They are now public service organizations being confronted with the same demands for good and effective management as other governmental institutions. The new situation has inspired

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<sup>1</sup> Lahey, B. B. (1983). *Psychology: An Introduction*. Brown and Benchmark publishers. Iowa

<sup>2</sup> ADLER, N. J., and GHODER, F. ( 1990). "Human Resource Management: A Global Perspective", in R. Pieper (ed.), *Human Resource Management. An International*

a systematic effort to modernize their management systems. This effort has been particularly strong where the ministry of foreign affairs has had to manage cut-backs in financial and human resources. Since a new government came to power in 2002 in Kenya, every institution of the government has been required to draw up strategic plans on the basis of which budgets are allocated and on the strength of which the public service is managed and judged.<sup>3</sup> This study examines the strategic planning in the Ministry of Foreign Affairs in Kenya and how it is addressing the management issues raised in chapter one and two in the next chapter.

### **The Foreign Service**

The foreign service is a heteronomous organization of professionals within the larger department/ministry of foreign affairs and like the civil service, it is a semi-autonomous personnel system within a larger bureaucratic structure. Traditionally, the term foreign service has two connotations: the foreign service officer corps, and, the administrative body. Individual members of the foreign service are called foreign service officers (FSOs), and collectively they are identified as the officer corps.

Foreign service officers are mandated to oversee much of the administration, formulation, and actual execution of a country's foreign policy. While assigned primarily to foreign service posts overseas, a large group of officers regularly serves in the department/ministry of foreign affairs headquarters in their country. Most foreign service officers enter the service at junior officers levels after meeting a certain criteria set by the personnel office of the recruiting institution/agency of their country. In some countries

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*Comparison*. Berlin: De Gruyter.

<sup>3</sup> Makumi Mwangi: "Issues, Problems, and Prospects in Managing the Diplomatic Services in Small States" *The Fletcher Forum of World Affairs*. Vol. 30:1 Winter 2006. pp 193-206

like the USA they have to pass through a rigorous examination process before becoming foreign service officers.<sup>4</sup>

In other countries like Lesotho,<sup>5</sup> the foreign service is part of the general civil service and personnel can move freely into the foreign service from other departments of the civil service. In Kenya, there was no professional foreign service for a long time but officers made their careers in the ministry of foreign affairs without interruption. However, since June 2002, there is a foreign service scheme of service.<sup>6</sup> Foreign service officers grow in service and are promoted when they achieve the experience and expertise to handle the next level of responsibilities. The years spent serving at each level of responsibility differs from country to country. In Kenya it is three years,<sup>7</sup> while in USA<sup>8</sup> there is a yearly evaluation.

The highest rank for a career foreign service officer is an ambassadorial position. Incoming junior officers in many countries are expected to develop functional skills and have specialties by mid career<sup>9</sup> while in other countries they are expected to be generalists. In the beginning of senior ranks, officers are given broadening assignments and program direction responsibilities together with key positions in the ministry headquarters or overseas involving policy formation or program direction.

On the other hand, the term "foreign service" refers to the administrative body

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<sup>4</sup> Reed L. Theodor; The Utility of Cohort Analysis. *Organizational Change in the American Foreign Service, 1925-1965*.

<sup>5</sup> Makumi Mwangiri; (2004). *Diplomacy. Documents, Methods & Practice*. IDIS. Nairobi.

<sup>6</sup> Republic of Kenya, Office of the President. Scheme of Service for Foreign Service Personnel, June 2002

<sup>7</sup> Ibid.

<sup>8</sup> Makumi Mwangiri: "Issues, Problems, and Prospects in Managing the Diplomatic Services in Small States" *The Fletcher Forum of World Affairs*. Vol. 30:1 Winter 2006. pp

which is the foreign service administration that oversees the selection and promotion of foreign service officers and other categories of foreign service personnel. It also oversees the budgeting and plays a facilitative role in terms of availing the equipment and running the management of the offices. In the USA, the foreign service administration is a subsidiary people processing organization charged under a broad mandate from the larger department of state bureaucracy to recruit, train, and oversee the careers of these key organizational personnel.<sup>9</sup> While this is the ideal way of handling the personnel management in the foreign service, many countries among them Kenya, still rely on the central government unit of recruitment to do this, or handle it as one of its administrative duties.

The modern foreign service is an amalgam of earlier diplomatic and consular services. In this study the term foreign service and diplomatic service will be used interchangeably and they will be referring to the human resource in the foreign affairs department. The field force of a foreign office, comprising diplomatic and consular personnel engaged in representing the home government's interests abroad and providing the necessary information on which foreign policy is based. There is a marked similarity in the foreign service organizations of most countries. Diplomatic and consular functions are generally performed by a single service, which is expected to serve at home or abroad, enabling interchangeability of consular and diplomatic officers. The merger of the two functions came about when many European countries, beginning with France in 1880, recognized that the consular service, although less dependent on ceremony and

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<sup>9</sup> Ibid.

<sup>10</sup> Ibid.

prestige, could not be entirely separated from diplomatic affairs. <sup>11</sup>

### **Diplomacy and Foreign Policy**

Diplomacy may be described as the process by which foreign policies are converted from rhetoric to realities, from pronouncements of principles to the everyday promotion of national interest.<sup>12</sup> It is a quest, essentially, for influence or power. Gathering and dispensing information, reporting, and negotiating, along with other techniques serve as means to this end.<sup>13</sup>

While generally viewed as the means of carrying out foreign policies, diplomacy generates resources needed for the formulation of sound policy and its practitioner should be fully utilized in the policy-forming process.<sup>14</sup> According to Simpson the resources of diplomacy must be considerably amplified in all its dimensions: intellectual and cultural, political, research and analysis, planning, education and training. Total development and use of human resources of the diplomatic establishment should be sought after ardently. In pursuit of international objectives the provision of education and training to officers should compare to the demands placed on them by modern diplomacy.

The qualities and techniques of diplomacy constitute no mystique. They are evident in everyday relationships. In the relationships of national governments, the use of such qualities and techniques is known as 'diplomacy'. Use in that context involves as much personal skill as do difficult individual relationships, for the relations of

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<sup>11</sup> Encyclopedia article; The Columbia Encyclopedia, Sixth Edition, 2004. 52323 pgs.

<sup>12</sup> Livingstone Merchant; 'New Techniques in Diplomacy,' in E. A. Johnson (ed.). *The Dimensions of Diplomacy* (Baltimore: Johns Hopkins Press, 1964), p. 120.

<sup>13</sup> See, Article 3 of the Vienna Convention on Diplomatic Relations.

<sup>14</sup> Simpson S: "Resources and Needs of American Diplomacy" *Annals of the American Academy of Political and Social Science*, Vol.380 (November 1968), pp. 135-144.

governments are in fact, the relations of people. The best diplomats surmount their official status and so command the host government's respect that, as individuals, they acquire an extraordinary influence.

The personality, character, learning and gifts including intuition as to what to do, when and how, greatly determine a diplomat's role and, thus in no small measure, his government's capacity in world affairs.<sup>15</sup>

Foreign policies are ideas, interests, plans that a country has in the international system while diplomacy is the means of achieving the set out policies. Therefore good management of the diplomatic service affects the outcome of the foreign policy ventures. One could say that the foreign policy was a destination for a voyager and diplomacy was the means of travel used to get to that destination. To be able to get to the destination one needs to know where it is in terms of directions and distance and how it looks like so that when they get there they will recognize it. Secondly, one will need to have the means to get there for instance a vehicle, a train, ship or plane. Lastly one has to understand and manage the information (in this case the policy) and the means to achieve it (in this case the diplomacy). Management here refers to running the travel smoothly by making sure that everything is in order for instance by having a map or directions of the destination (policy) and by having the vehicle that is well maintained and fueled or having the necessary tickets to the train or plane to the destination. Management of one therefore means management of the other.

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<sup>15</sup> Ibid.

## **Management of Human Resource**

For a successive institution, managers need to adopt strategies to retain, reward and recognise their employees who make a positive contribution to overall institutional performance. There are several ways a manager can achieve this. A manager should provide opportunity for advancement in the form of new roles, stimulating work and other opportunities for individual growth. A manager should also ensure that the work remains challenging and interesting by providing growth opportunities for staff with challenging assignments and the necessary tools to successfully complete projects.

Job security is important and a manager should ensure that a safe, stable work environment and additional benefits are provided to his staff. Employees will stay with a business despite below-market pay, but not below award! Showing respect to your employees' efforts and show them how they add value to the objectives of the institution does make a difference. Cross-train staff and encourage them to work more closely with customers to help them feel more valued. A manager should also Acknowledge employees' efforts by taking the time to personally thank them for doing something well. Specifically say how and why their effort was of value. Employee recognition is a powerful tool for shaping and reinforcing desired performance with the advantage of helping both management and its employees feel better in the process.

Grievance handling by solving problems as they develop helps in managing human resource. To do this a manager would need effective grievance handling procedures tailored to the needs of the workplace. A grievance is a formal expression of dissatisfaction about a work situation usually by an individual employee, but it may sometimes also be initiated by a group of staff or a union acting on their behalf.



Grievance procedures are based on the principle of natural justice and it is recognised as good business sense to have effective grievance procedures.

By managing conflict in the workplace a manager eliminates problems with his work force. Conflict between staff may arise from time to time which may have significant adverse effects on the work. This may include loss of productivity and customer confidence. Conflict between staff occurs for a range of reasons. Conflict may be the result of personal differences, differences in approach, an action at work, or even outside the workplace. Ignoring the problem may potentially lead to something more serious, such as a physical conflict between staff or significant impacts on work performance.<sup>16</sup>

A good manager would deal with conflict as soon as it comes to their attention, either through observation or a complaint from staff. He would begin by gathering information about the conflict. Talk to staff involved to identify the issue, investigate the matter by talking to witnesses. He would ensure he meets all legal obligations to provide a safe workplace free from harassment and discrimination. He would then meet with the staff involved to identify outcomes and devise a plan of action to manage and/or resolve the issue or take disciplinary action where necessary.<sup>17</sup>

Further, he would ensure staff clearly understands their obligations and responsibilities in the workplace, behaviours which are acceptable and unacceptable in the workplace, the consequences of continuing to display unacceptable behaviour(s), and lastly but not least he would discuss other issues that may arise and monitor the situation and deal with

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<sup>16</sup> BACH, S. ( 1994). "Restructuring the Personnel Function: The Case of NIIS Trusts", *Human Resource Management Journal*, winter, 4/ 2: 99-115.

