



Foreign &
Commonwealth
Office

Active Diplomacy for a Changing World

The UK's International Priorities



Presented to Parliament by the Secretary of State for Foreign & Commonwealth Affairs
by Command of Her Majesty

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Preface by the Prime Minister



What happens abroad has never mattered more for our security and prosperity. In an age of rapid global change, the task for Government is to seek to understand and influence the world for the benefit of our people and all people.

This White Paper identifies the factors shaping our future. It sets out nine strategic priorities for the Government as a whole and the vital role of the Foreign and Commonwealth Office and its staff in pursuing our interests and promoting our values.

We cannot predict the future, but we can prepare for it and so influence it. This White Paper is designed to help us do that.

A handwritten signature in black ink that reads "Tony Blair". The signature is written in a cursive style and is underlined with a single horizontal line.

Tony Blair



Foreword by the Foreign Secretary



At the heart of any foreign policy must lie a set of fundamental values. For this Government, the values that we promote abroad are those that guide our actions at home. We seek a world in which freedom, justice and opportunity thrive, in which governments are accountable to the people, protect their rights and guarantee their security and basic needs. We do so because these are the values we believe to be right. And because such a world is the best guarantee of the security and prosperity of the people of the United Kingdom.

For centuries our country has looked outwards. Today the links between countries and communities are closer and more immediate than ever before. As the barriers of the Cold War have crumbled, a technological revolution has been erasing obstacles of time and distance. The pace of change has accelerated as China and India, in particular, enjoy unprecedented economic growth. We have today a unique opportunity to spread prosperity and to help hundreds of millions in the developing world to lift themselves out of poverty.

But globalisation – including rapid economic growth and greater freedom of movement – also brings risks. Some parts of the world – Africa and the Middle East in particular – are in danger of being left behind. Many of the greatest threats we face today, from terrorism and organised crime to pandemic disease and climate change, span national borders and affect the global community as a whole.

History shows that failing to keep up with complex change can have a high cost. People in the late 19th and early 20th centuries witnessed a process similar in some respects to the one we are living through. They found their equivalent to air transport, email and international markets, in the spread of the railway, telegram and telephone, the international gold standard and advances in science and technology. But the promise of that brave new world was not fulfilled. Over 15 million were to die in the war which did not end all wars.

The world today is different. The opportunities of global economic change are not the preserve of an elite few. But now, as then, the forces of globalisation – and the globalisation of threats – require a response from Government which is active and strategic.

This White Paper sets that response out in detail. It builds on the first international strategy I launched in 2003 and which I undertook to update every two years. It provides an analysis of how we expect the world to change over the coming decade. It underlines the growing global opportunities and risks which we face; and the deepening links between domestic and international issues. And it sets out the role of the FCO in pursuing the Government's international priorities.

I have first hand experience of the ties between the domestic and foreign agenda from both sides of the fence. As Home Secretary (1997-2001), I saw the damage

that illegal drugs were doing here on the streets of Britain and how conflict abroad could drive people to seek a new life in the UK. As Foreign Secretary, I have seen how tackling the drugs trade in Afghanistan, Colombia, the Caribbean and elsewhere can stop our streets being flooded with heroin and cocaine. I have seen how tackling conflict and poverty around the world can give people a future in their own country so they are not driven into the hands of criminals promising a better life elsewhere.

Because achieving our domestic objectives more than ever requires action abroad, we must work ever more closely across Government. That is why this document has been drawn up in close consultation with our partners across Government and sets the strategic international priorities for the Government as a whole.

Getting things done in the international arena poses a particular set of challenges. At home, Government and Parliament set our laws and ensure they are enforced. Internationally, we operate as one nation among many. We achieve our objectives by understanding different points of view, by persuasion and negotiation in a framework of international law – and when persuasion and negotiation fail, by building consensus on the right course of action.

The role of the FCO is to provide the professional skills to pursue the Government's international agenda and to deliver high quality services to our citizens.

In an age of mass communication, effective diplomacy means having the right people on the ground with the judgement and influence to make a difference, whether it is in opening accession negotiations with Turkey, leading the difficult discussions over Iran's nuclear programme or supporting British nationals caught up in a natural disaster or terrorist attack. We must maintain these skills while building up the management, finance and corporate expertise needed to run a complex organisation in the 21st century. And we must ensure our people are in the right place by continuing to move more resources to the growing Asian economies and frontline states in the fight against terrorism.

We must also reflect the changes in British society, better recruiting, retaining and promoting people from Britain's black and Asian communities. And we must ensure that more women make it to the top of our organisation. The FCO will best represent modern Britain to others by resembling modern Britain itself.

The task ahead is to seek to build a more just, secure and prosperous future for our citizens and the world. This paper will guide the work of the FCO, helping us ensure our work is focused where it will have the greatest impact.



Jack Straw



Introduction

A changing world

With the collapse of the Soviet Union, the order that had set the framework for international relations for nearly 50 years came to an end. Markets and democracy spread across much of the world. So too did conflict. Our focus after the Cold War was on achieving stability, particularly in Europe. There were failures, not least in Bosnia and Rwanda. But there were significant achievements too – helping to manage the reunification of Germany and building security and democracy across Europe through enlargement of the European Union and NATO.

The atrocity of the September 11 terrorist attacks – and subsequent attacks in the UK and around the world – brought into focus a darker side of this global change. Across the world, terrorists have used the tools of global communication and travel to attack people of all nations and beliefs. Combating this terrorism, and the factors that feed it, have become critical objectives for the international community. So too has a more active approach to supporting weak and fragile states and to tackling threats to international peace and security, including the proliferation of nuclear, chemical and biological weapons.

We also face a new phase in globalisation. Today developing countries are not only benefiting from globalisation but harnessing it, and reshaping the global division of labour and the international system as they do. Nowhere is this more true than in China and India. These two

countries, different in their traditions and paths to development, are growing on a scale that is unprecedented. Both face huge challenges. But this new phase of economic change promises enormous opportunities for greater global prosperity and so stability and justice.

But change brings risks too. Rapid growth in developing countries and shifting economic patterns in the developed world can cause new tensions and inequalities. Too many risk being left behind altogether. The natural resources on which we all depend, including energy resources, are under pressure from increased competition and changes in our climate. The forces driving population movements are growing. Terrorists and criminals are exploiting the telecommunications and financial networks which make globalisation possible to feed confrontation and exploitation.

An international system based on effective multilateral institutions and shared values has long been a cornerstone of British foreign policy. In an age of interdependence, it is more necessary than ever. But the scale and the complexity of today's challenges are putting pressure on a system designed in a different age. We must continue to lead efforts to reform these institutions to ensure they remain effective and respected.

A just and secure world depends not only on institutions, but on the states on which they are based. We increasingly recognise that the best guarantee of our long-term

security and prosperity lies in supporting effective and accountable states as the basis of a stable international system. This is a huge challenge, which depends above all on the will of people around the world to secure a better future for themselves. But we and others can help create the conditions in which people can improve their lives, build effective states and hold their governments to account. And where states cannot or will not fulfill their responsibility to protect their people, including from genocide and crimes against humanity, the international community now recognises that it should act.

Nowhere are the challenges of supporting effective states greater than in Iraq and Afghanistan. After decades in which the structures of state and civil society were corrupted or destroyed, the process of transition is inevitably long and difficult. But the emergence of fragile democracies in Iraq and Afghanistan is giving people the prospect of building a better future than they could have hoped for under tyranny. The commitment of the international community to these countries will be critical to them, their wider regions and our security.

For the UK, this changing international context underlines the importance of maintaining and extending our partnerships. Europe and the United States remain essential to our - and the world's - security and prosperity. As the international system changes, the transatlantic relationship, and our role in building consensus between key allies, will

remain as important as ever. But as the influence of new actors grows, we must work increasingly closely with a wider range of partners, including China and India.

The UK's International Priorities

In 2003, the FCO published its first White Paper on the UK's international priorities. We committed to reviewing that paper every two years to ensure it remained relevant. Developments over the past two years have confirmed that the issues, judgements and priorities set out in 2003 were robust, but that we must constantly adapt to change.

This paper updates our analysis and establishes a new set of strategic priorities, building on those of 2003. Energy issues are integrated with our economic priorities to reflect the importance of secure and sustainable energy to our economic well-being as global demand grows and the UK becomes dependent on energy imports. Managing migration and combating illegal immigration becomes a strategic priority, reflecting the increasing importance for the UK of ensuring our domestic and international objectives are complementary as the pressures driving global migration increase. Providing high quality consular services to British nationals also becomes a strategic priority, in recognition of the importance the Government attaches to this service and the growing demands we expect to face over the next decade.



Our analysis, judgements and priorities are set out in more detail in the chapters that follow:

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- **Chapter 1** considers the trends driving global change over the next decade and how they will affect the UK (page 9)
- **Chapter 2** looks at the UK's role in the international system and our key partnerships (page 21)
- **Chapter 3** draws on this analysis to set strategic international priorities for the UK over the next decade (page 27)
- **Chapter 4** sets out the role of the FCO in pursuing these priorities (page 41)
- **The annex** sets out specific aims for the FCO for each strategic priority (page 51)



The world in the next **ten years**

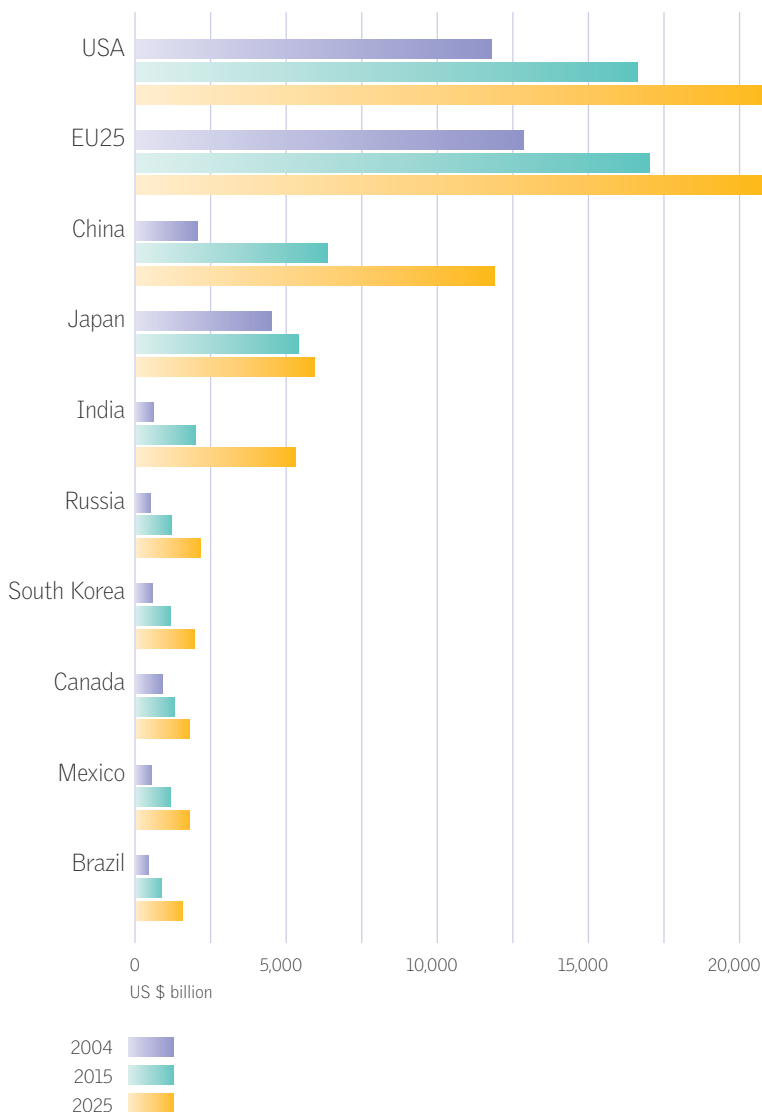




The world in the next ten years

Our freedom, security and prosperity depend on the world around us. That world is constantly changing. We need to understand that change and what it means for us in order to influence it.

Nominal GDP projections for major global economies



This chapter sets out the trends we expect to drive global developments over the next decade. Our aim is not to predict the future, but to identify the main factors driving international developments. We have drawn on a wide range of ongoing work across Government and beyond on future challenges and global uncertainty. We have considered the possibility of radically different futures, but our approach in this chapter is to set out our judgements about the most likely developments and what they mean for the UK. This analysis underpins the UK's international priorities.

