



Foreign & Commonwealth Office

## **Departmental Report**

1 April 2006 – 31 March 2007

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# Contents

<b>Foreword</b> by the Foreign Secretary, Margaret Beckett	4
<b>Introduction</b> by Sir Peter Ricketts, Permanent Under-Secretary	6
FCO ministers and FCO Board	8
Corporate governance	10
Map: global distribution of diplomatic Posts	11
<b>Part 1</b>	
Overview of Strategic International Priorities and Public Service Agreement targets	14
Highlights of the year	16
<b>SP1</b> Making the world safer from global terrorism and weapons of mass destruction	22
<b>SP2</b> Reducing the harm to the UK from international crime, including drug trafficking, people smuggling and money laundering	32
<b>SP3</b> Preventing and resolving conflict through a strong international neighbourhood	38
<b>SP4</b> Building an effective and globally competitive EU in a secure neighbourhood	48
<b>SP5</b> Supporting the UK economy and business through an open and expanding global economy, science and innovation and secure energy supplies	58
<b>SP6</b> Achieving climate security by promoting a faster transition to a sustainable, low-carbon global economy	68
<b>SP7</b> Promoting sustainable development and poverty reduction underpinned by human rights, democracy, good governance and protection of the environment	74
<b>SP8</b> Managing migration and combating illegal immigration	82
<b>SP9</b> Delivering high quality support for British nationals abroad, in normal times and in crises	92
<b>SP10</b> Ensuring the security and good governance of the UK's Overseas Territories	102

The Public Diplomacy Board and strategy	108
FCO programmes	112
Protocol	113
Working with stakeholders	114
<b>Part 2</b>	
<b>Change and modernisation in the FCO</b>	116
The Capability Review	116
Managing change	116
<b>Providing essential support to the FCO network</b>	118
Our people	118
A diverse workforce	119
Security for our people	120
Making the most of our estate	120
Sustainable operations in our workplaces	121
IT enabling improved performance	122
FCO Services – working with our service provider	122
Managing risks	124
<b>Financing the work of the FCO</b>	126
Improving the FCO's efficiency	126
Core tables	128
Performance assessment against PSA targets	148
<b>Annexes</b>	
Better regulation	174
Bibliography of publications 2006/07	175
Index	177

#### Acronyms commonly used throughout the report:

DEFRA	Department for Environment, Food and Rural Affairs	MoD	Ministry of Defence
DfID	Department for International Development	NATO	North Atlantic Treaty Organisation
DTI	Department of Trade & Industry	NGO	Non-governmental organisation
EU	European Union	SP	Strategic Priority
FCO	Foreign and Commonwealth Office	UKTI	UK Trade & Investment
GOF	Global Opportunities Fund	UN	United Nations
HMG	Her Majesty's Government	UNSCR	United Nations Security Council Resolution



## Foreword by the Foreign Secretary, Margaret Beckett



### Tackling the upheavals of today, building security and prosperity for tomorrow

More than ever before the community in which we all live is global. To give the people of Britain the level of security and opportunity that they expect the Government has to be as active abroad as it is at home.

That is certainly the case for the direct services the FCO provides. People are travelling more than ever before. Last year our consular services helped 27,772 people in serious distress overseas. We sent our largest ever rapid deployment team to support the evacuation from Lebanon, we set up a network of mobile consular offices for the World Cup in Germany, and we rolled out a new biometric passport IT system on time and on budget. The global economy is bringing new challenges for British business too. Last year we implemented a new strategy for UK Trade & Investment and the first ever FCO strategy on corporate social responsibility. Increasingly our partnership with business is as much about sustainable development as about developing new markets. And, of course, it's not just money that is flowing around the world, people are too. Here we face the twin challenges of keeping our borders secure while attracting the skills we need for our economy. Last year UKvisas dealt with 2.5 million people who wanted to come to Britain.

Those same global forces are changing the way we do political work. We cannot define our national interest in the old language of 'balance-of-power diplomacy'. Today our job is to persuade people around the world that our common interests – and common values –

mean we have to work together to tackle shared challenges; and then turn that consensus into real action on the ground.

Part of that, of course, is about tackling the most caustic points of conflict and tension in the world. In the past year, FCO staff have been in the front line working for peace in Iraq, Darfur, Lebanon and Afghanistan. We have worked multilaterally in the United Nations (UN) and through the European Union (EU), or bilaterally with our strategic partners, to make a positive difference to all these problems and others such as our concerns over Iran's nuclear ambitions. Our staff do a great job, often in difficult and dangerous conditions.