<sup>17</sup> ARGYRIS, C. ( 1970). *Personality and Organization: The Conflict between Systems and the Individual*. New York: Harper & Row.

issues as they arise. It should be noted that simply separating the staff involved may not be the answer as you may just be transferring a problem to another area.<sup>18</sup>

### **The Management Dimensions of Diplomatic Service**

There are several dimensions of diplomatic service management that arise. This chapter will highlight them and look extensively at the concept of posting policy defined earlier in chapter one as the management of the human resource in the foreign service from recruitment to mobility while in service up to retirement, in a later chapter.

### **The Intellectual-Cultural Concept**

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In the foreign service, the diplomatic process acquires some formalities and limitations demanding learning and ingenuity to surmount. This means that what a diplomat says and does as an individual s(he) cannot say and do as a diplomat, and what a diplomat does decide is feasible is so subject to misunderstanding because of cultural, linguistic and psychological differences that s(he) is obliged in speech and action to move in special care. This requires considerable groundwork for any move because diplomacy is practiced with peoples of different backgrounds. This emphasizes the need and importance of education and training of the foreign service officers.<sup>19</sup>

The resources of a diplomatic service are mainly human.<sup>20</sup> It is imperative to recruit the right people, train them not only at the outset of their careers but throughout their career and provide them with the infrastructure that will ensure that they are in a position to deliver in their work. Continuous training will enable members of the foreign service to keep up with the changing environment and developments in knowledge in the

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<sup>18</sup> ADLER, N. J., and GHODER, F. ( 1990). "Human Resource Management: A Global Perspective", in R. Pieper (ed.), *Human Resource Management. An*

<sup>19</sup> Simpson S: "Resources and Needs of American Diplomacy" *Annals of the American Academy of Political and Social Science*, Vol.380 (November 1968), pp. 135-144.

fields related to the practice of diplomacy.<sup>21</sup>

Six basic managerial operations are crucial in personnel management specially at recruitment. These are abilities to plan, decide, organize and delegate, communicate, lead, and analyze. Three of these operations are "intellectual," namely plan, communicate, and analyze. These involve the ability to analyze problems, to think logically, to express one's self, and to analyze numerical values. The other three are predominantly personality characteristics, namely decide, organize, and lead.

The planning required by a supervisory job may be very simple, or it may be very complex. If the type of work is highly standardized, a great deal of control information is available, and plans must be made for only a few specific jobs and for only a few days ahead; then relatively little ability for planning is required. But if the situation is unstandardized as in foreign service, there is very little guiding information, and plans must be made for a year ahead, covering many unrelated functions, then an extremely high degree of planning ability is required by the job.

Similarly for communicating, some jobs require only a low level of the ability for self-expression, and other jobs require an extremely high degree which is the case in foreign service. The number of contacts in which to express the message, the method of communication (face-to-face talks, written memos, and speeches), the specificity or the abstractness of the subject, and the objective to be attained by the communication--all influence the demands of the job so far as the complexity of this ability is required.

In today's culture, plans and progress are generally expressed in numerical terms and hence some ability for handling arithmetical problems is required by most

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<sup>20</sup> P. Marshall: *Positive Diplomacy*. (1999) Palgrave; New York.

<sup>21</sup> Makumi Mwangi; (2004). *Diplomacy. Documents, Methods & Practice*. IDIS.

supervisory jobs. The type of arithmetical operation involved, the method of reporting, and the extent of deduction from numbers all tends to make a job simple or complex in the numerical area.<sup>22</sup> The making of decisions is treated as a personality characteristic. Most persons can make decisions, but they cannot all make stable, mature decisions. Maturity is required in order to make highly complex decisions. Some understanding of the behavior of persons is required by many jobs, since decisions are often made in a social situation. The ability to stand pressure is also crucial.<sup>23</sup>

### **Human Resource Management in the Foreign Service**

The issue of management of the human resource in the foreign service is paramount. Managing human resource who are scattered over a great number of locations presents certain problems. The members of the foreign service need to be remunerated at a rate which is comparable with that of similar jobs, and it has to in addition to take into account the degree of mobility and unpredictability of the job and the discomfort or even danger in certain posts. It has to also take into account the morale problems stemming from the peripatetic nature of the work.

It is imperative to assure those furthest from headquarters that they are not forgotten and ensure equality of opportunity to all especially in opportunities to serve abroad in the country's diplomatic missions. This is important in developing a well motivated foreign service.<sup>24</sup> There is nothing more destructive of morale and indeed of enjoyment of the job and of the life that goes with it, than the feeling that some people

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Nairobi. Pp.143-152

<sup>22</sup> R. B. Shuman, *The Management of Men* (Norman: University of Oklahoma Press, 1948).

<sup>23</sup> Burke W. W. (1987). *Organisation Development: A Normative View*. Reading, MA: Addison-Wesley.

<sup>24</sup> Ibid.

never get a chance and that others are shown favouritism.<sup>25</sup>

There is not much available literature on the management of foreign service human resource and one is forced to borrow from literature on the management of expatriates. One can appreciate the fact that production factors other than humans are comparatively less anchored and therefore can be moved around, shuffled, reduced, increased, transformed and discarded relatively freely to suit managers' requirements. Their value is subject to market forces in most cases in a straightforward manner. But humans are different. They have needs, emotions, interests and attachments, and they perform their tasks best if these are reasonably catered for. They cannot be easily discarded and shuffled around against their wishes without causing individual and/or social upset.<sup>26</sup>

The foreign service can be extremely challenging. Apart from changes in job responsibilities, foreign service officers typically need to adjust to a different climate, a new culture, and a variety of language barriers. Foreign service assignments also often involve either uprooting families to a new country or causing the officer to live away from their families, either of which puts strain on both expatriates and their families.

### **The Political Dimension of Management**

Diplomacy possesses a political dimension because it is a governmental process which is motivated and directed by political results. Diplomacy is international politics where maneuver and motion are present but there are times when inaction does best as diplomacy. To understand a people's politics one has to assimilate their culture and

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<sup>25</sup> Simpson S: "Resources and Needs of American Diplomacy" *Annals of the American Academy of Political and Social Science*, Vol.380 (November 1968), pp. 135-144.

<sup>26</sup> Monir H. Tayeb. (2000). *The Management of International Enterprises: A Socio-Political View*. Macmillan. New York: pp 127.

psychology making the dimension of intellectual and cultural interlink with the political dimension. Therefore a diplomat has to create an intellectual-political understanding and climate abroad in which the objectives of the sending state's foreign policy can be achieved. The politics of diplomacy not only involves ambassadors and senior officers but also junior officers.<sup>27</sup> This sets diplomatic service apart from the bureaucratic process and its management should reflect this. The effort and work of the junior officers should be appreciated and rewarded like that of the ambassadors.

### **The Domestic Aspect of Management**

The domestic aspect refers to the atmosphere in the headquarters of the foreign service ministry and other ministries/departments involved in foreign affairs. This is so because many international issues have a crucial domestic thrust that requires input from other ministries other than the ministry responsible for foreign affairs. One major issue is the aspect of the ever present bureaucracy in all government institutions that those abroad have to deal with before taking action on any matter. In getting the bureaucracy to respond to world developments adequately and promptly the diplomat must become a bureaucrat of sorts, but one who is politically motivated and foreign-environment conscious. S(he) therefore is different from the ordinary civil servant.<sup>28</sup>

The success of a diplomat depends on his or her success in understanding the headquarters, its peculiar often rambling and chaotic ways and its personalities, and in enlisting their assistance by the very same processes which he or she employs abroad in enlisting the cooperation of foreign officials in a foreign environment. Getting the action

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<sup>27</sup> Simpson S: "Resources and Needs of American Diplomacy" *Annals of the American Academy of Political and Social Science*, Vol.380 (November 1968), pp. 135-144.

<sup>28</sup> Ibid.

that one needs from his own headquarters is no mean feat.<sup>29</sup> No diplomat is trained for this, and must develop it on their own. Rare is a diplomat who is imaginatively responsive to this thrust and capable of coping effectively with it.

Of paramount importance is the balance and division between effort at home and abroad. The content of negotiations tend to have a more domestic content when it comes to multilateral negotiations and is often of direct and continuing concern of different ministries. There is dire need therefore for effective representation in multilateral stations and effective corroboration from the home ministries.

The other domestic aspect that is important is domestic clarification which refers to matters inherent in the country's diplomacy evolution. It overlaps both the political and organizational dimensions. A country should have a clarification of its diplomacy and that of other countries. Diplomacy is rarely taught in schools or higher institutions of learning. Often countries recruit individuals to the foreign service who have no idea what diplomacy is all about. The nature, technique and substance of diplomacy need to be known by all. This would enable the public and the rest of the civil service to put checks and balances for the foreign service thus aid its management.

### **The Organizational Dimension of Management**

This relates to management and supervision, and cannot be met by an ill managed organization. Organization means supervision and supervision means the development of people. There is a need for a supervisory function and training of the supervisors and the supervised alike to make the concept prevalent in the diplomatic service. This would improve the general quality of diplomacy and solve many problems which seem unrelated but are.

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<sup>29</sup> W. Attwood: *The Reds and the Blacks* (New York: Harper & Row, 1967), pp. 39-40.

One of the problems that would be solved is the morale of junior officers who feel left out from where the action is. The other is the cynicism of the mid-career officers who have lost hope of getting there and the let-down feeling of all officers as they witness the dehumanized treatment of their seniors who are sacked or transferred from the service at their prime while possessing just the experience to hold a senior position effectively. Management therefore has to devise a way to enable the organization to treat its personnel as human beings and to stimulate rather than suffocate their judgment and initiative.<sup>30</sup>

The problem of management of the foreign service could stem from diplomats refusal to manage their own affairs as they feel the function is not part of their bargain. They contracted for a more glamorous role of 'diplomat' not manager. This leaves the diplomatic establishment without managers. It has only administrators drawn not necessarily from the diplomatic ranks but from outside the diplomatic service. But management is more than a single manager or administrator. It is a group of persons who exercise jointly the authority and the responsibility for group activity. Therefore everyone counts when it comes to management and that is what foreign service officers should realize. Administrators tend to work by themselves rather than in unison with the rest of their colleagues. They tend to point out the way but not necessarily get themselves dirty to do the work, they oversee the rest and mostly in terms of provision of monetary and facilities needed for work.