Many of the trends we identify are evident and pressing. The effects of others may not be felt fully in the next decade, but we need to tackle them now if we are to influence them over the long-term. None exists in a vacuum – they interact and will be influenced by our actions and events. We will review them regularly.

International trends

How will the world change over the next ten years and beyond, and how will that affect us?

Economics: economic globalisation has accelerated, driven by advances in information and communication

technology and the emergence of major economies, especially in Asia.

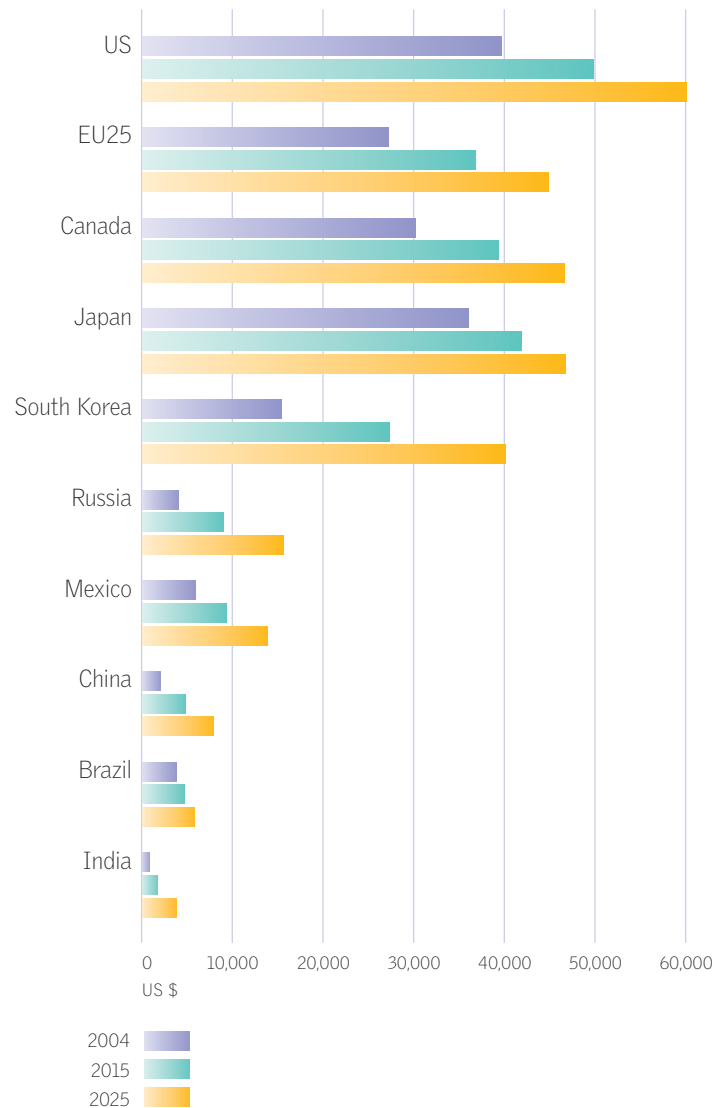
International flows of goods, services, money, knowledge and people offer huge scope for progress, generating new commercial opportunities, driving faster technological progress, and lifting hundreds of millions out of poverty.

International private capital and trade flows will increase, becoming more complex and diverse as knowledge-based sectors grow in the developing world and more industries move there. Further reductions in trade barriers and the wider application of World Trade Organisation (WTO) rules will strongly influence developments.

How countries respond will have major impacts on others. As well as new opportunities, rapid global growth can fuel inequality between and within countries. These inequalities will need to be tackled if the tensions associated with change are to be managed and global growth sustained. Some of those who do not benefit from globalisation in their own countries will move to places where they can or press for greater protection from international competition.

Strengthening the international consensus in favour of economic openness and ensuring the benefits are broadly shared will take sustained engagement as the risks of protectionism grow particularly but not only in developed economies. There will be other risks, in particular from

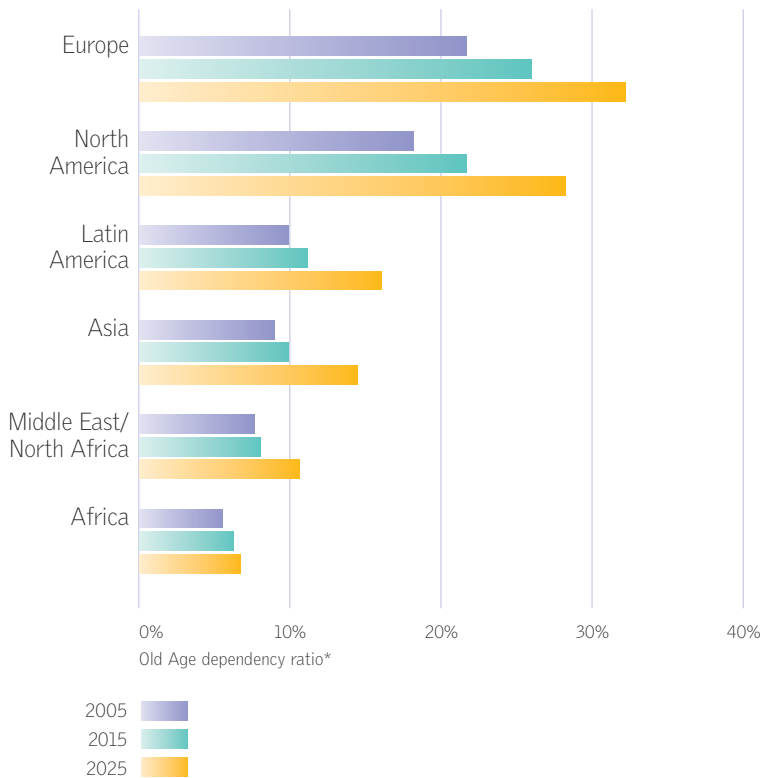
GDP per capita in major global economies



Source: FCO projections



Ageing population



*Note: ratio of the population aged 65 and over to the population aged 15-64

Source: UN Population Division

global economic imbalances and external shocks, such as a flu pandemic.

The US will continue to be by far the world's dominant national economy but Asia will play an increasing role in global growth. Japan will remain the second largest national economy over the next decade, but could be overtaken by China in around ten years. Regional integration in south-east Asia, Africa, and South America will continue, although at varying paces.

The enlarged EU will be a major economic power with a combined GDP similar to that of the US, and the potential to grow as quickly. The trend towards greater integration of EU economies is likely to continue. The task for the UK and EU partners will be to increase productivity through market reforms, innovation, better regulation and investment in education and research and development.

Demography and Migration: ageing or declining populations will affect Europe, Japan and China in particular and impact on approaches to migration, taxation, pensions, employment and public services. Population growth elsewhere may place new strains on stability and on resources, including in some parts of Africa, the Middle East, Latin America and Asia.

Permanent and temporary population movements will become a more significant international issue. These movements will be driven by poverty, conflict and inequality, a growing and young



THE ENLARGED EU WILL BE A MAJOR ECONOMIC POWER WITH A COMBINED GDP SIMILAR TO THAT OF THE US.

population in parts of the developing world, discrimination, corruption and human rights abuses and the lack of democracy in many countries.

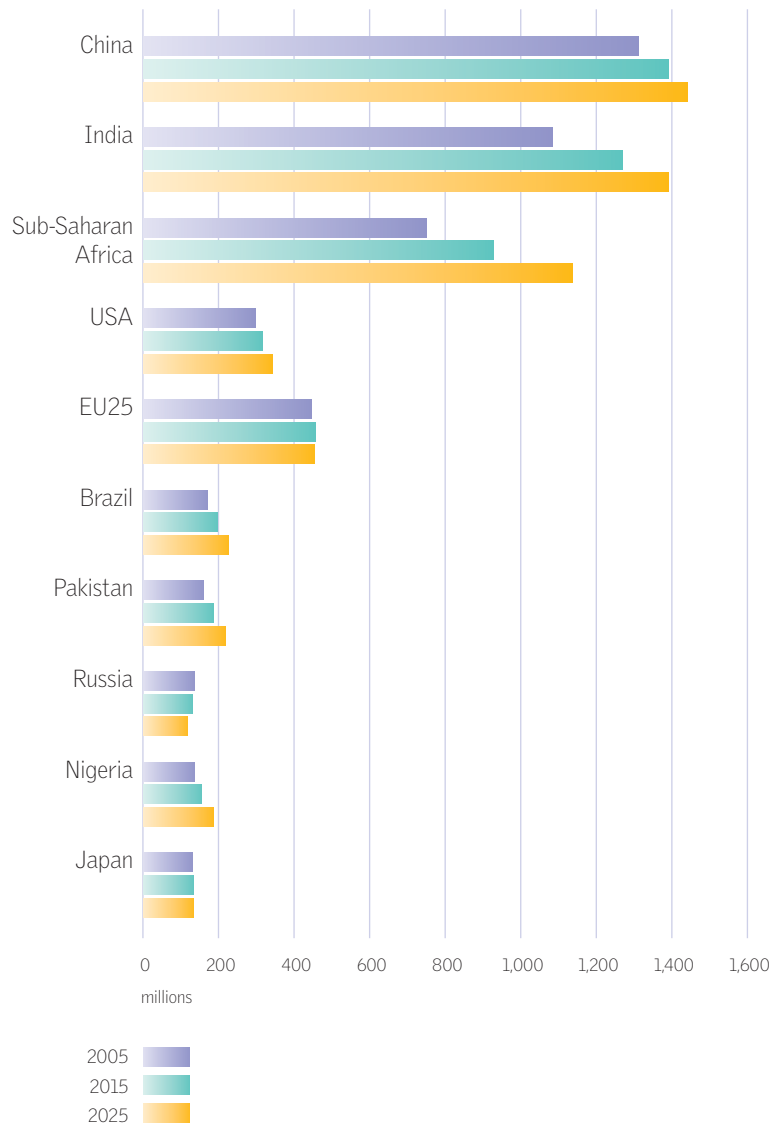
Migration will present new economic opportunities and contribute to social and cultural dynamism. But it will also be a source of tension between states and communities. Economic migrants and asylum seekers will continue to be drawn to Europe and North America. Constraints on entry to some parts of the world will remain tight, though people traffickers will continue to try to evade immigration controls. Movements within or between developing countries will be larger than those between developing and developed regions.

Balancing the demands of economic growth, social cohesion, poverty reduction and security will present challenges for the UK and others. Our policies on migration will be linked increasingly to those of our EU partners, and will require close co-operation with source countries.

Temporary population movements, for example through tourism and business travel, will also increase, leading to growing pressure on our visa services.

Resource pressures: pressures on the world's natural resources will grow. Rapid growth in some developing economies and growing consumption in the developed world will increase competition for energy, water, forests and land. The impacts of climate change will add to these pressures.