At the same time, we have to address the underlying insecurities that feed and exacerbate these tensions. One of the most worrying is the threat of an unstable climate. One of my first moves as Foreign Secretary was to make climate security a Strategic International Priority in June 2006, and I appointed a Special Representative to lead the FCO's work in this area. We are helping to shift the international debate from a purely environmental one to one that understands the threat that an unstable climate poses to our basic security. At the same time, we are continuing to work to address many of the other stresses that run through our global community, from underdevelopment and poor governance, to the abuse of human rights and inequalities in the global trading system. In that respect, one of the most notable achievements of the last year was the agreement at the United Nations to begin negotiations on an International Arms Trade Treaty.

The aim of our foreign policy, then, is not just to tackle the upheavals of today but to build long-term security and prosperity. This Departmental Report sets out how the FCO has contributed to that over the last year working closely with other government departments and our partners outside government. I hope you find it of interest.





## Introduction by Sir Peter Ricketts, Permanent Under-Secretary



I am delighted to introduce the Foreign and Commonwealth Office's Departmental Report for 2006/07. This highlights what we have achieved over the last year, working for UK interests in a safe, just and prosperous world.

In preparing this report, I am struck once again by the sheer range and complexity of issues with which the FCO is dealing around the world, 24 hours a day. Globalisation has brought new opportunities, and new threats, for the UK. Foreign and domestic policy have never been so intertwined. So it is right that, as this report highlights, the FCO works very closely with almost all other government departments in policy making and in delivering for the UK internationally.

The Government's ten Strategic International Priorities give much greater focus to our work at home and abroad, and are helping us to prioritise our resources. Part 1 of this report gives details of what we have achieved this year in delivering for the whole of government on these priorities.

In some cases, we can point to a clear outcome. This year, for example, the FCO has led UK efforts to secure unanimous UN Security Council Resolutions on Iran, to prepare Romania and Bulgaria for EU accession and to negotiate a ground-breaking deal with Spain on cross-border co-operation with Gibraltar. The Foreign Secretary highlights in her Foreword the FCO's achievements in delivering consular and visa services to the public.

In other cases, the FCO's work is part of wider international efforts, for example, conflict prevention and peace-building. Our staff worked in difficult and sometimes dangerous conditions to build stability in Iraq

and Afghanistan. We continued unremitting efforts to promote peace between Israel and Palestine and to achieve a ceasefire, and a stronger international military presence, in Darfur.

On many issues, the FCO helps other government departments deliver objectives overseas. For example, we secured international agreement to the Chancellor's International Finance Facility for Immunisation and are working very closely with the Treasury on the Education for All initiative, with DfID on sustainable development and with the Home Office on migration and counter-terrorism.

In close co-operation with DEFRA, the FCO and our network of Posts has acted to deliver the new Strategic International Priority on climate security, in particular by persuading the international community of the fundamental link between climate, security and prosperity.

Climate security is an example of how the FCO is putting the skills and expertise of its staff around the world, for example in languages and in influencing wider opinion in foreign countries, to the service of new priorities arising as a result of globalisation. To reflect this, our Posts in countries such as India and China are expanding, while others in Europe are contracting.

I am proud of the quality and commitment of the FCO's staff, UK-based and locally-recruited, around the world. They are the reason that the FCO is widely seen as one of the best foreign services in the world. But the pace of change requires the FCO to transform itself profoundly to ensure that we will be fast, flexible and

focused for the 21st century.

That is the theme of Part 2 of this report. It sets out our ambitious programme of change covering our IT systems, our move to shared services (to achieve more efficient and effective corporate services for our Posts abroad), and the continuing reform of our human resources and business planning systems. To strengthen the Board's capability to manage this programme I have brought in a Director General Finance and Chief Information Officer, both recruited externally, and have reorganised Board portfolios to give more capacity to lead the change agenda. The Capability Review of the FCO, published in March 2007, gave further impetus to the changes already under way in these areas.

Globalisation means the need for the FCO's distinctive contribution to the Government has never been greater. I've set out for FCO staff what, in my view, we need to be to achieve that: committed to the values of public service, confident about the contribution we can make, and creative about doing so. This report sets out in more detail how we are going about that.





## FCO ministers and FCO Board

### FCO ministers



**Rt Hon Margaret Beckett MP**  
Secretary of State for Foreign  
& Commonwealth Affairs

- Responsibilities:
- overall responsibility for the work of the FCO
  - communications
  - parliamentary relations
  - Directorate for Strategy and Information
  - legal advisers
  - Information Management Department
  - research analysts
  - honours
  - Whitehall Liaison Department.