Organizational structure needs to adapt to changes in composition of personnel skills and attitudes. This affects the mobility of foreign service officers as they compare

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<sup>30</sup> Simpson S: "Resources and Needs of American Diplomacy" *Annals of the American Academy of Political and Social Science*, Vol.380 (November 1968), pp. 135-144.



themselves with their reference group. If the reference group is doing better in terms of upward mobility then feelings of deprivation creep in, thus demotivation.<sup>31</sup> Slowed promotion rates is a road block for those officers who assumed that rapid promotion would enable them to apply new techniques to the unique problems of modern diplomacy.<sup>32</sup>

### **Research and Analysis**

A diplomat must be served by the gathering and analysis of information on broader and deeper scales. There are two faces of this, the research and analysis of diplomacy itself, and maintenance of an inventory of diplomatic resources which a government possesses. As part of the inventory, a diplomatic establishment should analyze its mistakes in foreign policy and diplomacy to ascertain why it failed in any situation and prevent a recurrence. Planning is related to this as systematic thought is needed on the development of the resources, human and other, needed to carry out policies. To make policy decisions, to enter commitments and to decide important moves without stopping to inventory resources and to bring diplomacy into equilibrium with decisions is the rankest folly.<sup>33</sup> If inventory and planning is done effectively and is timely, managing the foreign service will be an easier job as previous mistakes will be avoided.

### **Social problems of diplomatic missions**

Family life is complicated by the peripatetic nature of the foreign service. An officer has to make a choice between children separation from him/herself in the interest of continuity of their education at home and disrupted education as the price of their

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<sup>31</sup> Makumi Mwangi; (2004). *Diplomacy. Documents, Methods & Practice*. IDIS: Nairobi. Pp.143-152

<sup>32</sup> White Harrison C. (1970). *Chains of Opportunity: Systems Models of Mobility in Organizations*. Harvard University Press: Cambridge, Ma; Wright Eric Olin & Luca Perrone (1974). 'Marxist Class Categories of Income Inequality'. *American Sociological Review* 42: 32- 25.

remaining together as they move from post to post. There is also a problem relating to spouses especially those with their own careers, but are not able to move with their partners. This may be solved by those who partner (by both working in the foreign service) in foreign service careers but their children will have a disrupted education.<sup>34</sup> Adjustment issues are also experienced by the family of diplomats when the post presents a different language and culture to them. Some are unable to adjust and are forced to return home.

It would help if officers know where they will be posted way ahead and are counselled about what is expected of them and their family while there to enable them prepare effectively. The counselling should also be done for their family members also. This means that ways and means of handling such social problems should be known to the head of chancery to avoid their escalation.<sup>35</sup>

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<sup>33</sup> Simpson S: "Resources and Needs of American Diplomacy" *Annals of the American Academy of Political and Social Science*, Vol.380 (November 1968), pp. 135-144.

<sup>34</sup> P. Marshall: *Positive Diplomacy*. (1999) Palgrave; New York.

<sup>35</sup> Simpson S: "Resources and Needs of American Diplomacy" *Annals of the American Academy of Political and Social Science*, Vol.380 (November 1968), pp. 135-144.

## CHAPTER THREE

### MANAGEMENT OF KENYAN FOREIGN SERVICE

#### Introduction

The first principal aspect of industrial management as explained in chapter One and Two relates to the establishment of lines of responsibility drawn usually in the form of an organization chart that designates the executives of an organization, from the president to the foreperson or department head, and specifies the functions for which they are responsible. The Kenya foreign service is headed by the minister for foreign affairs who is a member of parliament and is appointed to this position by the president. However, the conduct of foreign policy in Kenya is a prerogative of the head of state who is the chief executive (president). These powers are vested in the presidency by the Constitution of Kenya.<sup>1</sup>

Consequently, the president is the initiator, articulator and director of foreign policy. This applies universally and is not unique to Kenya. The foreign ministry's responsibility is that of advice and execution in consultation with the president. Several individuals, institutions and organizations participate in foreign policy formulation and decision-making. From this perspective, the ministry of foreign affairs is only a facilitator, coordinator and a steward of the country's foreign policy; the various government agencies are complementary actors in the conduct of foreign policy.

The minister is considered to be the head of foreign policy in the ministry and the permanent secretary is considered to be the head of administrative policy, a position that

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<sup>1</sup> Section 16 of the Constitution of Kenya, Amendment Act No. 28 and in section 23.

some scholars disagree with as they find it untenable. Mwangiru<sup>2</sup> differentiate management of foreign policy with creation of foreign policy. Management of foreign policy concerns shaping the players, the organs and environment to best serve the actor.<sup>3</sup> *On the other hand, managing the diplomatic service entails creating a framework and environment in which professionals serve in the diplomatic service and in which the players come up with the best ways of implementing foreign policy. Therefore those engaged in the diplomatic service also implement foreign policy which necessitate that the same manager should ideally manage both.*

The confusion and conflict between the minister and permanent secretary is caused by the misunderstanding between the creation and implementation of foreign policy. The realization that the implementation of foreign policy is best achieved where there is an effective and efficient management of diplomatic service and of foreign policy since the end of foreign policy creation is implementation has necessitated this study. Therefore the minister should leave the administration of the foreign policy to the permanent secretary and his officials and concentrate on creation of new foreign policy for the country.<sup>4</sup>

The ministry of foreign affairs (MFA) was established after Kenya became independent in 1963 to articulate Kenya's foreign policy. Initially, the ministry remained a "ministry of state for foreign affairs" under the Office of the President until 1969 when

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<sup>2</sup> Makumi Mwangiru, (May 2006). "The Missing Link in the Study of Diplomacy. Illustrations from the Management of the Diplomatic Service and Foreign Policy in Kenya." Paper Presented At The African *International Studies Conference On The Theme: The Enhancement Of The Study Of International Relations In Africa*, Nairobi, 26-27 May, 2006

<sup>3</sup> Makumi Mwangiru, (2004). *Diplomacy. Documents, Methods & Practice*. IDIS. Nairobi.

<sup>4</sup> See appendix for the current organizational structure of ministry of foreign affairs in

it became a fully-fledged ministry headed by a minister for foreign affairs. Currently, the ministry has established thirty nine (39) missions and three (3) consulates general. UNEP, HABITAT are the missions in Nairobi. The government has authorized the establishment of Missions in Brasilia, Brazil; Bangkok, Thailand, and a Consulate General in Dublin in 2006/2007 financial year.

The ministry also oversees the activities of 80 foreign resident embassies, 7 non-resident embassies, 19 consulates and 46 international organisations, which are based in Nairobi. The presence of these missions and international organisations in Nairobi has contributed immensely in reinforcing Nairobi as a regional diplomatic hub, and the home of the United Nations in Africa.

The other principal aspect of industrial management relates to the development of a staff of qualified executives. This is the main agenda of this study and it relates closely to planning which in industrial management has three principal aspects. The first aspect of planning relates to the establishment of broad basic policies with respect to production or provision of services. In the case of this study, the broad policies will relate to foreign policy, as the foreign service exists to implement a country's foreign policy. To do this they have to understand what that policy is and how to implement it.

### **Kenya's Foreign Policy Orientation**

Kenya's foreign policy has, since independence been designed and guided by basic and universally recognized norms: respect for sovereignty and territorial integrity of other states and preservation of national security; good neighborliness and peaceful co-existence; peaceful settlement of disputes; non-interference in the internal affairs of other states; non-alignment and national self-interest and, adherence to the Charters of the UN

and OAU/AU.

### **Factors Influencing Kenya's Foreign Policy**

Kenya's foreign policy has since independence been guided and shaped by its own national interest. This self-interest could be grouped into three main categories. Firstly, peace and stability are a pre-requisite to social and economic development. The government's commitment to guarantee the security of its people and the preservation of national integrity and sovereignty within secure borders underlies the desire to advance national interests by guaranteeing a secure political environment for development. Secondly economic development has played a dominant role in shaping Kenya's foreign policy. The need to pursue an open economic policy and the demand for foreign capital and investment flows has influenced Kenya's approach to foreign policy. Thirdly, Kenya's foreign policy in the region has been shaped by factors such as the presence of overlapping ethnic community across borders and the fact that Kenya is a littoral state of the Indian Ocean and which influences relations with landlocked neighbors.

Fourthly, international and regional co-operation form a major component of the foreign policy of any country. Kenya participates actively in several regional initiatives. It is a member of East African Community, Common Market for Eastern and Southern Africa (COMESA), ACP-EU, Intergovernmental Authority on Development (IGAD), and Indian Ocean Rim Association for Regional Co-operation, amongst others. This co-operation is borne out of the realization that the development and prosperity of Kenya are intimately tied with its neighbors in the region. With the advent of globalization and liberalization, the country's external relations are being governed more and more by the need to promote a favorable environment for trade and investment.

Sessional Paper No. 2 of 1997 on "Industrial Transformation to the year 2020" clearly defines Kenya's approach to regional integration arrangements. It identifies institutional and legal framework as prerequisites fostering international and regional trade which could benefit Kenya. This pro-active and participatory role in the economic and trade dynamics in the region is geared towards fighting poverty and improving the welfare of the citizens of Kenya. Kenya has currently given priority to COMESA, EAC, ACP-EU, NEPAD, UN and AU. Kenya has also started to look for new partners in development from the eastern part of the world the latest major venture being China.

In summary, to attain its set goals and interests in foreign policy, Kenya continues to seek effective strategies in its approach to foreign policy. The desire to promote economic development will influence Kenya's approach to foreign policy while maintaining its traditional core principles and norms of non-alignment, non-interference in internal affairs of other states, good neighborliness, peaceful settlement of disputes and adherence to the charters of the UN and African Union.

#### **Managing the Foreign Policy**

To able to implement its foreign policy, Kenya uses the ministry of foreign affairs as its coordinator and major implementor of the foreign policy. The ministry coordinates where other stakeholders are the main actors for instance in trade negotiations the ministry of trade and industry is the main stakeholder and depending on the subject of trade other stakeholders come in (for instance, if it is to do with agriculture products the ministry of agriculture becomes another stakeholder).

Before the negotiations begin, there is a preparatory stage where the ministry plays the role of the convener of all the stakeholders meetings to prepare for the

negotiations and have a common country position on the matter to be negotiated and fall back positions in case of disagreements with the negotiating partner. After round table negotiations there are other discussions that follow and the question of implementation which the ministry plays a big role in. The ministry also acts as a depository for all treaties and agreements entered into by the state.<sup>5</sup>

The ministry is able to follow up on issues with other countries through its foreign service personnel who are stationed in several countries. Therefore it is imperative to manage the foreign service personnel efficiently for them to be able to implement and in the long run manage the foreign policy. To manage the foreign policy, the personnel is required to implement it in a way that will serve the country best.