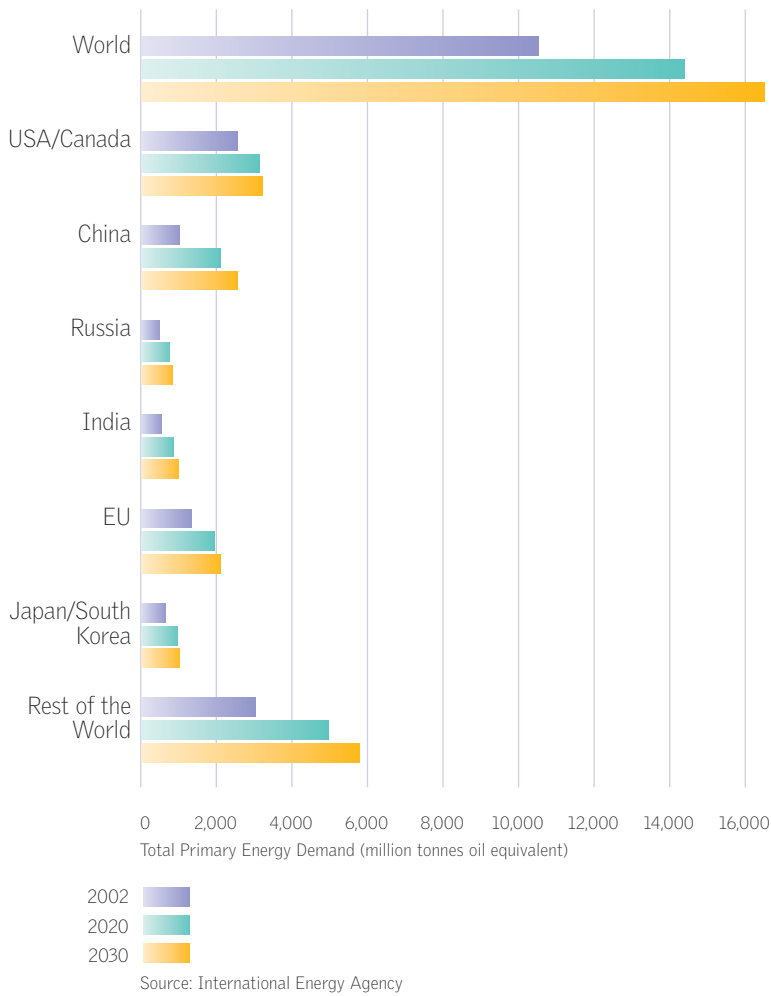
Main population changes



Source: UN Population Division



World energy consumption



Demand for energy in particular will grow. Existing conventional oil reserves are projected to meet global demand until 2030, but investment of around £10 trillion (US\$17 trillion) will be needed to turn resources in the ground into supplies for consumers. Upgrading and building oil pipeline networks in producer and transit countries will present economic, technological and political challenges. A world-wide shortage of refining capacity will continue to affect the price of refined petroleum. Supply and demand in the world energy market will diversify, driven by the emergence of new technologies and suppliers, and the need to reduce carbon emissions.

The Gulf will remain the main oil-supplying region, and the production and investment decisions of the large suppliers will be crucial. But other producers – in particular Russia and also Central Asia, West Africa, and Latin America – will have an important role in a tight market. Energy markets will be exposed to short-term fluctuations in supply and delivery. Import-dependent countries with weak governance or economies will be vulnerable. Tensions within and between states may increase as competition for supplies grows.

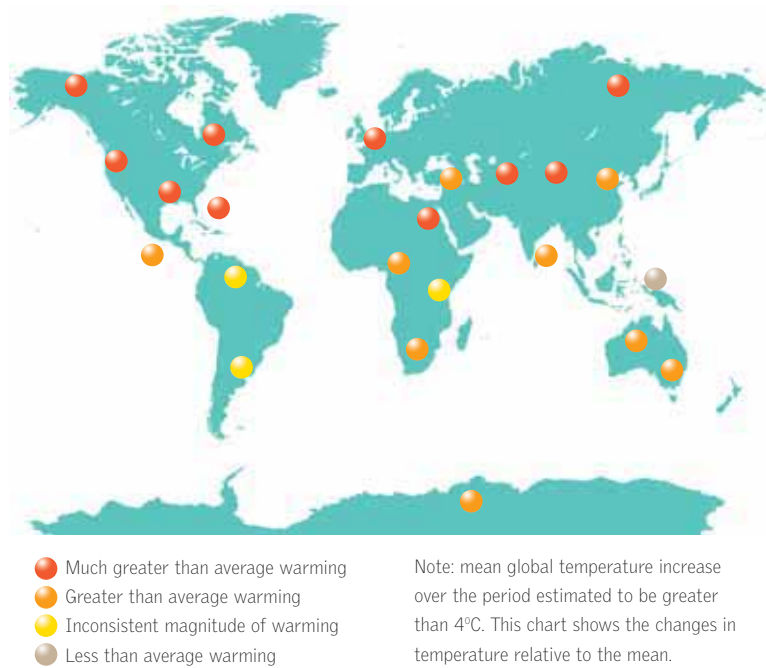
Emissions trading will be an important mechanism for controlling carbon emissions. The long-term shift towards renewables and better energy efficiency will gather pace in developed countries. Nuclear power will play a greater role. In

the EU, liberalisation will lead to more competitive, integrated EU energy markets.

Security of supply will become more important for the UK as we become dependent on importing energy from more distant, diverse and unstable regions. We now import more gas than we export and rely on supplies from Norway, Russia, Algeria and the Gulf. We will face the same situation with oil by 2010. We will need to support effective international energy markets, diversify energy sources and strengthen our engagement with key producers and consumers. We will need to consider whether current international institutional arrangements are adequate to promote open and competitive global markets.

Climate change: climate change will result in higher average surface temperatures and sea levels in the next decade with the rate of increase likely to accelerate over the longer term. Some parts of the world, including Africa, will be worse hit than others, but over time more regions will be affected. The effect on Antarctica and Greenland will be especially important because of the impact of melting ice sheets on sea levels. The world's biological, social and economic systems will be damaged by flooding and drought, lower crop yields in tropical and sub-tropical regions, and higher incidence of some diseases, such as malaria. Climate change will increasingly be a barrier to development and a factor in instability,

Projected temperature changes by region 1999 - 2100



Source: Intergovernmental Panel on Climate Change



Estimated mortality attributable to climate change



Mortality per million population

- 70-120
- 4-70
- 2-4
- 0-2
- No data

Note: In 2004, the World Health Organisation estimated that current mortality attributable to man-made climate change was at least 150,000/year

Source: WHO cited in Patz et al (*Nature*, Nov 2005)

natural disasters, migration and perhaps conflict. The long-term impact could be particularly severe in vulnerable areas of Africa, Asia and Latin America.

There is growing international consensus on the need to tackle climate change, but differing views on how to do it. International debate will become more urgent as further evidence of the scale and impact of climate change emerges. This debate will focus on cost-effective means to reduce harmful emissions, on the role of new technologies, and on adapting to inevitable changes.

Religion and Identity: political ideology will not be the divisive force it was in the last century. Democracy and the market economy have spread across much of the world. But over the next decade they may be challenged in some parts of the world by alternative models of development, whether based on extreme religious or social ideologies or on economic, but not political, openness.

The ideological tensions most likely to affect western democracies in the early twenty-first century will stem from religion and culture. There are strong shared values between different faiths, but rapid social and economic change creates tensions in all societies, especially in those which have not harnessed the benefits of globalisation. Some groups have taken advantage of this to pursue extreme political and social objectives, at home and abroad, under the guise of religion.



WE MUST SUPPORT EFFECTIVE AND ACCOUNTABLE GOVERNMENTS ABLE TO PROVIDE SECURITY, JUSTICE, OPPORTUNITY AND BASIC SERVICES FOR THEIR CITIZENS.

This will be a particular issue in relation to Islam, which extremists will continue to distort to justify violence. Countering the extremists' message and encouraging dialogue will be a key task at home and overseas. We will need to work more closely with communities in the UK and Europe and with governments and groups in Muslim countries. Our diverse, open society will be a strength as we work to build cultural understanding and tolerance. We will need to support peaceful political and social reform in countries where extremism may take hold, in particular in the Middle East and South Asia.

Poverty and Governance: poverty, conflict, poor governance and environmental degradation will continue to blight the lives of people in many developing countries. Some regions are likely to meet some of the Millennium Development Goals in the next decade.¹ But the targets will be missed globally unless developed and developing countries show greater commitment to meeting their obligations.

Disease, in particular AIDS, will undermine development. The impact of AIDS will be particularly significant in southern and central Africa, but it will also have serious consequences in other areas where infections are rising rapidly, including Asia and parts of eastern Europe. Malaria and tuberculosis will continue to be major killers, but we are likely to see the last days of polio. Chronic diseases, such as heart disease, cancer and

diabetes, are also likely to become more prevalent in the developing world.

Environmental degradation and the effects of climate change will constrain development, placing ever greater importance on the effective management of natural resources and the revenues they generate. Urbanisation will continue around the world, helping many to lift themselves out of poverty but putting stretched social, economic and political systems under pressure. The combination of urbanisation, a young population and lack of opportunity could pose particular risks to stability in some parts of the world such as Africa and the Middle East.

To tackle these issues, the international community will need to reduce conflict, improve governance, make globalisation work for the poor and provide new resources for development. To reduce global poverty and conflict we must support the development of effective and accountable governments which are able to provide security, justice, opportunity and basic services for their citizens. To share the benefits of globalisation more fairly we must improve the capacity to trade, including between developing countries, and open access to international markets, especially for the poorest. To generate new resources for development we must ensure that developed countries in the G8 and EU meet the commitments they made in 2005.

Under any scenario, Africa will lag behind

¹ The Millennium Development Goals, which range from halving extreme poverty to halting the spread of HIV/AIDS and providing universal primary education, all to be reached by 2015, were agreed at the UN Millennium Summit in 2000.



other parts of the world in health, life expectancy, security, governance and development. Because of the scale and nature of its problems, its impact on UK interests and our moral obligation to act, Africa will be an urgent priority in the next decade. Regional actors, in particular South Africa, Nigeria and the African Union, will play a central role in shaping the future of the continent.

Security and Conflict: the major threats to our security in the decade ahead will come from terrorism, the proliferation of weapons of mass destruction, international organised crime and conflict.

The risk to western democracies of military attack from other states in the next decade will be small. Terrorist attacks now constitute the most immediate threat to the security of the UK and to our interests. Many societies, including the UK, have faced terrorism and developed ways to deal with it. But the threat from international terrorism is of a new order because of the willingness of small groups to inflict mass casualties in pursuit of radical objectives. The international community will need to cooperate to tackle the threat of terrorism, and to counter the conflicts, ideologies and other factors that feed it.

The spread of weapons of mass destruction and their possible use, including by terrorists, remains a major security threat in its own right. Preventing terrorist groups from obtaining nuclear,

radiological, biological or chemical weapons will be a key task. Strengthening efforts to combat the spread of these weapons will be critical in the next decade as the technology and materials needed become more accessible and regional tensions and other factors drive proliferation. Preventing states, in particular Iran and North Korea, from acquiring or spreading WMD, and ensuring more effective global non-proliferation mechanisms, will be a top priority.

Like terrorism and proliferation, international crime operates across national borders. Trafficking in drugs and people, and money-laundering, will pose serious risks to the UK and other open societies. Organised crime, often linked to drugs, will be a particular threat to the stability of fragile states and their region.

These and other factors will contribute to regional insecurity and conflict, with implications for our interests as globalisation reduces distance further. The number of conflicts has declined over the past fifteen years, partly because of more effective international efforts to prevent conflict and rebuild once the fighting is over. But conflict, particularly within states, will not disappear in the next decade and may be driven by new pressures, particularly on fragile states. Major conflict, particularly in the Middle East or in Asia, would have significant consequences for international stability and the global economy.



BECAUSE OF THE SCALE AND NATURE OF ITS PROBLEMS
AFRICA WILL BE AN URGENT PRIORITY IN THE NEXT DECADE.

Serious potential flashpoints in these regions will remain, for example in the Taiwan Strait and on the Korean peninsula. The peace process between India and Pakistan has not yet resolved important differences between them. In Afghanistan, international involvement will be essential if the country is to continue its long recovery from civil war.

The risks of instability in the Middle East will continue to be high, with the Israel/Palestine conflict at its heart and Iran's role in the region a growing factor. Sustained international engagement will be needed to consolidate progress towards a democratic and secure Iraq and for wider regional stability. Rejectionists will continue their attempts to frustrate the country's development. The international community's direct involvement in Iraq's security will evolve as progress is made on the political, security and economic tracks.

Reform has the potential to drive progress across the Middle East and North Africa and weaken the underpinnings of extremism. Risks of instability may grow in countries which try to prevent reform or mishandle the challenges involved.

While many of the threats we face will originate beyond Europe, risks to security in Europe will persist. We will need to stay engaged in the Balkans and to work to establish strong and productive relations with our neighbours, in particular Russia and the countries of

North Africa and the Middle East.

The UK's armed forces will be central to our wider international objectives, tackling threats to our security, often as part of broader multilateral operations involving the United States and other NATO allies or EU partners. European nations will need to continue to reform and to modernise their military capabilities. Countries with growing regional and global influence, in particular China and India, will play an increasing role in international security.

Science and Innovation: scientific advance and innovation will remain key drivers of change, increasing prosperity and the spread of information and offering new ways to tackle disease, food shortages and environmental change. But they will facilitate crime and reinforce economic inequalities as well as help to combat them.

Innovation and technological change will have implications for the conduct of international relations. The digital revolution and the wider use of other new technologies will alter the ways in which wars are fought, borders are controlled and societies interact.