**Rt Hon Geoff Hoon MP**  
Minister of State for Europe

- Responsibilities:
- Europe and the European Union
  - Russia, Central Asia and South Caucasus
  - Balkans
  - Ukraine, Belarus and Moldova
  - OSCE, Council of Europe
  - NATO.



**Ian McCartney MP**  
Minister of State for Trade

- Responsibilities:
- trade and trade policy
  - UK Trade & Investment (UKTI)
  - economic policy including science and technology
  - global issues including sustainable development, energy and climate change
  - human rights
  - North America
  - South East Asia, East Asia and Oceania.



**Dr Kim Howells MP**  
Minister of State

- Responsibilities:
- Middle East and North Africa
  - Gulf states
  - Iran
  - Iraq
  - engaging with the Islamic world
  - drugs and international crime
  - Afghanistan and South Asia
  - counter-proliferation
  - counter-terrorism
  - UN



**David Triesman, Lord Triesman of Tottenham**  
Parliamentary Under-Secretary of State

- Responsibilities:
- relations with Africa, Latin America and the Caribbean
  - Overseas Territories
  - Commonwealth
  - UKvisas
  - migration policy
  - consular policy
  - public diplomacy (including the British Council, the BBC World Service and the Chevening scholarships scheme).







## Corporate governance

### Corporate governance

This year we continued to develop our corporate governance structures, in line with the Treasury's *Code of Good Practice for Corporate Governance in Central Government Departments*.<sup>1</sup> We have further strengthened the role and membership of the FCO Board's five executive sub-committees (finance, human resources, investment, change, and audit and risk) and increased the transparency of our structures. Our senior leaders in the network are also more involved in corporate decision-taking.

Peter Ricketts took over as Chairman of the Board in July 2006. He has subsequently made two external appointments – Director General Finance and Chief Information Officer – to the Board. There were more changes to the Board from April 2007 (see page 9). These changes, combined with the experience of our non-executive directors, have increased the professional expertise of the Board. We have also established a new Directorate of Communication. From 1 April 2007 this

directorate will deal with both internal and external communications, and stakeholder management, headed by a director, who was externally recruited.

Throughout the year, Board members have received further skills development training in line with Professional Skills for Government. This has included performance–management training, communication training, and programme- and project-management training. As a result of investment over the last two years, we are now producing better quality management information to help the Board reach its decisions and we will continue to focus on further improvements.

We continue to consolidate and develop the Senior Leadership Forum. This brings together the Board and the 20 most senior heads of Posts overseas to promote corporate leadership at home and abroad. More regular meetings with the ministerial team help the Board deliver the policies and services decided by ministers.

The FCO Leadership Conference is now firmly established as an annual event, bringing together all heads of Post from overseas and senior management in the UK. Its purpose is to strengthen our corporate leadership, making sure the Government's international agenda is delivered across the network. The theme of this year's conference in March 2007 was globalisation. Discussion focused on how cross-Whitehall working can best tackle the challenges arising from the impact of globalisation and help deliver the Government's Strategic Priorities. Representatives from other government departments were invited to policy sessions.

### weblinks

- FCO Leadership Conference 2007: [www.fco.gov.uk/internationalpriorities](http://www.fco.gov.uk/internationalpriorities) > Leadership conference March 2007

### MAKING OUR STRUCTURES STRONGER AND MORE TRANSPARENT

This year, we recruited new non-executive members to our Change Committee and Audit and Risk Committee, to bring in expertise from outside and challenge the way we do things. A number of heads of Posts now sit on the Board's sub-committees to:

- strengthen the links between the UK and overseas
- increase recognition and understanding of the corporate agenda
- provide development opportunities to leaders in the network.

Since June 2006, we have invited staff, drawn from a range of grades from around the FCO, to attend the monthly cycle of corporate meetings as observers, to demonstrate the transparency of our structures and increase staff understanding of how the Board operates.

<sup>1</sup> HM Treasury *Corporate Governance in Central Government Departments: Code of Good Practice*, July 2005: [www.hm-treasury.gov.uk/media/71D/48/daocorpgovernancecode.pdf](http://www.hm-treasury.gov.uk/media/71D/48/daocorpgovernancecode.pdf)

**Strategic Priority and Director-General (DG) responsible for delivery**

**SP1** – Making the world safer from global terrorism and weapons of mass destruction.

David Richmond, DG Defence & Intelligence

**SP2** – Reducing the harm to the UK from international crime, including drug trafficking, people smuggling and money laundering.

David Richmond, DG Defence & Intelligence

**SP3** – Preventing and resolving conflict through a strong international system.

Mark Lyall Grant, DG Political

**SP4** – Building an effective and globally competitive EU in a secure neighbourhood.

Martin Donnelly, DG Europe & Globalisation

**SP5** – Supporting the UK economy and business through an open and expanding global economy, science and innovation and secure energy supplies.