In Kenya there is a missing link between the foreign policy and the foreign service personnel. This as explained earlier at the beginning of this chapter, could be as a result of the two being managed by two different people where the minister insists on managing the foreign policy and the permanent secretary managing the personnel to implement it. This creates a discrepancy which results in the foreign policy not being effectively implemented. It is obvious in the deployment of foreign service officers that the foreign policy is not considered. If it were to be considered, there would be more officers posted where the work is and fewer officers where the work is, less or where the country's interests are not significant. Since Kenya's foreign policy shifted from the west to Far East the effects of this policy are yet to be felt in terms of implementation where personnel in missions in this countries are concerned. There should be more personnel posted to these missions with the ability to capture the data the country needs and to

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<sup>5</sup> Makumi Mwangiru, (2004). *Diplomacy. Documents, Methods & Practice*. IDIS. Nairobi.



initiate negotiations or lay the foundation for such negotiations in areas that they can identify better while on the ground in those countries.

There are some stations that need more personnel than others and the authorized establishment should be reviewed as often as the country reviews its foreign policy. It is wasteful to open a mission and not give it enough personnel to make it give its best. In multilateral stations for instance, it is imperative to consider the number of committees that run concurrently when deciding the establishment of such missions. There have been cases where one officer is expected to cover more than two committees which run concurrently. This is not humanly possible and the country ends up losing in important international matters because it is not privy into the discussions in this committees.<sup>6</sup>

In short, managing the foreign service personnel and managing the foreign policy is one and the same thing because neither can do without the other. Since the new administration came into power after the 2002 general elections efforts have been made in a bid to streamline the public institutions including the civil service. Consequently every public institution has been required to come up with strategic plans of 5 years. The first one for the ministry of foreign affairs is for 2005-2010 in which strategic issues, options and objectives as summarized above have been discussed.

The important aspect that strategic planning has brought about that has not been discussed yet is the supervisory and work plans that every officer has to come up with together with their immediate supervisors. This has helped assign duties and responsibilities as the work plans are tied with appraisals of every officer which now are done yearly with quarterly reviews. The difficulty in managing the work plans is the

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<sup>6</sup> The authorized establishment (authorized number of personnel) for the Ministry of Foreign Affairs versus existing committees at UN in New York, Geneva and in the World

peripatetic nature of the foreign service, both at headquarters and in missions abroad. Officers are generalists in their work and they are moved from one department/desk to another very often the duties they were assigned to at the beginning of the financial year, which the appraisals are pegged on, will most likely be different at mid-year review and/or at the end of the financial year.<sup>7</sup>

There is a need therefore to encourage some sought of specialization to make this venture tenable. The bright side of the work plan implementation is the management of the foreign policy implementation as the work every officer does is aligned to the strategic objectives which mirror the foreign policy of the country. Therefore the work plan and the strategic planning as a whole is assisting in managing Kenya's foreign policy.

### **Posting Policy**

Posting policy is defined for the purpose of this study as the management of the human resource in the diplomatic service. This begins at recruitment, training, assignments in home office and overseas, development in the service up to retirement.

### **Recruitment**

On the issue of human resource management, industrial psychology guides this study through the process of selecting, training and promotion of foreign service officers in Kenya. The selection of workers for particular jobs is essentially a problem of discovering the special aptitudes and personality characteristics needed for the job and of devising tests to determine whether candidates have such aptitudes and characteristics.

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Trade Organisation.

<sup>7</sup> Personal experience while working at the ministry and observation of other officers deployment.

This is not being done in the selection of Kenya's foreign service. The ministry of foreign affairs has for many years not recruited its own people for a long time and has depended on civil servants from other departments who generally are not trained in diplomacy as they are in mid-career in other areas of civil service.<sup>8</sup> Therefore the ministry needs to take recruitment into foreign service seriously and requirements for qualification should not be the same as those for the general civil service. Currently, there is no recruitment policy in the ministry of foreign affairs; but earlier just after independence there was a practice that allowed the ministry a say in the kind of recruits it engaged as they interviewed them first and employed those who passed provisionally, pending their confirmation by the Public Service Commission of Kenya which is the human resource management agency for Kenya civil service.<sup>9</sup> This enabled the ministry to get the best suited candidates to work in the foreign service.

#### **Training, Work Environment and Mobility**

From recruitment of the best suited candidates, industrial psychology emphasizes training at entry level to any profession. In Kenya, entrants to the foreign service whether new recruits by the Public Service Commission or civil servants on mid-career in other areas are first taken through an induction course of one month and then are expected to at least get a post-graduate diploma in diplomacy/international studies before they are able

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<sup>8</sup> Makumi Mwangiri, (May 2006). "The Missing Link in the Study of Diplomacy. Illustrations from the Management of the Diplomatic Service and Foreign Policy in Kenya." Paper Presented At The African *International Studies Conference On The Theme: The Enhancement Of The Study Of International Relations In Africa*, Nairobi, 26-27 May, 2006

<sup>9</sup> Makumi Mwangiri, (2004). *Diplomacy. Documents, Methods & Practice*. IDIS. Nairobi; Ambassador Green Josiah in his presentation during the 'Induction Course for Newly Transferred Officers to the Ministry of Foreign Affairs May, 2006.'

to be deployed effectively in the foreign service.<sup>10</sup>

The scheme of service requires an entrant to be in possession of a bachelors degree in any of the social sciences from a recognized university. To move to the next level an officer has to have worked for 2 years at the entry level and attended one year diplomacy training. One can be directly appointed into the scheme or convert from other existing public service schemes of service. The guidelines of how to do that are given in the scheme of service for foreign personnel. The problem in the scheme is that advancement is pegged on the existence of a vacancy in the authorized establishment (the number of officers allowed to be at a certain level of work, otherwise known as job group). Approval is also required from Public Service Commission which makes the process tedious and longer as the commission deals with the whole of the civil service. This gives room to a lot of officers going on for many years without promotion and when they are done they are never in time.<sup>11</sup>

There is no policy guiding the deployment of officers to duty stations/desk but the practice has been for officers to work at the ministry's headquarters for at least two years moving from one department to another acquainting themselves with the kind of work in each department before they are posted to missions abroad. There are very few specialized departments in the ministry of foreign affairs which means that an officer can virtually work in almost all departments save for legal or economic departments when one is not a lawyer or economist by profession. Otherwise the generalist officer can do all kinds of work including economic-political analysis.

Most officers in the Kenyan foreign service begin with the administration

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<sup>10</sup> Scheme of Service for Foreign Service Personnel (June, 2002) Issued by the Permanent Secretary/Director of Personnel Management Office Of President.

department which allows them to interact with almost all other departments as administration department plays a facilitative role for the other departments. Once the officer is on the job and has been trained, the fundamental aim of the organizational psychologist is to find ways in which a particular job can best be accomplished with minimum effort and a maximum of individual satisfaction. To do this, one has to look at several aspects of job performance. These include equipment used and conditions under which the job is performed. Also important is the motions/steps and effort required to do the job. Conditions refer to aspects like ventilation of the office, heating, lighting, noise and anything else affecting the comfort or morale of the worker.

The ministry of foreign affairs in Kenya has a lot it needs to do in this area. First there is inadequate office space for its personnel. Officers newly appointed spend up to months without a desk to work on and when they do get it is ill equipped and one has to start following up individuals responsible to avail this facilities in order to get them. Most new officers start out with old and tattered or broken chairs and desks before they learn their way in the ministry and harass those responsible to deliver.

Equipments like telephones and computers which are vital in order to deliver and be efficient are like gold in the ministry of foreign affairs. The absurdity is that the ministry can afford to avail these equipments to each officer but it has not bothered to. Those who are aggressive enough to demand them end up being given the oldest versions available which beats the purpose of availing them.<sup>12</sup>

Equipments or facilities that can assist make a task easier, like a computer,

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<sup>11</sup> Interviews with officers at different levels of the scheme of service.

<sup>12</sup> Personal experience on the job and observation while working at the ministry of

internet facilities, fax machine/telephone reduces the effort one has to put in order to do a task. For example, one is able to research, write and communicate the work to another officer on one computer by way of researching on the topic from the internet, using the same computer to type the work and lastly email it to the relevant people. If this individual does not have the facilities, s(he) will be forced to look for the information in libraries outside the office as the library in the ministry is not up to date and has no computers for use either, draft the work by hand and get a secretary to do the typing which might take long as the secretary may have other jobs to do.

It is more expensive to not avail these facilities to officers than it is to avail them. This is not only experienced at headquarters but also at missions abroad where the government has no policy of acquiring property or disposing and replacing them in missions abroad. This makes it difficult for officers abroad especially that they also depend on the same government to provide for their accommodation. There have been situations where officers are forced to live in dilapidated houses while their counterparts from other countries are well taken care of. This affects their work as they are not able to return favours to their counterparts that require them to invite them to their homes for entertainment and they can neither continue to accept such invitations from them and not return the favours.<sup>13</sup> It is through social events such as these that diplomats get information and network with other diplomats. This assists them in delivering at work.<sup>14</sup> Therefore in terms of facilitation Kenyan foreign service officers make do with little of it as there are no policies guiding these areas.

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foreign affairs.

<sup>13</sup> Enquiries from officers and observation/discussions at work.

<sup>14</sup> Sentiments/observations given at the induction course by retired ambassadors in May, 2006.

## **Posting to Missions Abroad**

The other most crucial aspect in human resource management in the foreign service is the postings to missions abroad. The sad thing is that there is no policy in existence that guides this area 43 years after independence. There only exists a practice that is administered by the permanent secretary and officers do not know what to expect until the list of the posted officers is out. This is a practice that should end and in its place there should be a policy that allows officers to tailor their expectations responsibly. It should have a plan for the posting/deployment of all officers five years down the line to enable them and their families prepare for the new station of work ahead of time. This will allow officers to research about the country they will be going to, and learn about their culture and language. Their family will also prepare in terms of learning the language if it is different, and its education system in case of there being children. This will help alleviate adjustment problems for officers and their families.

A posting policy will also reduce the number of cases where an officer or a member of his or her family returns home before the end of the tour of duty because of difficulty in adjusting to the new environment. Therefore a posting policy that is open, fair and one that plans ahead will solve most of the problems in the foreign service. An officer will be able to know how and when he will progress in his or her career and tailor their expectations accordingly.