Science and innovation will become increasingly important to the UK economy in a globalising world. We have world-class universities and are one of the most successful countries in the world of innovation.² But in an increasingly interdependent world only a relatively

² By 2008 the UK will have doubled its investment in science and innovation since 1977. With 4% of the world's wealth and 5% of its investment in research and development the UK provides 10% of all scientific papers and 12% of citations; and counts more scientific Nobel Prize winners than any other country except the US.



small percentage of the scientific research and development that underpins technological advance will be conducted in the UK. Innovation will increasingly be driven by partnerships which cut across national and sectoral boundaries. Government, business and research institutions will need to forge strategic partnerships internationally if we are to enhance our advantage as a leading, knowledge-based economy.

Wider participation: states will remain the single most important international actors. But as the impact of new technology and globalisation grows, a wider variety of participants will have international influence. This may be fuelled by further erosions of public confidence in governments, international organisations and global business.

The influence of some of these groups – in particular criminal and terrorist networks – will be destructive; the influence of others will be positive. NGOs and the media will increase pressure for governments and business to act, in particular on the environment, poverty, human rights and migration. This will create new opportunities to influence global debate and bring about change. These trends will also encourage greater transparency and interaction between government and others in pursuit of international objectives. International contacts at levels of government below the state, such as regions and Devolved Administrations, will also grow.

The UK has many of the skills needed for more flexible and open ways of working to achieve our objectives. We will need to develop these, including our communication and public diplomacy skills, if we are to make the most of new opportunities to influence global developments.



The UK in the world





The UK in the world

Chapter 1 showed how the world is increasingly complex, uncertain and interdependent and that non-state actors, working across national boundaries, are becoming more significant. This will provide a challenge to states, which in most of the world will remain the single strongest source of identity for individuals. Helping states, particularly fragile ones, become more effective and legitimate will become an increasingly important task for us and others.

No state will be able to pursue its objectives successfully on its own. The UK, like others, will need to work through a network of partners, allies and international institutions. Differences among states will weaken the ability of these institutions to tackle pressing global issues. Strengthening their capacity to respond to the trends identified in chapter 1, to shifts in economic and political power and to external shocks will be a key task. We will continue to support an effective system for multilateral co-operation, based in international law, as the best way to solve the challenges we face and maximise our influence in the world.

International Organisations

The **United Nations** (UN) will remain the cornerstone of the international system. Our permanent membership of the Security Council will be central to our foreign policy and a major responsibility. UN Member States will need to focus on how the organisation can act more effectively to protect international peace and security. Reform of the Security Council continues to be necessary if it is convincingly to address the range of

threats facing the international community. We will support the new UN Peace Building Commission and the overhaul of the UN human rights machinery.

The UN, through its agencies, funds and programmes, will be central to many areas of development, economic and social policy. UN activities and budgets will need to be rationalised and better co-ordinated to improve efficiency, strengthen delivery and increase collective action.

Multilateral economic institutions will remain central to the UK's international economic and development objectives. The rise of major new economies, in particular China and India, over the next 10 years and beyond, is likely to have a greater impact on the global distribution of economic power and influence than anything in the past 50 years. As this happens, we expect growing pressure for a more representative distribution of power in other international institutions and groups, in particular the **International Monetary Fund** and **World Bank**. These organisations and others, including the **WTO**, must continue



THE NEXT DECADE WILL BE AS IMPORTANT FOR THE DEVELOPMENT OF THE EU AS ANY PERIOD IN ITS HISTORY.

to reform and work more effectively with each other to support economic openness, sustain growth and resolve global economic imbalances.

The **G8** will strengthen its partnerships with the major emerging economies, in particular China, India and regional leaders such as Brazil, South Africa and Mexico. So too will the **OECD** (Organisation for Economic Cooperation and Development). The **G20**, an informal group of developed and emerging economies, is likely to play a growing role in global economic governance. We will continue to foster the ties that bind us to other members of the **Commonwealth**, which will remain a valuable group for promoting common values and interests.

Our network of bilateral relationships will remain vital to pursuing the UK's priorities. We will continue to work with partners in support of common international goals, such as the Contact Group on the Balkans, or with France, Germany, the United States and others on Iran. We expect partnerships of this sort to play an increasingly significant role in supporting effective international institutions. Our most important partnerships with other countries will be within the European Union and with the United States.

European Union

The EU will remain the UK's single most important multilateral commitment. Significant areas of sovereignty have been

shared to the benefit of the UK and our partners. Enlargement has brought security, democracy and prosperity to much of our continent. We will continue to be a committed and leading member of the EU, because only through a strong EU with effective institutions can we meet many of our international and domestic objectives.

The next decade will be as important for the development of the EU as any period in its history. Europeans have questioned the EU's role in making a positive difference in their daily lives. Enlargement is changing the way the EU works. And the need for a more effective EU role in the world is growing.

The success of the EU and public support for European co-operation will depend above all on achieving economic dynamism through reform. It will also require more effective co-operation on judicial, immigration and asylum issues and coherent action to tackle other key issues for the security and prosperity of Europe, in particular terrorism, climate change and energy security.

The EU's role in the European neighbourhood will be critical. Its role in foreign and security policy is likely to grow. So too will its role in international development – by 2010 the EU will account for two-thirds of global development assistance. As others around the world draw on the example of European co-operation, the EU will



increasingly seek to pursue its international objectives by working with other regional organisations, in particular the African Union and the Association of South East Asian Nations.

The UK has played an active part in developing the EU's international role, supporting engagement in the Balkans, Gaza, Georgia, Aceh and Sudan. As a global player, it will be in our interest to work with our EU partners, in particular France and Germany, to develop a stronger and more effective EU role in Europe and beyond.

United States

The US will remain the most influential global actor. However its domestic politics evolve, the way the US acts will have a major impact on our ability to pursue our international priorities. Our relationship with the US will therefore be our single most important bilateral relationship. We will work with the US to promote shared US and European policies, co-ordinate transatlantic action and strengthen international institutions.

The partnership between Europe and the US will be central to the UK's – and the world's – security and prosperity. It will need to be based on a common agenda in which Europe plays a greater role in the pursuit of our security interests and the US works with Europe and others in pursuit of the wider economic, development and environmental priorities

that are now so clearly linked to those shared security concerns. The relationship between the US and the EU as an institution will play an increasing role as the EU's global role grows. NATO will remain the primary security institution binding Europe and North America together. It will also be the main provider for the most demanding military stabilisation operations, such as those in Kosovo and Afghanistan.

Other Major Actors

Other global players will have significant strategic influence, notably China, India, Japan and Russia.

China's global impact is growing fast and so are its influence and responsibilities. China's focus in the next decade will be on its own prosperity and security, but achieving its domestic goals will depend on further integration in the international system. China will seek to adapt its economic model to maintain high growth while managing the major pressures of rapid change. Its relationships in the region, and with the United States in particular, as well as its role in other developing countries will have a growing impact on our interests. Continuing progress on political reform and in upholding human rights will be important to China's international integration. A shared US and European approach will be essential to ensure China's growing influence strengthens the international system.

As the world's largest democracy, **India**



CHINA'S GLOBAL IMPACT IS GROWING FAST AND SO ARE ITS INFLUENCE AND RESPONSIBILITIES.

will have a growing influence in international affairs and on the global economy. It will have particular strengths in the service and knowledge sectors, while broadening the base of its growth. Like China, India will face challenges in maintaining the pace of reform and managing the pressures of rapid growth and uneven development between regions. But its traditions of democracy and the rule of law will help it to seize the opportunities and manage the tensions created by rapid change. India will be an increasingly significant strategic partner for the UK, building on our close links, shared values and common interests.

Japan will remain an important partner on a wide range of global issues: a leader in science and technology, a major source of development, humanitarian and environmental assistance, and a force for stability in Asia. Its relationship with China will be complex, including elements of co-operation and tension, and will be critical to security in East Asia.

Russia will matter to the UK as the EU's largest neighbour, a major energy supplier, a nuclear power and a key player on proliferation issues. Social and demographic trends, underdeveloped democratic and market structures will affect Russia and its relations with others in the next decade. We will seek to develop a shared understanding with Russia of how to promote security and prosperity in the EU and Russia's common neighbourhood.

Other countries, including Brazil, Mexico, South Africa, Nigeria, Indonesia and others will have an important regional role and global influence. Relations between these major and developing global actors will shape the international system for the next decade and beyond, and set the context in which we promote our interests and values.

It will be in our interest that the multilateral system adapts to these changes, that it remains effective and respected and continues to promote the values which have guided the international community. As one of the world's largest economies, with interests around the globe, we must work with these countries to shape our common future.



Membership of international organisations: March 2006

UN				
Afghanistan	India*	Somalia	Syria	Uganda*
Algeria	Indonesia	South Africa*	Tanzania* ■	Uruguay
Angola	Iran	St Kitts and Nevis*	Thailand	Vanuatu*
Antigua and Barbuda*	Iraq	St Lucia*	Togo	Venezuela
Argentina ■	Israel	St Vincent and the Grenadines*	Tonga*	Vietnam
Bahamas*	Ivory Coast	Sri Lanka*	Trinidad and Tobago*	Yemen
Bahrain	Jamaica*	Sudan	Tunisia	Zambia*
Bangladesh*	Jordan	Suriname	Tuvalu*	Zimbabwe
Barbados*	Kenya*	Swaziland*	UAE	
Belize*	Kiribati*			
Benin	Kuwait			
Bhutan	Laos			
Bolivia	Lebanon			
Botswana*	Lesotho*			
Brazil	Liberia			
Brunei*	Libya			
Burkina Faso	Madagascar			
Burma	Malawi*			
Burundi	Malaysia*			
Cambodia	Maldives*			
Cameroon*	Mali			
Cape Verde	Marshall Islands			
Central African Republic	Mauritania			
Chad	Mauritius*			
Chile	Micronesia			
China	Mongolia			
Colombia	Morocco			
Comoros	Mozambique*			
Congo◆	Namibia*			
Congo (DR)	Nauru*			
Costa Rica	Nepal			
Cuba	Nicaragua			
Djibouti	Niger			
Dominica*	Nigeria*			
Dominican Republic	North Korea			
East Timor	Oman			
Ecuador	Pakistan*			
Egypt	Palau			
El Salvador	Panama			
Equatorial Guinea	Papua New Guinea*			
Eritrea	Paraguay			
Ethiopia	Peru ◆			
Fiji*	Philippines			
Gabon	Qatar ◆			
Gambia*	Rwanda			
Ghana* ◆	Samoa*			
Grenada*	Sao Tome and Principe			
Guatemala	Saudi Arabia			
Guinea	Senegal			
Guinea-Bissau	Seychelles*			
Guyana*	Sierra Leone*			
Haiti	Singapore*			
Honduras	Solomon Islands*			

OECD	
Australia*	Mexico
Japan ▲ ■	New Zealand*
	South Korea

NATO		EU	
Canada* ▲	Iceland	Belgium	Austria
Norway	Norway	Czech Republic	Finland
Turkey	Turkey	Denmark ■	Ireland
United States ▲	United States ▲	France ▲	Sweden
		Germany ▲	
		Greece ■	
		Hungary	
		Italy ▲	
		Luxembourg	
		Netherlands	
		Poland	
		Portugal	
		Slovakia ◆	
		Spain	
		United Kingdom* ▲	

OSCE		
Bulgaria	Estonia	Russia ▲
Romania	Latvia	San Marino
	Lithuania	Serbia and Montenegro
	Slovenia	Tajikistan
		Turkmenistan
Albania	Georgia	Ukraine
Andorra	Kazakhstan	Uzbekistan
Armenia	Kyrgyzstan	
Azerbaijan	Liechtenstein	
Belarus	Macedonia	
Bosnia and Herzegovina	Moldova	
Croatia	Monaco	

Switzerland	Holy See
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* = Commonwealth Country ▲ = G8 Country **Bold red type** = Permanent Members of the UN Security Council
 ◆ = UN Security Council Membership Ends 31st Dec. 2006 ■ UN Security Council Membership Ends 31st Dec. 2007



Strategic International **Priorities** for the UK





Strategic International **Priorities** for the UK

This chapter sets out nine strategic international priorities for the UK and our Overseas Territories for the next ten years, based on the analysis in chapters 1 and 2. These priorities are Government-wide, they are interdependent and reflect the linkages between domestic and foreign policy.