Martin Donnelly, DG Europe & Globalisation

Andrew Cahn, Chief Executive, UK Trade & Investment

**SP6** – Achieving climate security by promoting a faster transition to a sustainable, low-carbon global economy.

Martin Donnelly, DG Europe & Globalisation

John Ashton, Special Representative for Climate Change

**SP7** – Promoting sustainable development and poverty reduction underpinned by human rights, democracy, good governance and protection of the environment.

Martin Donnelly, DG Europe & Globalisation

Mark Lyall Grant, DG Political

**SP8** – Managing migration and combating illegal immigration.

Dickie Stagg, DG Change & Delivery

**SP9** – Delivering high quality support for British nationals abroad, in normal times and in crises.

Dickie Stagg, DG Change & Delivery

**SP10** – Ensuring the security and good governance of the UK's Overseas Territories.

David Richmond, DG Defence & Intelligence

**Linked PSA targets**

**PSA 1** – Weapons of mass destruction

**PSA 2** – International terrorism

No FCO PSA target

**PSA 3** – Conflict prevention

**PSA 5** – European security (performance indicators A & B)

**PSA 4** – Effective EU

**PSA 5** – European security (performance indicator C)

**PSA 6** – UK Trade & Investment

No FCO PSA target

**PSA 7** – Engaging with the Islamic world

**PSA 8** – Sustainable development

**PSA 9** – Entry clearance performance indicators

**PSA 9** – Consular performance indicators

No FCO PSA target



## Highlights of the year

### SP1 – Making the world safer from global terrorism and weapons of mass destruction.

In partnership with other parts of the Government, we have increased our work on **counter-terrorism**. We have refocused the FCO's capacity-building programmes to concentrate on the most significant threats to the UK. We have stepped up efforts to tackle terrorist propaganda, including by supporting British Muslim organisations to deliver 'Radical Middle Way' roadshows and podcasts. These have enabled popular scholars to reach over 70,000 young British Muslims with strong messages which undermine extremism. We have also been engaged in efforts to secure the release of hostages in a number of countries, including the five members of the British Embassy in Ethiopia who were abducted and later released in March 2007.

**Iran's nuclear programme** remains a major counter-proliferation issue. The FCO has led for the Government in long and complex negotiations involving France and Germany, the US, Russia and China (E3+3). With this group we secured two strong and unanimous UN Security Council Resolutions, 1737 and 1747, in December 2006 and March 2007 respectively. The resolutions restated the demand for Iran to give up enrichment-related and reprocessing activities, as well as heavy water-related projects, and imposed sanctions and other measures for non-compliance. Intensive negotiations continue in a concerted effort to reach a diplomatic solution to the issue.

We were the driving force behind the UK-led campaign to build international

support for an **arms trade treaty**. Working with other countries, other government departments in the UK and non-governmental organisations, in December we secured the support of over 150 governments to work towards a legally-binding treaty to put an end to irresponsible arms trading worldwide.

### SP2 – Reducing the harm to the UK from international crime, including drug trafficking, people smuggling and money laundering.

Over the past year, we have worked with governments in source and transit countries<sup>1</sup> to prevent the transport of Class A **drugs** (cocaine and heroin) and **people trafficking**. We provided training and equipment worth £6 million to over 40 countries. Our activities included a publicity campaign in Nigeria aimed at deterring potential drugs couriers; mentoring in border controls for the coastguard, customs and police in the Eastern Caribbean; training in forensics in Iran; and improving financial investigation skills in Macedonia.

The UK co-ordinates the international effort to support the Afghan Government's counter-narcotics strategy. The FCO leads this work. In the last year we have helped the Afghan Government to adopt vital new counter-narcotics legislation and improved the capability of the criminal justice system, enabling them to convict over 300 traffickers.

Nearly 150 liaison officers (from the Serious Organised Crime Agency, Crown Prosecution Service, HM Revenue & Customs and police) are based at our Posts overseas. The support we provide helped in their efforts,

<sup>1</sup> the countries where the trade begins and those which drugs and people are moved through

which led to **2 tonnes of heroin** and **15 tonnes of cocaine** being seized and **£30 million of drug-related assets** being recovered.