The other complaint received from officers who have served in missions abroad is delays of money remittance to missions abroad which results in financial difficulties for the chancery and officers. Newly posted officers who have barely enough to cater for their basics in the new station have at times been forced to wait for two or three months

before receiving their first foreign service allowance.<sup>15</sup> This makes life difficult for them and they have to borrow money from their colleagues in order to survive which brews contempt among officers especially when the delay goes for much longer than the time by which they agreed to repay the loan.

Given the different cultures, and social systems that exists in different societies it is imperative to prepare officers and their families for their new post. Counselling should be availed to all officers and their families before departure to a new station and while at posting to assist in adjustment. The practice in Kenya has been just briefing sessions for officers only which is not adequate as only matters pertaining to the office are discussed in these briefings.<sup>16</sup> There are no counselling facilities for the Kenyan foreign service.

Another issue is the huge difference of earnings between officers in missions abroad and their colleague at headquarters. The difference makes it difficult for people to adjust when they return home from missions as they stop earning a lot and have to readjust to the meager pay that is characteristic of most of civil service posts at headquarters. This also necessitates the officers need for the posting to missions abroad thus the never ending lobbying for such opportunities at the expense of work at home. The other result is loss of officers to other organizations or companies to the host countries at the end of their tour of duty as the prospects there are better than coming back to headquarters.<sup>17</sup>

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<sup>15</sup> Information gathered from the interviews and discussions with Kenyan foreign service officers.

<sup>16</sup> Interviews and enquiries form officers posted to missions abroad in the financial year 2005/2006.

<sup>17</sup> Foreign service allowance paid to officers in missions abroad versus the basic salary for those at headquarters.



## CHAPTER FOUR

### A CRITICAL ANALYSIS OF THE MANAGEMENT OF KENYAN FOREIGN SERVICE

#### Introduction

This study set out to find out what the management policy in Kenyan foreign service is, the strengths and weaknesses in its management, and identify the core tenets of an effective and functional posting policy. These are the objectives set out in Chapter One in which a review of existing literature in the area of management of foreign service was also done. The literature was expounded further in Chapter Two, and it was established that despite the fact that diplomacy is an old and flexible profession, most small and medium-sized states are still struggling with the management of its diplomatic/foreign service.<sup>1 2</sup> Chapter Three was based on primary data on the management of Kenyan foreign service.

The findings established that the biggest challenge for Kenya's foreign policy lies in its implementation, as the proper management of foreign policy and the diplomatic service that are central to the success or failure of the implementation of Kenya's foreign policy is critically ailing. This is a result of the virtual lack of policies to govern this area and existence of practices that depend on individuals who hold management positions to act how they deem best.

Mwagiru<sup>3</sup> has argued that, 'the implementation of foreign policy is best achieved

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<sup>1</sup> Makumi Mwagiru, (winter 2006). 'Issues, Problems, & Prospects in Managing the Diplomatic Services in Small States' *The Fletcher Forum of World Affairs*, Vol.30: 1

<sup>2</sup> Howell, 'An Analysis Of Kenya's Foreign Policy' *Journal Of Modern African Studies*, Vol. 8, (1968), Pp. 29-48; P. Godfrey Okoth, 'Historiography Of Kenya's Foreign Policy' *African Review of Foreign Policy*, Vol. 1, No. 1 (1999) Pp. 65-88.

<sup>3</sup> Makumi Mwagiru, (May 2006). "The Missing Link in the Study of Diplomacy.

where there is an effective and efficient management of the diplomatic service, and of foreign policy. Where administration of this does not exist, or is weak, there will be corresponding difficulties of the implementation of foreign policy. Since the end of foreign policy creation is implementation, this missing link has far reaching effects on the foreign policy of the country, since a foreign policy that is not implemented is in effect a non foreign policy.<sup>3</sup> This statement is verified and supported with the findings of this study.

This chapter analyses the main issues that have emerged as critical to the management of Kenyan foreign service. These are the management of foreign policy and diplomatic service, and posting policy, in its various dimensions.

#### **Management of Foreign Policy versus Management of Diplomatic Service**

As established earlier in Chapter Two and Three, the management of either the foreign policy or diplomatic service means management of the other by proxy as neither can do without the other. The difference between creation and management of foreign policy was identified where management of foreign policy was defined as shaping the players, the organs, and the environment so as to best serve the actor which in this study is Kenya.<sup>4</sup> In Kenya, creation and management of foreign policy seem not to be distinguished by the custodian of the foreign policy who is the minister for foreign affairs. This has caused conflict between the minister and the permanent secretary as the minister interferes with the running of the ministry which is the responsibility of the permanent secretary and his officials under him/her instead of concentrating in creating

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Illustrations from the Management of the Diplomatic Service and Foreign Policy in Kenya." Paper Presented At The African *International Studies Conference On The Theme: The Enhancement Of The Study Of International Relations In Africa*, Nairobi, 26-27 May, 2006

foreign policy for the country.<sup>5</sup>

A good example can be given of where the permanent secretary deploys officers to departments or missions abroad and the minister counsels them. This did happen in 2005 where an assistant minister cancelled deployments that had been done by the permanent secretary after the transfer of the later.<sup>6</sup> This is not proper because personnel management is an administrative matter that falls under the permanent secretary and not the minister. Another example is one concerning delegations sent to negotiate in international fora where political influence dictates who goes to the negotiations instead of the best placed officers who would effectively represent the country. For example, week after week messages in which draw attention to the need for Kenyan representation at this or that technical or professional meeting in which Kenyan interests are likely to be affected from missions abroad are ignored and then at short notice a couple of unqualified but cheerful nonentities would turn up and proceed to have fun in the host's city.<sup>7</sup>

This kind of problem exists where politicians (minister) looks down upon the bureaucrat and wants to turn public servants into his tools and corrupt them by a system of favours. The foreign service just like the rest of the public service has its own identity in the structure of government in Kenya. It continues unchanged no matter what minister takes office and in discharging its duties, does not distinguish between one minister and another but serves all faithfully. It has continuity while governments come and go. It is not limited in its loyalty to any particular party but seeks to service the government of Kenya in the highest and most comprehensive sense of that term.

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<sup>4</sup> Ibid.

<sup>5</sup> On the job observation of the practice at the ministry.

<sup>6</sup> Official communication in the ministry.

<sup>7</sup> Zara Steiner (editor) (1982). *The Times Survey of Foreign Ministries of the World*;

A foreign service should know no party but only Kenya. Its powers are limited and should be subject always to the fact that the minister who is placed in charge of a department of the public service is responsible for his decisions to parliament and should not delegate that responsibility. By reason of their continuity in office, their expertise and their opportunities for gathering information and studying it – an opportunity which no minister has – the higher officers in the public/foreign service may be able to make a valuable contribution in the early and formative stages of policy-making.

Once the decision is made about the foreign policy, the foreign service is bound to implement the policy but to the point it has the full right and duty. The foreign service is expected to give its best service without reserve and without faltering whatever it has learnt from experience or study keeping in mind that the sole proprietor of the foreign policy is the president. Taking that view of foreign service, it is clear that the foreign service which is part of the larger public service cannot become the personal possession of one minister and that if any attempt is made to exercise close control over a department in such a way as to make a department the acquiescent echo of a minister's purposes, then the service is being debased.<sup>8</sup>

A system of checks and balances helps produce good government and limits autocracy. The authoritarian always wants an apparatus that can be used as an instrument of his own will. The ideal is to have a strong and independent and non-political foreign service and a vigilant and effective parliament to give checks and balances to the executive. Alongside that ideal, there is a need for ministers who are both intelligent and

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Times books limited. London

<sup>8</sup> All public servants are expected to act ethically and are now governed by a "public ethics act" that expects them to do their best at their jobs. This was mentioned by those interviewed and was experienced and observed by the researcher.

strong enough and so clearly answerable to parliament that they give check and balances to any trend towards rule by a bureaucracy.

### **Managing Foreign Policy**

The machinery of government that a president puts in place is always an important instrument of policy - but that is especially so in foreign policy. Means need to be associated with ends. "Machinery" includes assigning responsibilities to ministers, the structure and composition of cabinet committees, and the supporting interdepartmental coordinating structures.<sup>9</sup> That "machinery" can work well or otherwise. It can produce first class analyses, policy options, coordination at both the political and public service levels, as well as ensuring implementation.<sup>10</sup> It can also fail to do so.

It was therefore appropriate in this study devoted primarily to the content of management of foreign affairs to review the existing machinery and propose changes which the president should consider. The president must think structure as well as substance if he wishes to have an active and strategic foreign policy. It is before the president has spoken to his colleagues about their portfolios that he has the maximum discretion. The attractiveness of becoming a minister induces a certain flexibility in the president's potential colleagues, a flexibility which has a short shelf life. Once the ministers are in their portfolios they tend to become captured by their jurisdiction, with interests to protect and in many cases, if possible enlarging that jurisdiction. That is not to say that a president cannot have continuing influence and right of final decision in many cases, but 'turf' battles are particularly difficult.

The challenge of establishing the most effective system and process for managing

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<sup>9</sup> Presidential Circulars, printed regularly by the Government of Kenya Printers.

<sup>10</sup> The constitution of Kenya.

Kenyan foreign affairs is not new. However, it is becoming a more complicated problem for several reasons. The first reason for this challenge is the fact that the separation between foreign and domestic policy continues to blur. Supposedly 'foreign policies' can have enormous effects on supposedly 'domestic policies'. The reverse is also true. For example on the trade, environment/climate change and agricultural domains, domestic and foreign policies apply.<sup>11</sup>

The second reason is the change in focus from the western countries as development partners to the eastern countries especially far east without adequate preparation for this venture. Policies were not prepared in preparation for this move which has now pushed the foreign service to work without being sufficiently prepared. One major stumbling block is language as few Kenyans speak languages outside the main European languages and most Far East countries have their own languages for instance Chinese for China, Korean for Korea, and Japanese for Japan.

The third reason for challenge in managing foreign policy is the growing degree of regional integration with other countries. Sectoral departments such as trade and industry, transport, and customs relate easily to their counterparts in the other partner states and bridle at the thought that they should somehow be coordinated not to mention led by the ministry of foreign affairs. There is so much going on at any given moment that it is difficult to have a longer term set of foreign objectives and to manage accordingly.