The priorities cannot be pursued in isolation. They intersect in many of the urgent international problems the UK faces, such as the search for peace in the Middle East and South Asia, the reconstruction of Afghanistan and Iraq, or dealing more effectively with poverty and conflict around the world. As the lead department responsible for delivering the UK's international business through a global network of Posts, the annex sets out specific aims for the FCO in pursuing these priorities.

The strategic international priorities are:

1. Making the world safer from global terrorism and weapons of mass destruction
2. Reducing the harm to the UK from international crime, including drug trafficking, people smuggling and money laundering
3. Preventing and resolving conflict through a strong international system
4. Building an effective and globally competitive EU in a secure neighbourhood
5. Supporting the UK economy and business through an open and expanding global economy, science and innovation and secure energy supplies
6. Promoting sustainable development and poverty reduction underpinned by human rights, democracy, good governance and protection of the environment
7. Managing migration and combating illegal immigration
8. Delivering high-quality support for British nationals abroad, in normal times and in crises
9. Ensuring the security and good governance of the UK's Overseas Territories

1 Making the world safer from global terrorism and weapons of mass destruction

The UK, our citizens and our interests worldwide will remain a target for global terrorist networks, and other terrorist groups. The Government's counter-terrorism strategy ("CONTEST") seeks to minimise the threat and our vulnerability through four strands:

Reducing the threat

PREVENT: addressing the factors which encourage radicalisation and terrorist recruitment at home and abroad. These may include social and political alienation, poor governance, conflict and extremist propaganda

PURSUE: disrupting terrorist plans, activities and capabilities, at home and abroad

Reducing our vulnerability

PROTECT: making the UK and UK interests worldwide harder targets for terrorist attack

PREPARE: ensuring that we can respond effectively to terrorist attacks in ways which minimise their human and political consequences.

International action is central to this strategy. We will work to weaken the capabilities of terrorist organisations by promoting international co-operation and building political will and government



Flags at half-mast at the G8 Summit following the July 7 2005 terrorist attacks

capacity in key countries. We will promote reform abroad to address the structural problems which can push people towards extremism. We will look at the problem of states that offer refuge or support to terrorists, and tackle other areas where terrorists may enjoy a safe haven. We will encourage international action to curb those who advocate or champion terrorism.

Preventing terrorist groups and states of concern from acquiring WMD will remain a high priority. Regional stability and the strength of the global nuclear non-proliferation regime will depend in particular on preventing and containing destabilising military nuclear programmes. We will use the full range of non-proliferation and counter-proliferation tools to do so. This includes continuing to support effective international agreements, taking part in practical multilateral action, and implementing our own legal obligations.



THE AFGHAN DRUGS INTER-DEPARTMENTAL UNIT

87% of the global supply of opiates comes from Afghanistan. This represents a central challenge to the long term security and development of the country, and a significant risk to the stability of the region as a whole.

The Afghan Drugs Inter-Departmental Unit was established in February 2005 to co-ordinate UK Government action to tackle narcotics in Afghanistan. It is based at the FCO and its staff are drawn from the FCO, Department for International Development (DFID), HM Revenue & Customs, the Home Office, Ministry of Defence (MOD) and the Serious Organised Crime Agency (SOCA). In Kabul a multi-Departmental drugs team is deployed on the ground to work closely with the Afghan Government and other international partners.

The Unit has an annual budget of around £50 million to support the Government of Afghanistan in delivering its National Drug Control Strategy. 2005 saw a Ministry for Counter Narcotics set up, counter-narcotics legislation being passed, over 90 drug traffickers convicted and an increase in drugs-related seizures. International assistance is also helping to increase opportunities for legal livelihoods.

2 Reducing the harm to the UK from international crime, including drug trafficking, people smuggling and money laundering

Organised crime is big business. It poses an enormous threat to the UK, causing misery to individuals and communities, and generating huge economic and social costs. These costs are estimated to be over £20 billion each year.

Most organised crime has an international dimension. Illegal drugs such as cocaine and heroin originate overseas. Almost all the cocaine and crack on UK streets comes from Latin America, in particular Colombia. Drugs from Afghanistan account for 95% of the heroin trafficked into the UK. International crime also poses a direct threat to the ability of states, particularly fragile ones, to govern effectively, weakening local and regional stability.

Globalisation increases the opportunities for illegal activity. As markets open up and the opportunity to travel expands, the UK must fight organised crime, including drug trafficking, people smuggling, fiscal and investment fraud, money-laundering and the use of the internet to organise and promote criminal activity.

3 Preventing and resolving conflict through a strong international system

Conflict harms the UK and causes suffering and death for millions of ordinary people around the world, especially the poor. It creates conditions in which terrorism, WMD proliferation and organised crime can thrive. And it can drive destabilising population movements within and across borders.

The UK has played a central role in the international community's efforts to reduce conflict. Our armed forces and police officers are involved in operations around the world, creating the conditions that allow peace and security to develop.

We are committed to improving further the UK's capacity to tackle the root causes and triggers of conflict; to intervene effectively in conflict situations; and to make our contribution to building a sustainable peace when the fighting is over. We are improving our capacity to spot countries at risk of instability and to help them develop more stable and democratic government. We have established an inter-departmental Post-Conflict Reconstruction Unit to contribute better to the civilian aspects of reconstruction. And we are campaigning to put an end to irresponsible arms transfers which fuel conflict around the world.

Effective action on conflict requires

concerted international co-operation. We must improve the capacity of international and regional organisations to respond effectively. And as regional powers play an increasing international role, their part in collective approaches to promoting international security will grow.





4 Building an effective and globally competitive EU in a secure neighbourhood

The EU will remain central to achieving the UK's strategic international priorities and many of our domestic objectives. It will sometimes be the main means of achieving these and sometimes one among

others. We will take a pragmatic approach to proposals for further reform of the EU. But our overriding aim will be to make sure that the EU delivers recognised benefits for citizens of Member States and remains successful by carrying out the economic reforms needed to seize the opportunities of globalisation.

The continued peaceful transformation of the European continent will depend on maintaining the EU's commitment to active engagement with Europe's neighbours and to enlargement. The EU will remain central to our interests in Europe, helping to promote security, prosperity and democracy in the EU's possible future Member States and in its neighbours: to the south east, Turkey, the Balkans, and the Middle East; to the east, Romania, Bulgaria, Russia and countries of Eastern Europe and Central Asia; and on the south shore of the Mediterranean.

It will be in our interest that the EU becomes a more capable global actor. To achieve this, EU Member States will need to translate common external policies into effective action through practical and political commitment. Combining our economic, diplomatic and military weight better and making EU development assistance more effective will be critical to increasing the EU's international impact and its contribution to our international security objectives in particular.

EU PRESIDENCY 2005

The UK took on the Presidency of the EU at a time of uncertainty following the rejection of the Constitutional Treaty by French and Dutch voters. In the six months of our Presidency, we confirmed that the EU's door remained open to new members, sharpened the EU's focus on the major global challenges and made progress in other areas important to the EU's economic performance and international role. Some of the main achievements of our Presidency were:

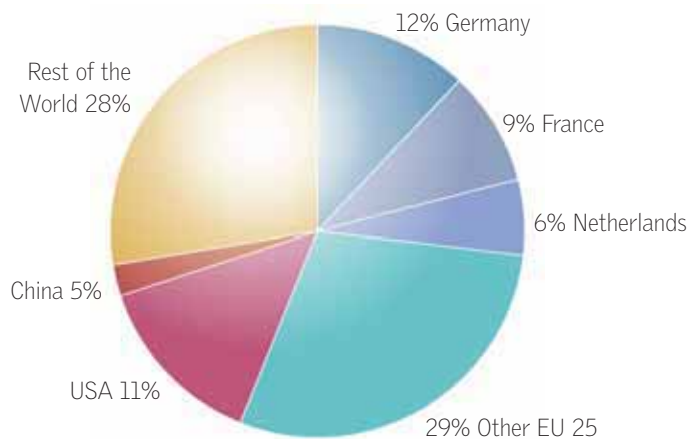
- ▶ Opening accession negotiations with Turkey and Croatia; granting candidate status to Macedonia
- ▶ Agreeing the EU budget for 2007-2013; and focusing the EU's future work on research and development, universities, demographics, energy, security and immigration, and the Common Foreign and Security Policy
- ▶ An historic, liberalising reform of the EU's sugar regime
- ▶ Reaching political agreement on a new EU chemicals regulation.
- ▶ Strengthening Member States' ability to combat terrorism and organised crime through a new Directive on the Retention of Communications Data and a new counter-terrorism strategy.
- ▶ Securing major commitments to improve the quantity and quality of development aid and agreement to an EU-Africa strategy to enhance EU support to Africa in achieving the Millennium Development Goals.

An enlarging European Union: March 2006





Principal UK trading partners: exports and imports of goods and services



Trade with EU represents 56% of the total

Source: 2004 Office of National Statistics

THE WTO TRADE ROUND: WORKING ACROSS GOVERNMENT

A successful outcome to the Doha Development Agenda (DDA) round of WTO negotiations is a Government priority. The DDA has the potential to benefit developed and developing countries and reduce poverty around the world.

The Department of Trade and Industry leads the Government's work on the DDA, bringing together the FCO, Department for Environment, Food and Rural Affairs (Defra), DFID, the Treasury (HMT) and others. The FCO and the network overseas bring unique capabilities to bear in pressing our partners around the world for an ambitious outcome:

- ▶ Reporting and interpreting other countries' positions, as a vital contribution to policy development
- ▶ Influencing WTO members and in particular EU policy through the European Commission and other Member States
- ▶ Monitoring and interpreting the WTO negotiations themselves.

5 Supporting the UK economy and business through an open and expanding global economy, science and innovation and secure energy supplies

As an open, trading nation with global interests, the UK has a strong stake in the health of the global economy, in promoting open markets, and in preventing protectionism.

We will encourage economic and political reform and international co-operation to promote global economic development. This includes supporting an open, fair and sustainable multilateral system of world trade based on the WTO, fighting corruption, removing barriers to investment, minimising the risks of financial instability and improving levels of economic governance globally.

The future of our economy depends on secure and sustainable access to energy supplies. As the UK relies increasingly on imported energy, we need to work internationally to support open and diversified energy markets that ensure long-term security of supply. We will also promote renewable and other cleaner technologies, and work to improve long-term energy efficiency.

As global competition grows, we must develop further our scientific and educational excellence, and promote technological and other business innovation. International collaboration in



WE NEED TO SUPPORT THE ASPIRATIONS OF PEOPLE AROUND THE WORLD, INCLUDING THE MOST VULNERABLE, IF OUR SECURITY AND PROSPERITY ARE TO BE LASTING.

these areas will be important in developing economic opportunities for the UK and in tackling global challenges such as climate change, energy security and infectious disease.

Trade and investment are essential elements of UK prosperity and contribute to UK productivity. Working through UK Trade and Investment (UKTI), we will help the UK economy to respond to the challenges of globalisation by supporting UK companies in developing their business internationally, and by working to attract a continuing high level of quality foreign direct investment, with a focus on knowledge driven projects.

6 Promoting sustainable development and poverty reduction underpinned by human rights, democracy, good governance and protection of the environment

The UK, and its Overseas Territories, cannot be secure or prosperous in isolation. We need to support the aspirations of people around the world, including the most vulnerable, if our security and prosperity are to be lasting. We need to tackle shared global challenges, in particular climate change, epidemic and chronic disease and the loss of natural resources and biodiversity.

Tackling climate change will be a high priority because of its likely impact on all our international objectives. We will work with partners in the UN to reach international agreement on practical steps to address the challenge. And we will help countries, particularly in the developing world, adapt to the impacts of climate change.

Our long term interests and values are best protected by the spread of democratic values, good government, and respect for human rights. These make conflict less likely, reduce poverty and support sustainable development across the world. Democratic countries are more likely to resolve disputes peacefully, manage their natural resources responsibly, and respect their international commitments. Countries moving towards



G8 PRESIDENCY 2005

The UK Presidency of the G8 in 2005 led to a major step forward in the international community's efforts to eradicate poverty, particularly in Africa, and strengthened the international consensus to tackle climate change.