Therefore to be objective, machinery should not be designed in the abstract, although some designs generally function better than others. Machinery should be

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<sup>11</sup> Michael H. Cardozo (1962). *Diplomats in International Cooperation: Stepchildren of the Foreign Service*. Cornell University Press. Ithaca, NY.

designed to achieve certain priority objectives, particularly those that cut across two or more departments.

There are steps that can be taken to improve the environment for a bipartisan foreign policy. Personnel choices are critical. There should be a process of identifying the best, most qualified people for the key foreign affairs posts. They should be loyal, but that does not mean they should come exclusively from one party. A strong bipartisan national security team would not only facilitate relations with parliament. It would also send a strong signal to friend and foe alike that Kenya is united in its foreign policy. Kenya's political atmosphere may be so contentious that any appointee of the opposite party would be seen more as a turncoat than an emissary. But this is a risk worth taking in order to advance Kenya's foreign policy agenda.

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Although most aspects of foreign policy are made in Nairobi, the country's representatives abroad have an important role. Television cannot substitute for the insights and recommendations of a well-informed ambassador. Every president appoints his own ambassadors. Traditionally, about two-thirds are supposed to be drawn from the career foreign service, and the rest should be political appointees. Political appointees are the president's right and they can be highly effective representatives abroad. However, a political appointee should reflect the president's esteem for his nominee's qualifications to serve abroad, rather than his appreciation for political contributions at home. The president can increase his foreign policy credentials, at home but particularly abroad, by requiring his political appointees to be accomplished despite their political contributions.<sup>12</sup>

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<sup>12</sup> P. Godfrey Okoth, 'Historiography Of Kenya's Foreign Policy' African Review of Foreign Policy, Vol 1, No. 1 (1999) Pp. 65-88.

## **Posting Policy**

Posting policy was defined in Chapter One as beginning at the recruitment of foreign service officers and continuing to include issues of training, deployment, welfare of the officers and his or her family, work environment, promotion, up to retirement. In Chapter two it was found out that the main resource of the foreign service is human. This means that personnel management is key for a successful foreign service. Therefore posting policy is synonymous with management of diplomatic service in this study.

## **Recruitment**

The ministry of foreign affairs in Kenya did not recruit officers into their foreign service personnel scheme of service for a long time but instead has relied on those recruited by other departments mainly those from office of the president, who are recruited to the administrative cadre, as they meet the requirements of the ministry's scheme of service.<sup>13</sup> This practice has both advantages and disadvantages.

While individuals recruited through office of the president into the administrative cadre have to go through some examinations and pass them in order to progress in the cadre individuals recruited into the foreign service scheme did not sit any kind of examinations designed by the administrator of that scheme in order to progress in the scheme. The examinations the administrative cadre goes through can be equated to the examinations that many developed countries take the foreign service recruits through. They are general papers with aspects of all issues of governance. This include items from geography, history, economics, political science, current affairs, linguistics, mathematics, and agriculture. Specifically, the administrative cadre in Kenya sits for examinations in

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<sup>13</sup> Scheme of Service for Foreign Service Personnel (June, 2002), Issued by the Permanent Secretary/Director of Personnel Management Office of President.



seven broad areas. These are, law, government organisation, practice and functions, human resource management, public financial management and control, economic development, regional and international cooperation and effective communication, applied logic and decision making.

In essence then, Kenyan foreign service officers who have gone through these examinations successfully are worthy of their positions as the examinations are not easy and those who fail these examinations are forced to work in junior positions till retirement.<sup>14</sup> It has been established through this study that the practice of requiring foreign service officers to sit this examination has ceased and thus will automatically affect the kind of officers the Kenyan foreign service will have now and in the future. If the ministry of foreign affairs wants to have a caliber of officers that will deliver and make Kenya proud it has to continue administering these examinations or design its own examinations that all officers recruited into the foreign service have to sit and pass.

The result of such a practice is a service in which despite the great variety of individual personality traits, a professional type emerges from the mold of conformity, insofar as the work is concerned. The disadvantage of this practice is that initiative is discouraged, but a premium is put on industry, keen insight, knowledge, versatility, good diction, pleasing personal manners, alertness, devotion to the service, adroitness in dealing with others, and skill in conforming to the pattern that will please the most people of influence.

The judgment that produces such a type is ever present from the beginning to the

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<sup>14</sup> Administrative Officer's Exams Syllabus. Public Service Commission. (Revised - 1997)

end of a career. It is imposed by superiors and equals in a consulate, legation, or embassy. In Nairobi it is imposed by officers who deal with the missions abroad. In such a small professional service, any officer knows that sooner or later he is apt to have to work with any other officer under conditions where they must get on together. A person who is a subordinate at one time, may be superior the next. No matter how one approaches the question of professional conduct, one finds that this tight, competitive corps is a small world in which all depends upon one's ratings with fellow workers. It takes a very bold and reckless person to plunge into new and unapproved paths.<sup>15</sup>

### **Progress in the Career and Work Environment**

The prime consequence of the system of promotion up the ladder in the foreign service scheme is that on top of the slow ascent, and against the background of the life, a competition among officers for promotion adds to the insecurity and the strain. The foreign service is united only when it faces the outside world. In itself, it is perpetually seething with personal judgments among its members and with the struggle of individuals to get ahead. Promotion means much to people of the caliber of foreign service officers. Each of them has the education and the intelligence to feel that he can handle the top jobs; each of them entered the service as a career, with ambition to reach the top; there are few individuals who will be contented with the middle level. Mutual evaluation in Kenyan foreign service is formalized in a file of efficiency ratings and confidential reports that follow officers through their life and affect their fate. The efficiency ratings are based on the judgments of superiors in the posts abroad and upon the rating in Nairobi of an officer's reports from abroad. As efficiency rating systems go in government, this

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<sup>15</sup> On job observation and interviews with gurus of the Kenyan foreign service.

system is about as objective as any. Still the rating of an individual's work rests on the judgment of others. Efficiency ratings are at least an established open practice administered uniformly throughout the service.

The file of comments on an officer is built more or less accidentally, depending on whether a superior officer chooses to file comment on small and large matters. Almost nothing favorable is ever contributed voluntarily to this file. It consists instead of comments through the years on the behavior of an officer as judged by his chiefs in the field, who vary as much as any other individuals. While one chief, who likes a subordinate officer, might not report him for being drunk, another would. And there are degrees of drunkenness to be measured according to the observer's attitude toward drinking. While one chief might look with casual interest on an officer's extracurricular social life, another would report him for any departure from strict conventional propriety. More serious, while a rare chief might welcome an aggressive officer who insists on doing new types of work in new ways, most chiefs would report such a one as being uncooperative or difficult to work with, and the road to oblivion would be paved.

Intense competition for the few positions at the top in a system where so much depends on the judgments of associates means of course that conformity is the better part of wisdom. When one depends on the sanction of one's colleagues for the very substance of career, one sensibly does what will please them most and displease them least. If there is a choice of courses, the safest course is the one already accepted. The officer with a bold new idea runs a great risk of being labelled visionary, impractical, or troublesome, and he may find that letters in his personnel file, hanging like the albatross about his neck, will show that s(he) is not the best material for advancement. S(he) is slow to learn,

or he/she is not mature enough to trust alone on important jobs. These are ways of saying of the person who strikes out in new paths that they have not conformed to type. They may be true, of course, in some cases, but they can also be rationalized indictments of the officer with too much initiative.<sup>16</sup>

The ministry of foreign affairs in Kenya has to learn to appreciate its junior officers and nurture them towards being accomplished diplomats. It has to provide facilities to them just as they provide for middle and senior officers to enable them to deliver. The management should realize the strengths of each of these officers and encourage and guide them.

#### **General Observations on Staff Development**

Using the IO psychology concept, the description of foreign service officers must rest upon observation. It appears, as expected, that the group has about as much variety in the personalities of its members as any other group. Some are imaginative while others are prosaic; some are witty, others humorless; some like social life, others take it as a duty; some do their work with a high sense of moral purpose, while others serve selfish opportunism; some take trouble in their stride, while others worry up trouble when it need not exist; some retain a creative interest in their work, while others grow bored and need escape. There are some poets in the corps as well as some learned scholars who have spent their spare time in the study of languages or native cultures. And there are some who never read a book. There are some wanton fellows who engage in bawdy

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<sup>16</sup> Personal experience while in the service and observations and interviews of colleagues.

revels, and there are some who are sedate to the point of primness.<sup>17</sup>

If any conclusion on personality traits can be drawn, it is that people here as elsewhere cannot be typed all as one. The epithets of "cookie pushers" and "striped-pants boys" so often cast upon the entire service are certainly not accurate. Pushing cookies at social affairs is taken seriously for itself by a few individuals perhaps, but just as many or more would look upon parties as a part of their work, possessed of no more intrinsic value than any other routine practice. The staff costume of striped pants for formal calls in daylight hours is again a matter of practice. Whether an officer counts his formal dress as important in itself depends, as some wit once said, on whether he wears them on his legs or on his mind. No doubt some officers have striped-pants minds, but many more would count their changes of costume as no more significant than conforming to standard practice. Conventions in dress are not limited to the foreign service.<sup>18 19</sup>

If it is not possible make general conclusions about a personality type in the service, we can draw a kind of pattern from the work as it is performed by individual officers at various levels. The highly intelligent, well-educated young person who enters the service at entry level is both on probation and in training for the first few years their career. They will be shifted from one type of work to another, on occasion being placed in charge of some function as part of their training.<sup>20</sup> Their assignment may be in a hot, dull, small consulate/mission far removed from the famous capitals where diplomacy takes place in novels. During this term the young officer begins to learn that the work is

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<sup>17</sup> Deduced from on job observations and analysed by the IO psychology concept.

<sup>18</sup> GR Berridge, (2005). *Diplomacy: Theory & Practice*, 3rd edition. Palgrave, Basingstoke,

<sup>19</sup> Michael H. Cardozo (1962). *Diplomats in International Cooperation: Stepchildren of the Foreign Service*. Cornell University Press. Ithaca, NY.

<sup>20</sup> *The scheme of service for foreign service*, 2002, Office of the President, Government

varied and requires much precise knowledge of details. He/she will learn to write reports on trade, unglamorous statistics on hides and nuts or the purchase of spare parts for tractors and the like. S(he) will master the immigration rules and issue visas for entry to Kenya. Perhaps in this or other chores they begin to learn to take their work impersonally, to divorce his values and prejudices from the approach to work in hand.

In a few years, they are now eligible to be second in command in a smaller consulate or to be in charge of a division of work in an embassy, reporting probably to the first secretary of the embassy. In the larger mission, they might be made responsible for a daily review of the press or for the preparation of a series of reports. At this stage they might for the first time be introduced to dealing on minor matters with some of the ministries of the host government. Or just as likely, he will continue doing, now with more responsibility, such consular work as issuing visas, checking citizenship, or performing services for Kenyan citizens. If they are second in command in a larger consulate/mission, they might be in charge of economic, industrial and commercial work with subordinates reporting to them. They would spend about 30 per cent of their time on mail; 40 per cent on the substance of the economic field, such as reports on trade disputes, reports on firms, or reports on imports; 15 per cent in consultation with his subordinates; 10 per cent in office interviews with outsiders; and only 5 per cent in all other work including outside calls. They are still skilled reporters and are becoming executives, but they are not yet negotiators dealing with other governments.<sup>21</sup>

From the age of 31 to 50 an officer can also be serving in higher grades which are much the same in type of duty. Here they are expected to be able to handle a wide range

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of Kenya Printers.

<sup>21</sup> Information found on personnel records on individual work plans.

of assignments. They might be in charge of a small or medium-sized consular/mission office or in charge of a key function in a large mission; they might be in charge of an important consular office or might be a first secretary in an embassy. The officer is at last eligible to handle important negotiations with other governments. They might also be in charge of a division in the ministry of foreign affairs.

An officer between 41 and 50 if they have received their promotion would be considered potential ambassadors and would be given command over a principal field of a large mission, such as all political work or all economic work, or they might be a first secretary or even a counselor, who is second in command in a mission. Most at this age have reached the top unless they are to be one of those promoted to ambassadorship. Therefore they are considered eligible to be a counselor of embassy thus a chargé d'affaires ad interim when the chief of mission is absent.<sup>22</sup>

Finally, the officer at near age 50 may be one of the chosen ambassadors and therefore considered qualified to head any kind of mission. They may be ambassadors or consul generals when appointed by the president, or may handle special top-level negotiations on assignment. If called to the ministry headquarters, they might be high in policy-making positions, such as chief of the policy-planning staff, perhaps, or director of political affairs unit.<sup>23</sup> The most important assignments are given to those considered to be outstanding among principal counsellors and ambassadors, and the mere elevation to the rank does not insure a top assignment. It does mean that any principal counselor is judged able to be a chief of mission.<sup>24</sup> This career pyramid, climbed so slowly, has given

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<sup>22</sup> Deduced from the practice in the Kenyan foreign service and that of other countries.

<sup>23</sup> This was observed from the practice in the Kenyan foreign service.

<sup>24</sup> The description of the responsibilities placed upon foreign service officer in different classes is taken from the foreign service personnel scheme of service published in June

the foreign service one of its greatest handicaps. Some of the ablest young people of the nation enter the service, as we have seen, only to find that until they are at least 35 years old their work will be mostly routine, very much like the work they learned soon after entering. They also find that such routine work as it is must be done under the supervision of another, a condition which demands a patient submission to discipline even as one approaches middle age, when many other professional men have become independent.<sup>25</sup>

Add to the condition of uninspiring progress--many years in each class on the average and a ceiling for many below the top--and the lack of freedom to make decisions, some other factors that affect morale. The assignment may be in an unpleasant, unhealthy spot where bacterial dysentery is almost inevitable and amoebic dysentery is a constant threat. One should eat only cooked and peeled foods and drink only boiled water anywhere outside Europe, the English speaking countries, and the "best" sections of some of the big cities in Latin America, and with extreme onerous caution, it is still almost impossible to avoid disease.<sup>26</sup> Or perhaps an officer fails to adjust emotionally to the fact that he is always a stranger in strange lands, finding many acquaintances but few close friends. He has his social life pretty well prescribed by the circumstance of the service. He/she must see a lot of the other foreign service officers and their wives, and after having climbed to the higher classes, he will have certain people of the host country and the other missions with whom he must exchange parties. If he/she is single, the field of choice among eligible women/men is narrow. S(he) must marry a Kenyan citizen, unless

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2002 by the Office of the President in Kenya.

<sup>25</sup> Personal experience and on job observation by the researcher reached this conclusion.

<sup>26</sup> Shawn Dorman (Editor), (2003). *Inside a U.S. Embassy: How the Foreign Service Works for America*. American Foreign Service Association, Second edition February ISBN 0964948826



he/she can with difficulty get permission to marry an alien, yet the number of single Kenyan men or women is small in his/her post. If he/she already has a wife or husband who can take cheerfully the transient life of the service, they face the problem of children. Can they get the proper food for babies or the right schooling for older children? If they want to send their children back to the Kenya for high school or college, the money has to come from somewhere.<sup>27</sup> These factors are not the result of the promotional ladder, but they add to the tension that comes from the monotony of work. Emotional stamina is needed by any foreign service officer.

### **Postings to Missions Abroad**

The inability of foreign service officers to adjust to the host culture's social and work environment is costly in terms of management performance, productivity in the missions abroad, international relations and operations efficiency. This is why the area of posting officers to missions abroad should be governed by a policy as discussed in Chapter Three.

The findings of this study have some implications to this area mainly the need for acculturation training for officers and their families before departure to a new station. To be able to do this the time between selection and departure should be long enough to allow such a practice. Secondly, the management of the ministry have to study systematically the psychological, social, and behavioral concerns of managing overseas operations.<sup>28</sup>

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<sup>27</sup> The foreign service regulation for the Kenyan foreign service.

<sup>28</sup> Adler, N.J. 'Cross-Cultural Management Research: The Ostrich And The Trend.' *Academy Of Management Review*, 1983a, 8, 226-232

A clearer understanding of the key factors that constitute the foreign service acculturation process would aid personnel managers in the design of selection instruments that are predictive to the foreign service acculturation, and acculturation training program that would address the relevant factors of acculturation and train the foreign service officers in the necessary skills relevant to those factors.<sup>29</sup> Therefore the field of foreign service selection and training in Kenya currently suffers an inadequate understanding of the relevant factors of foreign service acculturation and as a result uses inappropriate selection and training methods.

An officer is well adjusted to his new post/environment if s(he) is able to replace activities that bring pleasure and happiness in the home culture with similar yet different activities that exist in the host culture.<sup>30</sup> Therefore an officer who is able to find parallel substitutes for his/her interests and activities in new cultures is more likely to be successful in adjusting to that new culture. Culinary adaptability is one good example. Ability to deal with stress is also important to foreign service adjustment because entry into an unfamiliar culture produces stress within the foreign service officer. Ability to cope with day-to-day life overseas is important. This involves social adaptation to other fellow officers and to the new physical environment including limitations in housing, services, entertainment, climate, and language.

Well adjusted officers seem to have 'stability zones' to which they can retreat when conditions in the host culture become overly stressful to them. These vary from officer to officer but include meditation, writing in diaries, engaging in favorite pastimes

<sup>29</sup> Mendenhall, M., & Oddou, G. (1985). The dimensions of expatriate acculturation: A review. *Academy of Management Review*, 10(1), 39-47.

<sup>30</sup> David, K. H. 'The Use of Social Learning Theory in Preventing Intercultural Adjustment Problems.' In P. Pederson, W. J. Loncr, & J. Draguns (Eds), *Counselling*

and religious worship. Such withdrawals allow officers to acculturate gradually to the host culture by utilizing a familiar psychological support system to assuage the initial effect of culture shock. The management can assist by providing some of these avenues or facilities that will act as 'stability zones' for foreign service officers. For example by allowing officers who are Christians and posted to Muslim countries use the chancery's facilities to hold their services or prayer meetings.

All foreign service officers are assigned overseas to accomplish some kind of task and possessing the necessary technical expertise to do so is an important part of foreign service adjustment.<sup>31</sup> The ability to develop long-lasting friendships with host-nationals is also an important factor in successful overseas adjustment.<sup>32</sup> This is so because establishing close relationships with host-nationals has the same effect on a foreign service officer that a mentor has on a new employee; that is, the experienced person guides the neophyte through the intricacies and complexity of the new organization or culture, protecting him/her against faux pas and helping him/her enact appropriate behaviors.

The planning of postings ahead would assist officers to make friends that they can rely on when they report to the new post. This can be done by encouraging officers to specialize and availing them opportunities to visit and engage in meetings in these countries while still at headquarters or having five or more year plans outlining where and when each officer will be in all those years. This should be done hand in hand with

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*Across Cultures*. Honolulu: University of Hawaii Press, 1976, 123-137

<sup>31</sup> Hawes, F., & Kealey, D. J. 'An Empirical Study of Canadian Technical Assistance'. *International Journal of Intercultural Relations*, 1981, 5, 239-258.

<sup>32</sup> Abe, H., & Wiseman, R. L. 'A Cross-Cultural Confirmation of The Dimensions Of Intercultural Effectiveness.' *International Journal of Intercultural Relations*, 1983, 7, 53-68

exposure to these countries. This also relate to the next important aspect of adjustment to overseas assignment. Ability to communicate with host nationals has a greater influence on successful adjustment. Therefore the ministry should plan the language training of officer's hand in hand with the postings to missions abroad or encourage specialization and post officers according to their specialization.

The ability to understand why foreigners behave the way they do is also important in adjusting to unfamiliar cultural environment. This reduces uncertainty in interpersonal and intercultural relations. Well adjusted individuals are non judgmental and non evaluative when interpreting the behavior of host nationals. All in all the cultures of some countries are difficult to adapt to than others, thus, how well the foreign service officers adjust overseas is in part related to the country of assignment. Two major propositions are made in respect to acculturation. One is the need to include these aspects in the planning and selection and second there is need for acculturation training in the Kenyan foreign service for the management and for all officers before departure to overseas assignments.

#### **Training Policy**

Training is vital in the foreign service of any country. Training should not just be done at entry into the service but throughout the career untill retirement. This should be in the form of post graduate qualifications to ensure a wide variety of specialization in areas of diplomacy among the officers. This areas could include, negotiation skills, drafting of diplomatic documents, international law, international trade and economics and the like. To this end, continuing training should be provided for in the form of planning for each officers such that they are aware at what intervals of their careers they

can attend a training program.