Innovative working between government departments, business, NGOs, trade unions and public figures such as Bob Geldof was critical to success in a fast-moving and politically sensitive negotiation. Michael Jay, Permanent Secretary at the FCO, led a team of officials working to the Prime Minister and bringing together DFID, Defra, HMT, FCO, the Prime Minister's office and the Scottish Executive.

The main outcomes included:

- ▶ Agreement to provide an extra \$50 billion a year in official development assistance by 2010, of which \$25bn will be for Africa, with most of the extra resources coming from EU Member States.
- ▶ \$55bn of debt owed by 38 of the world's poorest countries, most of them in sub-Saharan Africa, written off.
- ▶ A comprehensive plan for development in Africa, including measures to improve governance, promote peace and security, further investment in health and education, action on disease, trade reform and support for business.
- ▶ Adoption of the Gleneagles Plan of Action on climate change to exploit cleaner technologies, promote energy efficiency and invest in clean technologies in emerging economies.
- ▶ A new dialogue on the challenges of climate change involving the G8, China, India, Brazil, South Africa and Mexico and the key international institutions. The dialogue has now expanded to include 20 major energy consuming countries and was an important factor in the success of the Montreal Climate Change Conference in December 2005.

democracy will need particular attention and support given their vulnerability to internal and external shocks.

Eliminating world poverty is both a moral obligation and in our interests. We are committed to achieving the UN target of 0.7% of Gross National Income for development aid by 2013 and will encourage other richer countries to do the same. This will generate vital resources for services, particularly in health and education. We will continue to lead global efforts on debt relief for the poorest countries. And we will work to make sure international commitments made on Africa under our G8 Presidency are met.

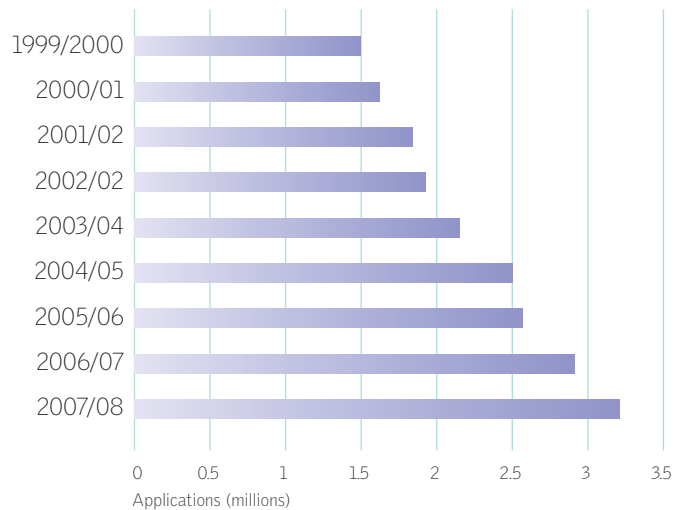
7 Managing migration and combating illegal immigration

Cross-border migration is growing rapidly.¹ Migrants are drawn to new opportunities by the increasing ease of international travel or are driven by conflict, poverty, human rights abuses and pressures on natural resources. Migration brings economic, social and cultural benefits to the countries sending and those receiving migrants. But it can also provoke tensions in the places large numbers of migrants travel through or where they settle. Illegal migration is often fostered by criminal networks, which exploit migrants.

The UK benefits from and welcomes legal migrants. Attracting the migrants we need will be an important factor in maintaining our economic dynamism. We work to make sure our migration policies support development in the countries migrants leave and those they travel through. And we offer asylum to those who need protection. But illegal migration, including abuse of the asylum system by would-be economic migrants, undermines social cohesion and weakens public confidence in the rule of law. International co-operation is central in tackling this issue. Those who have no right to remain in the UK must leave, or face being removed. We expect other governments to take back their nationals who are illegally in the UK.

Our visa service, which balances professional service to applicants with effective entry control, is an essential part

Visa applications for entry to the UK



Note: Figures for 2005/06 – 2007/08 are estimates

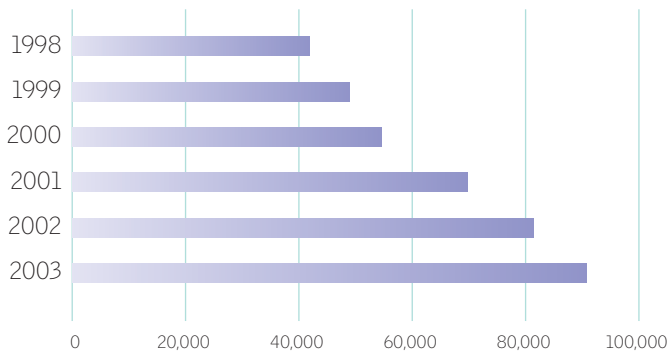
Source: FCO UKvisas

of the Government's asylum and immigration strategy. UKvisas brings together staff from the FCO and Home Office to deliver services at home and overseas. As demand for these services rises, increasing productivity and introducing new technologies, such as biometrics (eg fingerprinting), will be vital.

¹ In 2005 the Government Actuary's Department estimated that, from 2008, net migration to the UK would be 145,000 per annum (GAD Migration Assumptions, www.gad.gov.uk).



Consular assistance cases



Note: Annual increase of 16% between 1998 and 2003. 2004 figures are not comparable due to changes in measuring assistance cases

Source: FCO Consular Services

RAPID DEPLOYMENT TEAMS

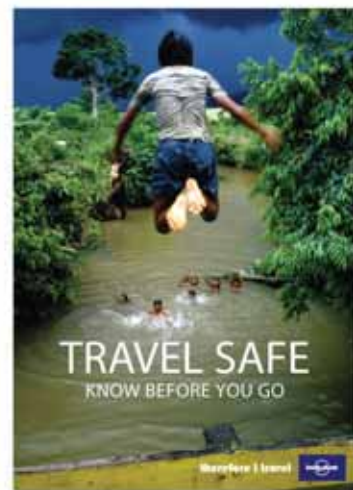
In 2003 the FCO set up Rapid Deployment Teams (RDTs), made up of trained volunteer FCO staff, to assist our Posts overseas with crises involving British Nationals. Since their inception, RDTs have been used on 15 occasions. 2005 was the busiest year, with eight deployments.

RDTs have changed significantly since they were first deployed after the Riyadh bombings in May 2003. There are now British Red Cross and International SOS staff available for each deployment, and police disaster victim identification teams can also be included. We are developing regional RDTs at key global transport hubs. The Hong Kong RDT completed its training in September 2005 – just in time to be deployed to the terrorist attacks in Bali in October. The FCO's approach to crisis response is increasingly a model for other European countries.

8 Delivering high-quality support for British nationals abroad, in normal times and in crises

Support for British nationals overseas ranges from regular passport services to help for those in difficulty. It is an important commitment of the Government as a whole, with the FCO leading the efforts of a wide range of Departments.

British nationals now make about 65 million overseas trips a year – three times more than in the mid-1980s – and the number continues to rise. More people are travelling independently, and to more distant and sometimes dangerous destinations. Around 13 million British nationals live and work abroad. Our diverse and increasingly international society will influence demands for



Joint FCO/Lonely Planet guide to safer travel, aimed at independent travellers. The guide was launched in February 06.



OUR DIVERSE AND INCREASINGLY INTERNATIONAL SOCIETY
WILL INFLUENCE DEMANDS FOR CONSULAR ASSISTANCE

consular assistance, including for example through the British Hajj delegation which supports British Muslims participating in the pilgrimage.

Demand for our support in crises is also at record levels, as natural disasters, accidents or terrorist attacks affect British nationals, either directly or through family and other links. Our Travel Advice (www.fco.gov.uk/travel) plays a central part in helping British nationals make informed, responsible decisions about their safety overseas.

9 Ensuring the security and good governance of the UK's Overseas Territories

The security and good governance of the Overseas Territories² is the responsibility of Government as a whole. The Government set out its policy on the Overseas Territories in a 1999 White Paper – Partnership for Progress and Prosperity (available through www.fco.gov.uk). As well as meeting our international legal obligations, the UK's aim will be to work with the Territories to improve quality of life and encourage sustainable development.

We expect the Territories to observe high standards of probity, law and order and good government, and to observe international commitments to which they are bound through their relationship with the UK.

² The Overseas Territories are: Anguilla*, Bermuda*, British Antarctic Territory, British Indian Ocean Territory, British Virgin Islands*, Cayman Islands*, Cyprus Sovereign Base Areas, Falkland Islands*, Gibraltar*, Montserrat*, Pitcairn Islands, St Helena* and Ascension and Tristan da Cunha, South Georgia and the South Sandwich Islands, and Turks and Caicos Islands* (*denotes Overseas Territories with a resident Governor).

THE JOINT FORCED MARRIAGE UNIT

In January 2005 the FCO and Home Office launched the joint Forced Marriage Unit (FMU). Forced marriage is an abuse of human rights – it cannot be justified on religious or cultural grounds. The Government is committed to doing all it can to protect British nationals from this abuse.

Typically, young people are taken abroad believing they are going on a family holiday or visiting an ill relative. When they arrive, their families often take their passports and keep them prisoner until they agree to the marriage. They may be threatened, beaten, raped, and suffer enforced terminations or pregnancy.

The FMU is the Government's central point for forced marriage casework and policy. Since January 2005 the Unit has helped over 300 victims of forced marriages, in extreme cases carrying out rescue missions. It also arranges support services when victims return home.





Active Diplomacy the role of the FCO





Active Diplomacy the role of the FCO

As the links between domestic and global issues grow, so does the need for professional diplomacy to influence international developments and deliver high quality services to our citizens. As the challenges we face become more complex, the skills we need to pursue the Government's international priorities become more sophisticated and stretching.

This chapter sets out the role of the FCO in pursuing the Government's international priorities in a rapidly changing world; the resources we have to do the job; and how we are adapting to the challenges we see over the next five to ten years.

Purpose of the FCO

The FCO's purpose is to work for UK interests in a safe, just and prosperous world. This includes developing and delivering specific international policies; identifying and influencing developments overseas which affect the UK; and providing consular, visa and commercial services to British citizens, business and others.

The strategic priorities set out in chapter 3 are those of the Government as a whole and all Departments have a role in pursuing them. The FCO has overall responsibility for developing and pursuing the UK's foreign policy. We use the strategic priorities as the central tool for organising and prioritising our work. They have guided the reorganisation of the FCO in the UK and overseas and set the framework for allocating resources. They are the basis of our formal

objectives and Public Service Agreement targets. They are implemented through business plans agreed with partners around Government.

Who we are

The FCO employs about 6,000 UK civil servants – around half of whom are overseas at any one time – and 10,000 staff who are locally engaged at our Posts overseas. We maintain a network of over 250 Posts.¹ These Posts range in size from a single person to several hundred staff. About 850 UK-based staff from 22 other Government Departments and agencies are deployed in over 80 countries, working in our Posts or in close co-operation with them.

The budget of the FCO in 2005–06 was £1.8 billion. £790 million of this goes to funding the BBC World Service and the British Council, and to paying subscriptions to international organisations. This means our core budget is £1 billion – 0.2% of total public spending.

People are at the heart of what we do. We need high calibre staff with the skills,

¹ 262 Posts in March 2006. This includes Embassies and High Commissions in foreign capitals, UK Representations or Delegations to international organisations or conferences, Consulates, Deputy High Commissions and British Offices and those Posts run entirely by local staff.

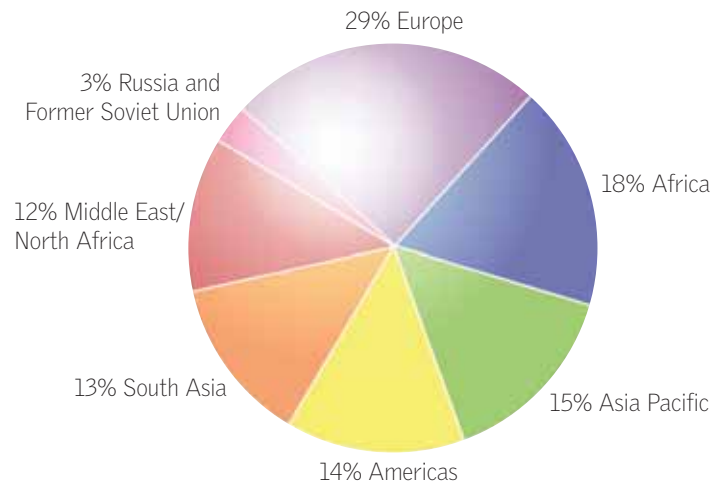
experience and expertise to influence developments overseas and to provide high quality services. One third of our staff deliver services to UK businesses, to those thinking of visiting or investing in the UK, and to UK citizens. In a crisis we provide these services 24 hours a day, seven days a week.

Traditional FCO strengths, including political, economic, negotiating and language skills, remain essential to our effectiveness. We increasingly combine them with specific expertise in areas ranging from human rights and conflict prevention to energy security by recruiting specialist staff and developing existing staff. Managing people, finances and projects are also becoming core skills for all our staff. And we are developing the people and management systems to respond more quickly and professionally to consular and other crises. We will make sure that by 2007 we meet the Professional Skills for Government core competences target².

To deliver effectively, the FCO must draw on the diversity of the UK population. Diversity is about getting the right people in the right jobs, and bringing in and bringing on talented people from a wide range of backgrounds.

We are working hard to improve diversity³, especially at middle and senior levels, opening more positions to applicants from outside the FCO. We are also increasing inward and outward interchange with the

Percentage of overseas positions by geographical area



² PSG is designed to ensure that civil servants have the skills and experience needed to deliver good public services in the 21st century. For more information, see <http://psg.civilservice.gov.uk>.

³ Of our UK based staff, 41% are female, 6% are from minority ethnic backgrounds and 3% are disabled. In 2001 these figures were 38%, 5% and 2%. Improving diversity at senior levels is a priority. By 2008, we aim to have 25% women, 4% minority ethnic and 3.2% disabled staff in our senior management structure, as against 16%, 1% and 2% today.



public, private and voluntary sectors. It will become standard practice for all senior managers to have worked outside the FCO.

How we work

We cover a huge international agenda. We deploy our resources where they will have the greatest effect and where we are best placed to act.

In some areas, including human rights, counter-proliferation and EU enlargement, and support to British nationals overseas, we lead in developing and delivering the Government's international agenda. We use a balance of resources: in the UK to design and deliver policies and services, and overseas to advise on and implement them. Since we published our first White Paper in 2003, we have delivered a range of major UK objectives from dismantling Libya's WMD programmes to ensuring the start of EU accession negotiations with Turkey.

In other areas, for example conflict prevention and resolution or issuing visas for travel to the UK, we work in partnership with other Departments to set policy and pool resources for greater impact. Here the skills and delivery capabilities of our Posts are critical.

In its work on conflict prevention, the Government as a whole relies on the political expertise, contacts and communication skills of our staff

overseas. Working closely with the MOD and DFID has led to a more coherent and effective UK approach to conflict and peace-building, including in the toughest conflict situations.

Where other Government Departments have lead responsibility, such as for climate change or sustainable development, the FCO advises on international handling and negotiating, and promotes and implements UK policies overseas. In these areas, more of our resource is overseas. In the UK, we maintain a capacity to advise and assist co-ordination. Examples of our contribution over the past two years include helping to achieve the Prime Minister's G8 objectives on Africa and climate change, and maintaining international support for the Northern Ireland peace process through the work of our Posts in the US and Ireland.

Our network of Posts also helps UK domestic policy-makers draw on the experiences of our partners around the world. Examples range from the development of UK 'one-stop' employment centres and the 'New Start' scheme for young disadvantaged groups, which drew on UK/US exchanges, to British Parliamentarians learning from innovative Finnish approaches to modernising public service.

As the range of international actors has grown, we have also stepped up our engagement with NGOs, business, the

media and civil society. We have also increased our engagement with UK citizens, holding discussions on issues ranging from the relationship between faith and foreign policy to the consular services we provide. Our domestic engagement will continue to grow over the next ten years.

A global network

To shape developments around the world we must be engaged on the ground, using local knowledge to inform UK policy and influence others. Our network of Posts provides the people with the judgement, expertise and contacts to manage the international activities of the Government and support British business, tourists, workers and volunteers abroad.

The network must change and adapt to new opportunities, risks and priorities. Opening, closing and restructuring Posts is essential to maintaining our global flexibility. We also need to use the network more innovatively. In some regions administrative functions are being centralised in single Posts. In others, Posts have taken on responsibilities for a number of countries.

We also share buildings and facilities with EU partners, including in Tanzania, Turkmenistan and Kazakhstan. Forty Posts are headed by local staff and we expect that number to grow. We will continue to look for opportunities for Posts to be run by locally engaged staff

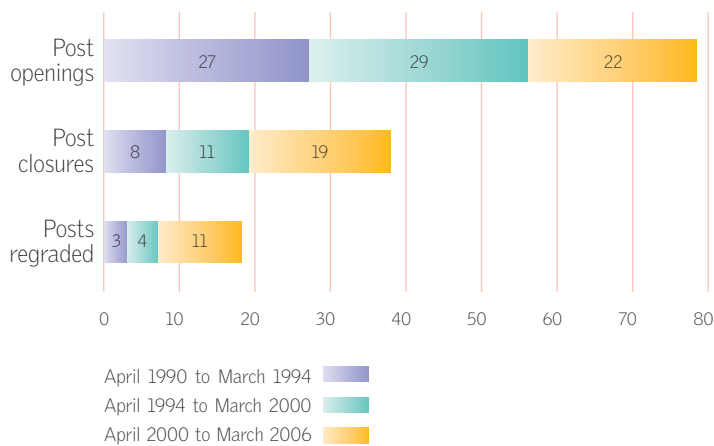
EU NEGOTIATIONS WITH TURKEY AND THE DIPLOMATIC NETWORK

Opening accession negotiations with Turkey in 2005 was a key priority for our EU Presidency and a major step for the Union. It was essential to confirm our support for the process of reform in Turkey and to counter those who claim a 'Clash of Civilisations' between the Muslim world and the West is inevitable. But the task was complicated by nervousness about EU enlargement in many Member States and by the complex political dynamics in the Eastern Mediterranean.

The Foreign Secretary brokered the final deal late on 3 October, backed up by officials in London, Brussels, Ankara, Athens, Nicosia and other European capitals. With complex talks taking place in several locations, often simultaneously, our network provided staff with the language and negotiating skills, expertise and contacts to ensure Ministers and officials had the information and support to deliver a critical foreign policy outcome for the UK and EU.



A flexible global network (1990 to 2006)



Note: Regraded refers to a change in the head of Post from UK-based to locally engaged or vice versa

and to share premises with partners.

Protecting our staff while ensuring they are accessible and able to do their jobs is a challenge in an era of new threats. We are spending more on security at our Posts, especially at high-risk sites.

Information and communications technology

Our information and communications technology (ICT) links our Posts overseas and UK operations in a single secure and flexible network. Increasing use of video conferencing, mobile communications and remote working allows us to respond faster and more effectively, and manage our network more flexibly. We are using ICT to deliver better consular, commercial and visa services to the public, from on-line passport applications to registration for travellers going off the beaten track. We are investing in the next generation of technology and will work with other Government Departments to identify the areas where we can most efficiently develop shared services. We are learning from our experience of past ICT programmes and reviewing the ways we work to get maximum benefit from our investment.

Public diplomacy

With the spread of satellite television and the internet, governments are increasingly influenced by public opinion, both domestic and from abroad. A wide range



THE NETWORK MUST CHANGE AND ADAPT TO NEW OPPORTUNITIES, RISKS AND PRIORITIES.

of organisations, some funded by the Government such as the British Council or BBC World Service, some with no links to Government, are actively involved in steering this debate in favour of the values of tolerance, free speech, respect for human rights and democracy.

FCO staff support the UK's strategic priorities through communication, advocacy and engagement with targeted audiences, including key individuals, civil society and community groups and the media. Our website plays an increasingly important role in this work. As use of the English language increases around the world, the potential for the UK's education system, media and culture, including targeted travel by members of the Royal Family, to influence global opinion will grow.

How we are changing

Following the launch of the White Paper in 2003 we began a long-term programme of change to adapt the FCO to new demands. Over the past two years, we have restructured the organisation at home and overseas to focus on the strategic priorities.

We have increased resources for service delivery, particularly visa and consular work. We have shifted resources overseas, increasing frontline positions by 9% since 2003-04. We have moved staff to key posts outside Europe, including China, India and Pakistan, whilst also meeting

THE ROLE OF THE NETWORK: INDIA

With a population of 1.1 billion, economic growth predicted to make it one of the largest world economies in the next 15 years and strong ties to the UK, India is an important strategic partner. £14 million a year on our network across India delivers:

- ▶ Contacts and influence on global economic and political issues including energy and climate change, serious regional crises, and global non-proliferation
- ▶ Promotion of British businesses and work attracting foreign direct investment (FDI) into the UK through trade offices in nine cities. India is now 8th in the league table of FDI into the UK, two thirds of that in the ICT and life sciences sectors. Many top British companies have major stakes in the Indian economy, but need government to government contact to help overcome barriers to business
- ▶ Our biggest visa operation in the world – we issued over 300,000 visas in 2005, with demand likely to double within five years. We are working with the Indian Government on the return of failed asylum seekers of Indian origin
- ▶ Consular services across India both to tourists, and to deal with an increasing number of problems relating to British nationals with family links in India – dowry theft, abandoned spouses and victims of crime
- ▶ Marketing to attract 18,000 Indian students to Britain last year (up from 5,000 five years ago), providing a boost to UK universities and a bedrock of personal relationships with a growing global economic power
- ▶ Cooperation with India on a wide range of British interests - development, defence, health, pensions, police and crime, science and innovation and aviation security.



THE ROLE OF THE NETWORK: PANAMA

Over half of our Posts have fewer than five UK-based staff. Their work may receive less public attention than major Posts but it is an important element in promoting our interests and often becomes critical in moments of crisis. Our Embassy in Panama is staffed by two UK-based and ten locally engaged members of staff. £1 million for our Post in Panama delivers:

- ▶ Work with the Panamanian Government to disrupt the drug trade to the UK and to fight other crime related to narcotics, including money-laundering. Around 10.5 tons of Colombian cocaine destined for the UK were seized between 2003-2005
- ▶ Dialogue with the Panama Canal Authority and Government to ensure international right of passage through the Canal for all shipping
- ▶ Protection of UK investment (we are the largest foreign investor) and ensuring UK companies are well-placed to benefit from the forthcoming £4.5 billion expansion of the Panama Canal
- ▶ An active public diplomacy programme in support of our objectives, including setting up visits to the UK in 2006 by President Torrijos and the Administrator of the Panama Canal.

new demands in Iraq and Afghanistan. We have deployed new region-wide advisers on issues such as conflict and energy. We have refocused our spending on programmes to support our strategic priorities so we can meet increasing demand for engaging with the Islamic world (up nearly £7million since 2004) and emerging markets (up nearly £5million).

We are funding these changes through a range of efficiency measures across the organisation: by cutting our senior management by nearly 20%, and our Human Resources function by over a third; by streamlining our contribution in the UK to policy areas where other departments lead; by reducing staff in our European network; and by closing a small number of lower priority Posts.

We are also working more closely with other Government Departments, setting joint strategic objectives and policies and agreeing how we will achieve them. We have a renewed focus on learning and development for staff and are reviewing our recruitment procedures to ensure we continue to attract high calibre, skilled staff.

Future of the FCO

We must build on these changes. We cannot predict the specific events we will have to respond to over the next decade. But our analysis of the challenges we face, and the priorities we have set, give



OUR ABILITY TO SHAPE GLOBAL DEVELOPMENTS IN AN UNCERTAIN WORLD WILL DEPEND ON OUR SUCCESS IN IDENTIFYING NEW TRENDS, OPPORTUNITIES AND RISKS.

us a clear vision for adapting our organisation and responding to the unexpected.

The Government's international priorities will be at the heart of what the FCO does and how we are organised. We will become more flexible, working more closely with partners across Government. We will retain a global network and will deploy more of our staff outside Europe. We will move resources more rapidly to new priorities, including to remote locations.

We will maintain a mix of UK staff working at home and overseas, including in high profile or hostile environments; and locally engaged staff who provide continuity, local knowledge and specific skills. We will make better use of the strengths and experience of our locally engaged staff, who will fill more professional positions and run a larger number of our Posts overseas.

We will open up an increasing number of jobs for competition. This will be at all levels including the most senior. Our workforce will be more representative of the country we serve. We will need to adapt the skills we have built our reputation on to the new challenges we face. We will give people the right resources, training and support to do their jobs, and hold them accountable for delivering. We will continue to make efficiencies, improve productivity and provide better services to the public.