### **Conceptualizing the Analysis**

Diplomatic work in the past was restricted to a large extent to political matters and negotiations. In the era of globalization, things have changed and not only involve areas of concerns such as the promotion of industries, attracting of investment, the encouragement of tourism or symposiums, but also we find new issues have come to the forefront in the list of priorities, issues that were unfamiliar or untouched before, such as human rights, minorities, extremism, terrorism, environment, fighting drugs etcetera. This means that diplomats cannot face new challenges with the skills of old-style diplomacy and line managers as explained by the theory of industrial management bare a responsibility in directing and preparing the personnel under them to face the changes and effectively represent Kenya.

The responsibilities carried by modern diplomacy have increased, intertwined and become complicated. The diplomat has to arm him/herself with adequate knowledge and numerous skills, a situation which, in the final analysis, makes diplomacy a daunting prospect and much more complicated than many can imagine. The management can handle this at recruitment and training levels as explained by the IO psychology concept by recruiting the best suited candidates, training in the right areas and by recognizing officers abilities and talents and placing them accordingly.

As part of its effort to develop the standard of the Kenyan diplomats, the ministry of foreign affairs needs to embark on a plan to develop their capabilities abroad and upgrade their performance, education and knowledge through a number of awareness programs/policies appropriate to the needs of a diplomat, and at the same time enabling

them to stay tuned to the international scene. A good beginning point is the building of comprehensive data base at all levels and set up, for this purpose, a center for information and research which is a principal aspect of industrial management concept that would assist in making and review of management policies. IO psychology concept on the other hand, would assist the management of Kenyan foreign service to implement the policies in a proper manner while considering the human resources physical, environmental and emotional needs that are currently missing as found out earlier in Chapter Three.

## CHAPTER FIVE

### CONCLUSIONS

The management of foreign service in Kenya since independence with a critical analysis of posting policy was what this study set out to explore. The study has found out that the management of the foreign service has not been a favoured topic by the academicians especially those in developing countries like Kenya. This is surprising because the same countries have a lot documented on their foreign policy.

Failure to manage the foreign service efficiently affects the proper implementation of created foreign policy and a policy not implemented is as good as no policy. Kenya has no choice but to be internationally engaged. The question is not whether, but how Kenya will interact with the rest of the world. The international agenda has been transformed since the dissolution of the Soviet Union, and most new issues require collective rather than unilateral action. These changes have magnified the importance of communication and persuasion among governments and peoples.

Perversely, however, Kenya has systematically reduced its appropriations for the conduct of foreign relations. Kenyan diplomatic readiness has been eroded, and continuing budget reductions projected by both the Parliament and the Executive will further hollow out its capabilities.

The government should place high priority upon reversing this dangerous slide. In the absence of a conspicuous external threat such as existed during the Cold War, only the president's sustained leadership can marshal the needed public and parliament support. Fundamental reforms are required to equip our diplomatic system for the challenges of the twenty-first century. These reforms have recently been specified and

analyzed in recent studies prepared by distinguished Kenyan leaders. The failure of a resistant administration and bureaucracy to implement these important recommendations, and to place appropriate emphasis upon diplomacy, has understandably contributed to the reluctance of parliament to provide more resources. Parliament seldom appropriates more than the executive requests.

This raises an important question: exactly how well prepared are Kenyan foreign affairs institutions and our diplomats to negotiate the future? According to a wide spectrum of foreign service officers, the ministry of foreign affairs is currently a "hollowed-out institution" badly in need of renewal. Kenyan future diplomats will need expertise and skills beyond those of their twentieth century counterparts. They will need to be equally adept at policy and resource management. They will need a solid understanding of the interaction between and among politics, culture, national security, economics, technology, and ecology in order to gain the best results for Kenyan interests in an increasingly globalized world.

The officers interviewed and observed for this study echo many of the issues and concerns raised in recent government reforms efforts, this include reinventing diplomacy in the information age; managing foreign affairs in the twenty-first century; strengthening science and technology expertise in foreign policy; "right sizing" our overseas diplomatic presence and strengthening embassy security, ambassadorial authority, and overseas management and administrative services. However, many also recognized that the most earnest prescriptions and best-intended improvements cannot transform any organization unless they are part of a long-term strategy that supersedes politics and administrations.



For this reason, there is a window of opportunity between now with the process of strategic planning and performance contracts in all of the public service for the foreign service to forge a collective call for action to focus attention on this need and to commit itself to promoting the kind of change that will help renew and modernize the ministry of foreign affairs, and better prepare our diplomats of the future to serve the country.

The country's lead foreign affairs and diplomatic institutions must change. A long-term, strategic process of modernization and renewal of these institutions must be a priority. The country's interests will not be well served by a corps of public servants whose institutional and cultural core is hollowed out. Despite the Kenyan foreign service having high quality personnel, as an institution, ministry of foreign affairs is not ready to meet the challenges to Kenyan diplomacy foreseen between now and the future.

The foreign service must be more explicit and consistent about the qualities and skills it expects of all its officers and match those expectations with appropriate incentives and training. And, Core values are very important, if not crucial, to the operational effectiveness of organizations like the ministry of foreign affairs. The most striking finding was the near unanimous belief that core values are very important, juxtaposed with the absence of any agreement on whether State or the foreign service have core values and, if they do, what those values are. In some cases, the perceived "core values" are decidedly negative, e.g., "don't rock the boat." Findings on this issue alone suggest a serious lack of cohesion and a need for institutional renewal.

To this effect, there is need to have core values that are known and acceptable by all in the foreign service, there is hardly an organizational development or leadership guru today who does not stress the fundamental role of clear values and a clear

understanding of mission and purpose in successful organizations. To quote just one of many books on the subject, *Leadership Is an Art*:

*"Shared ideals, shared ideas, shared goals, shared respect, a sense of integrity, a sense of quality, a sense of advocacy . . . must be explicit. . . . We must work to maintain these values. Successful corporations tend to become institutions. Institutions foster bureaucracy, the most superficial and fatuous of all relationships. Bureaucracy can level our gifts and our competence. Tribal elders must insistently work at the process of corporate renewal. They must preserve and revitalize the values of the tribe. They nourish a scrutiny of corporate values that eradicates bureaucracy and sustains the individual. Renewal comes through genuine service to others. It cannot come about through a process of mere self-perpetuation. Renewal is an outward orientation of service, rather than an inward orientation of maintenance."*

The ministry of foreign affairs needs to be clear what they are about. Most experienced officers confidently assert that the reason the foreign service exists is to serve as the country's diplomatic and consular service, both of which flow from articles of domestic and/or international law. But currently diplomatic services around the world not only represent and serve national interests. They also serve a larger international purpose, that of knitting the multi-state system together through a web of relationships and common parlance, practice and values that facilitate relations and negotiations among contending nation states. Diplomats constitute something of an international guild characterized by a common tradecraft. As such, they help order a messy international arena. The Internet, NGOs, and corporate society now also provide opinionated new players in this arena, but they do not yet speak for the nation states. The challenge for

diplomats of the future will be to incorporate in their “state-centered roles” skills and modalities that recognize and maximize the positive values “new non-state players” bring to the diplomatic arena.

The services that diplomats provide to their homeland and to the larger international system include but are not limited to: two-way education, advocacy, negotiation, conflict resolution, representation, coalition and alliance building, cross cultural interpretation, consular services, facilitation, and the collection and transmission of privileged information. Without such predictably available services, international relations would be even more problematic than they are. If the international diplomatic corps did not exist, the serious states of the world would have to reinvent it, the Internet notwithstanding. As Kenya looks to the foreign affairs challenges of the next decade, renewing and strengthening the long-term institutional infrastructure of our foreign affairs and diplomatic organizations is a prudent investment.

Decentralization is also imperative for the success of the foreign service the management should be able to delegate implementation of policies determined in Nairobi and the management of country strategies to ambassadors in the field; look to ambassadors to coordinate the programs of the various agency representatives under their authority, and to set priorities among Kenyan purposes, which in the local context are often complex and not always consistent; require ambassadors to act as the president’s representative and chairperson of an interagency team, not just as officials of the ministry of foreign affairs; given the responsibilities placed upon them, select ambassadors carefully for judgment, experience and leadership capability, and see that they receive thorough training.

And for the rest of the service ministry of foreign affairs needs to have a workforce planning to enable it deliver. The ministry needs to undertake a comprehensive workforce review to identify the skills required in the twenty-first century, then recruit and train accordingly; provide for and seek funding for expanded training in languages, regional and functional expertise, management and leadership competence; match skills to needs; improve the quality of life for overseas employees and families.

The ministry needs to also better adapt the staffing of Kenyan embassies to actual Kenyan interests country by country through a comprehensive review, under specific presidential authority, of the overseas presence of all agencies; while it is assumed that such a review will lead to substantial reduction in staffing, particularly at smaller posts which should need only two or three persons, maintain Kenyan representation in virtually all world capitals even if through accreditation; increase flexibility and adaptability of representation through development of "magnet embassies" with functional specialization, a surge capacity to reinforce small embassies in time of crisis, and revival and expansion of a foreign service reserve system to be tapped as needed.

On the issue of training, the ministry of foreign affairs needs to train and know what it is training for. Younger officers unsure about their professional identity believe training is one way to define it, but they do not know what "it" is. Formal training requirements would help define the skills and experience that provide officers with the "credentials" needed to qualify as "diplomats" and "foreign affairs professionals." As yet no one has defined "the credentials," anymore than they have meaningfully defined "core values." We need to do both.

Several officers point out the inherent conflict between traits valuable to diplomacy — ambiguity, unstated understandings, compromise, conflict avoidance, infinite negotiation, process for the sake of process — and those required for effective organizational management and leadership — clarity of mission, articulated values, clear goals, objectives and expectations, honest feedback, and results-based performance. How one interacts with and operates in the diplomatic context may not be the most effective way to develop competent personnel and build an organization. We need to develop officers who are proficient in both functions. As junior officers may wonder if all the ambiguity in the foreign service has a real purpose or if it's just an excuse for people not knowing what they are doing.

Due to the problem of management/maintenance of buildings abroad the government should create a chartered government corporation, an Overseas Facilities Authority (OFA), responsible for building, renovating, maintaining and managing the government's overseas civilian office and residential facilities, with authority and flexibility, and increased participation by other Kenyan government agencies with significant overseas presence.

In summary, the attempts at adaptation to the current status of the foreign service management will persist. There can be no ideal solutions in a context of ever-accelerating planetary change. It is clear that administrative structures do not create. But they can only speed or inhibit the flow of new ideas. It is clear that the current situation in the Kenyan foreign service exhibits a fascinating coexistence of continuity and experiment. It is for this reason why continuous study on the management of diplomatic/foreign service will have its relevance for the practitioner as well as the theorist.

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