THE ROLE OF THE NETWORK: PROVINCIAL RECONSTRUCTION TEAM, AFGHANISTAN

Sometimes our overseas presence consists of a single FCO officer, often working under difficult conditions. Since 2003, the UK has led Provincial Reconstruction Teams (PRT) in Mazar-e-Sharif (2003–06) and Meymana (2004–2005). A PRT brings together international military and civilian personnel to support security, development and reconstruction in Afghanistan.

An FCO officer was deployed in Mazar-e-Sharif working alongside DFID, US State Department, USAID and Afghan Government staff, together with a 110-strong military force. The Mazar PRT helped to negotiate a peace agreement between two factions in 2003, and to contain violence that broke out in April 2004. It has assisted the UN in local disarmament exercises and targeted funding to a range of reconstruction projects. The annual cost to the FCO is £110,000.

The UK assumed control of the US PRT in Lashkar Gah in March 2006, with two FCO officers deployed there under the guidance of a FCO Regional Co-ordinator for Southern Afghanistan based in Kandahar.



LONDON 2012

Bringing the 2012 Olympic and Paralympic Games to London required a major effort across Government in support of the London 2012 team. Throughout the bidding phase we worked with the Department for Culture, Media and Sport (DCMS) and others to develop a strategy for promoting London's bid to an international audience. Across our network we ran awareness campaigns, briefed governments and sporting bodies, and co-ordinated visits by Ministers and senior London 2012 executives. During the decisive International Olympic Committee (IOC) Session on 6 July 2005 our High Commission in Singapore provided vital support to the Prime Minister, London 2012, DCMS and the Mayor of London.

Preparing for and hosting the Games will give us a unique opportunity to promote the UK to a global audience, from our dynamic, multicultural society to the redevelopment generated by the Games in and outside the capital.

Conclusion

This Paper will guide our work in a complex and rapidly changing world. Our ability to shape global developments in an uncertain world will depend on our success in identifying new trends, opportunities and risks. The FCO and the strategic priorities will evolve. We will review this Paper in two years with our partners around Government, drawing on external contributions.





Specific Aims of the FCO

annex



Annex **Specific Aims** of the FCO

The strategic priorities in chapter 3 are those of Government as a whole. For the FCO, they guide the structure of our organisation and our resource decisions. This annex sets out specific aims of the FCO in working towards each strategic priority.

Making the world safer from global terrorism and weapons of mass destruction

The FCO leads the Government's work on counter-proliferation and co-ordinates its international counter-terrorism activities. Working with partners across Government, specific aims for the FCO are to:

- ▶ Build a shared international understanding of the threats and promote active and effective responses, and strengthen the commitment and ability of states to tackle terrorism and proliferation
- ▶ Maintain the UK's commitment to the reconstruction of Afghanistan and Iraq and their transition to democracy, and strengthen UK, EU and international approaches to deal with problem states before they fail
- ▶ In partnership with Muslim governments, leaders, scholars and others, counter the ideological and theological underpinnings of the terrorists' arguments, and help prevent radicalisation and terrorist recruitment, particularly among the young, in the UK and overseas
- ▶ Work with others to tackle the proliferation challenges posed by Iran and North Korea, and to support and strengthen the international non-proliferation regime, including through effective international action against those who violate its norms
- ▶ Ensure that multilateral arms and export controls evolve to reflect technological change, agree more effective verification, and negotiate stronger compliance measures for biological arms control
- ▶ Help to deepen co-operation between UK police and intelligence agencies and key foreign partners
- ▶ Help to make the UK and UK interests overseas a more difficult and resilient target.

Reducing the harm to the UK from international crime, including drug trafficking, people smuggling and money laundering

Working with partners across Government, in particular the Home Office, specific aims for the FCO are to:

- ▶ Develop and drive forward with other Government Departments and Agencies cross-cutting strategies to reduce the harm caused to the UK and source countries by crime emanating from overseas
 - ▶ Engage foreign governments, as necessary pressing them to adopt new legislation, to increase their investment in law enforcement and judicial infrastructure, and to tackle corruption
 - ▶ Fulfil our role as key partner nation for counter narcotics in Afghanistan by supporting the Government of Afghanistan in implementing its National Drugs Control Strategy
 - ▶ Build support for UK policy and priorities throughout the range of multilateral institutions involved in tackling organised crime, especially the EU, G8 and UN
 - ▶ Co-ordinate assistance and training for foreign law enforcement and judicial authorities to provide skills ranging from drugs investigation, alternative livelihoods, financial regulation and protection of children from sexual abuse
- ▶ Support intelligence exchange and take action with international partners against criminal targets.



Preventing and resolving conflict through a strong international system

Working with partners around Government, in particular MOD and DFID, specific aims for the FCO are to:

- ▶ Ensure effective international action to tackle conflicts and support countries emerging from conflict, in particular in Iraq, Afghanistan, the Balkans and Eastern Europe, the Middle East, Sudan and elsewhere in Africa and South Asia
 - ▶ Strengthen the international community's ability to agree on timely action against threats to international peace and security
 - ▶ Work to ensure that the new international agreement that countries have a responsibility to protect ordinary people from crimes against humanity, including genocide, is translated into a willingness to act in specific cases
 - ▶ Strengthen the capacity of the UN, EU, NATO and other regional organisations to respond to conflict, humanitarian crises and post-conflict situations, including through an effective UN Peace-Building Commission
 - ▶ Secure international agreement to start a process leading to the negotiation of an international treaty on conventional arms transfers
- ▶ Strengthen the EU's capacity to carry out military and civilian operations and make sure that this capacity reinforces NATO
 - ▶ Maintain the vigour of the NATO alliance and further develop its role in tackling threats to our security wherever they arise
 - ▶ Enhance international organisations' ability to deliver value for money and deploy resources flexibly in response to new threats and changing priorities
 - ▶ Adapt the UN system and other multilateral structures to respond better to the growing influence of business, NGOs and other non-state actors.

Building an effective and globally competitive EU in a secure neighbourhood

Working with a range of partners across Government, specific aims for the FCO are to:

- ▶ Build support for and drive forward economic reform and better regulation in the EU to boost growth, jobs and productivity
- ▶ Ensure an ambitious outcome to the 2008–09 review of the EU budget, including far-reaching reform of the Common Agricultural Policy
- ▶ Help ensure the EU connects better with its citizens, including by developing coherent EU responses to major global challenges such as migration and asylum, energy security and climate change and by developing a more effective EU global role
- ▶ Strengthen support for EU enlargement, in particular to Turkey and the Balkans, as the key to the peaceful transformation of our continent
- ▶ Ensure the UK builds and uses its influence in European institutions to deliver more effective common EU policies.

Supporting the UK economy and business through an open and expanding global economy, science and innovation and secure energy supplies

Working with partners across Government, specific aims for the FCO are to:

- ▶ Achieve a conclusion to the WTO Doha trade round that benefits developed and developing countries
- ▶ Support effective and fair international economic rules and standards, and help UK business to develop the skills and capacity to meet the challenges of globalisation
- ▶ Promote the UK as an attractive place to do business, invest and to study
- ▶ Fight international corruption and encourage corporate responsibility in order to promote development and build trust in, and reduce risks to, global business
- ▶ Help improve economic governance in key emerging markets such as China, India, Brazil and Mexico and in the Middle East, Africa and the EU's eastern neighbours
- ▶ Help to promote the development of secure, sustainable and diverse energy sources and transit routes including



developing a coherent and liberal EU energy policy

- ▶ Through our global science and innovation network, help ensure the UK remains at the cutting edge of world science and uses science and innovation for sustainable development, and to promote UK influence
- ▶ Support exchange of good practice and policy innovation in all areas of domestic policy through international co-operation, particularly in science and technology, education, health, creative industries and legal services.

Sustainable development and poverty reduction underpinned by human rights, democracy, good governance and protection of the environment

Working with partners across Government, in particular DFID and Defra, specific aims for the FCO are to:

- ▶ Encourage the spread of democracy and good political governance, in particular through fair electoral processes, effective parliamentary institutions, public participation in decision making, independent judiciaries and freedom of expression
- ▶ Support the universal implementation of international human rights and humanitarian standards by reforming and strengthening the UN system, working for an effective European contribution, including in dealing with war crimes and co-operating through the OSCE and Council of Europe
- ▶ Press individual countries on core human rights issues and specific cases of concern and back up our policies with practical help
- ▶ Lead a systematic strategy across Government for engaging with the Muslim world and work with our EU partners, the US, and Muslim governments to promote peaceful reform and increase mutual understanding

- ▶ Help create the conditions in which developing countries can meet the Millennium Development Goals, in particular by working to ensure commitments made by the EU, G8 and African countries in 2005 are met
- ▶ Help ensure a successful pilot of the International Finance Facility (IFF) for immunisation and promote the wider roll-out of the IFF and other measures to increase aid flows and deliver more effective debt relief
- ▶ Maintain international momentum on climate change by working towards international agreement to stabilise greenhouse gas concentrations through the UN framework, the Plan of Action agreed at Gleneagles and practical initiatives to develop sustainable energy technologies
- ▶ Promote co-ordinated international action against global human health threats such as AIDS, pandemic influenza and major chronic disease
- ▶ Support delivery of the commitments made at the 2002 World Summit in Johannesburg, with an emphasis on environmental sustainability.

Managing migration and combating illegal immigration

Working with partners across Government, in particular the Home Office, specific aims for the FCO are to:

- ▶ Strengthen the capacity of source and transit countries to manage legal and illegal migration effectively, combat illegal immigration and ensure these issues are priorities in our bilateral relations
- ▶ Work with source and transit countries to ensure the readmission of immigration offenders, including failed asylum seekers
- ▶ Operate with the Home Office, through UKvisas, an effective overseas entry clearance service, that uses new technologies and is a fully integrated part of UK immigration control
- ▶ Work with EU partners to improve practical co-operation on asylum; prevent illegal immigration by strengthening the EU's external borders and improving EU travel documents; support the Commission's efforts to negotiate EU readmission agreements; and pursue a balanced and wide-ranging dialogue with third countries, to ensure that migration works to the benefit of all countries concerned
- ▶ Mobilise international action to improve protection for refugees and displaced



persons in regions of origin and transit, and work with UNHCR to unlock durable solutions to long-term refugee crises

- ▶ Combat people smuggling and human trafficking by promoting implementation of international agreements on people smuggling, by building capacity and supporting law enforcement co-operation in priority source and transit countries.

Delivering high-quality support for British nationals abroad, in normal times and in crises

Providing high quality consular services is a core function for the FCO and as important as anything else we do.

Working with partners across Government, specific aims for the FCO are to:

- ▶ Further improve our arrangements for managing major crises involving British nationals abroad, through Rapid Deployment Teams in London and overseas, better training across our network, and working with other Government departments, the police and NGOs
- ▶ Make a successful transition to first-generation biometric passports, and develop a sustainable and affordable way to issue biometric passports overseas
- ▶ Develop the services which we offer on-line, for example passport applications and online registration for travellers and residents
- ▶ Build stronger partnerships across and outside Government to ensure more extensive and co-ordinated support for British nationals and their families abroad and on their return to the UK after suffering major trauma overseas

- ▶ Raise public understanding of the services we can offer, and of the limits of our support, through a proactive public awareness campaign including our first comprehensive guide to support for British nationals abroad, public travel safety campaigns, better links with the media and high quality Travel Advice
- ▶ Implement ever more consistent standards of service across the overseas network of Posts, while looking at other ways of sharing effort, for example through the EU.

Ensuring security and good governance of the UK's Overseas Territories

The FCO is the lead department for the implementation of UK Government policy in the Overseas Territories. Working with partners across Government, specific aims for the FCO are to:

- ▶ Maintain a proper balance between rights and responsibilities in the constitutional relationships between the UK and the Overseas Territories
- ▶ Improve the governance, environment and security of the Overseas Territories and encourage more diversified and sustainable economic development
- ▶ Manage the impact of new international obligations affecting the Overseas Territories
- ▶ Minimise the vulnerability of small island territories to economic change and international crime, and help increase their preparedness to deal with natural and other disasters
- ▶ Promote biodiversity conservation in the Overseas Territories with support for local livelihoods and sustainable development.