### **SP3 – Preventing and resolving conflict through a strong international system.**

In **Iraq**, our focus has been on supporting the work of democratically-elected sovereign Government (formed in May 2006), and on the Iraqi authorities taking over responsibility for security. Working through the embassy in Baghdad, we led the UK Government's efforts to encourage the new government to provide effective, non-sectarian leadership and to build its capacity to provide security, stability and services to all of Iraq's communities. We worked hard to generate greater international support for the new government, and to maintain a strong and effective UN presence in Iraq. In the south, the consulate general in Basra worked alongside the military, other government departments and the multi-national provincial reconstruction team in dangerous conditions to build the capacity of key Iraqi institutions. The Iraqi authorities have taken over the lead responsibility for security in two provinces in the UK's area of responsibility (Muthanna and Dhi Qar). We hope they will do so in the remaining two provinces, Basra and Maysan, later this year.

In **Afghanistan**, the FCO worked with the MoD and DfID to extend security in the south and supported the Afghan Government to deliver benefits to the Afghan people. We established a UK provincial reconstruction team in **Lashkar Gar** which is led by

civilians. This improved the co-ordination of international efforts on the civilian aspects of peace-building locally. We have helped to develop accountable and effective Afghan security forces and to promote rule of law and the development of civil society, including through securing the establishment of an EU rule of law mission. We have lobbied NATO allies to contribute to NATO's mission, with new offers of support coming from Poland and Lithuania.

In July hostilities broke out in **Lebanon** between Israel and Hizbollah after Hizbollah launched rocket attacks and abducted Israeli military personnel. Throughout July and August the UK mission to the UN was at the centre of the UN Security Council's intense efforts to create the conditions for a lasting ceasefire, and establish a credible peacekeeping operation. The ceasefire has held and a strengthened UN Interim Force in Lebanon (UNIFIL) mission has deployed.

The new **UN Peacebuilding Commission** for post-conflict recovery began work in 2006. This commission was a UK priority following the 2005 UN World Summit. It has started by considering the challenges facing Sierra Leone and Burundi. The British High Commission in Freetown and the UK mission to the UN worked vigorously to make these discussions a success.

### **SP4 – Building an effective and globally competitive EU in a secure neighbourhood.**

2006/07 saw real progress on the **EU's delivery agenda**, launched during the UK's presidency in 2005. The FCO's overseas



network played a central role in persuading EU partners to give climate and energy security top priority, which was reflected in the historic outcome of the March 2007 European Council. We used the economic, competition and social-policy expertise in our Posts to drive forward the EU's economic reform programme. Progress included agreement on the Services Directive which is expected to boost the UK economy by up to £5 billion a year and create up to 135,000 jobs.

The success story of **enlargement** continued, when Romania and Bulgaria joined the EU on 1 January 2007. Accession negotiations remain on track with Croatia and with Turkey, despite predictions of problems. Our efforts in London and Brussels, and active involvement in Ankara, Athens, Nicosia and the wider network of embassies in EU capitals, helped us to achieve this objective.

### **SP5 – Supporting the UK economy and business through an open and expanding global economy, science and innovation and secure energy supplies.**

The UK continued to press for an ambitious, pro-development outcome to the current round of WTO negotiations, the **Doha Development Agenda**. We welcomed the resumption of formal Doha Development Agenda negotiations in January 2007.

**China's** emergence as a global economic power makes it an increasingly important partner for the UK. Our embassy and network of consulates in China have encouraged China's continued economic development by

holding a record number of meetings on economic and financial services issues at ministerial and senior official level. These have ensured exciting new opportunities for UK business, and deepening ties in education, science, health and culture. The FCO is leading plans for a UK pavilion at the Shanghai Expo 2010, building on the opportunities offered by our shared Olympic responsibilities.

At a UK–India summit in London in October 2006, there was agreement to take forward **UK–Indian co-operation** in a number of areas, including climate change. As symbolised by Tata Steel's acquisition of Corus, Indian investment into the UK has risen rapidly – a 111% increase in 2005/06. To further develop bilateral educational and research links between the UK and India, the FCO contributed £2.5 million to the £20 million UK and India Education and Research Initiative. We have worked with the DTI to agree new targets for expanded trade with India.

During 2006 the FCO continued to integrate its international **energy** security and climate work, recognising the close links between energy and climate security. Our EU Posts also pressed for a more coherent and co-ordinated **European energy policy**. All of this was reflected in the landmark European Commission Strategic Energy Review, published in January 2007. We also worked closely with the DTI to secure agreement at the July 2006 St Petersburg G8 Summit on the principles of **openness, transparency and market approaches** in global energy markets.

Together with the DTI, the FCO shares

responsibility for UK Trade & Investment (UKTI). This ensures that our global network of Posts is involved in **promoting trade and inward investment**. As one of its parent departments, the FCO helped shape the new strategy for UKTI, announced in the 2006 Budget, to market the strengths of the UK economy internationally. The strategy is vital to securing an effective UK response to globalisation. It includes a focus on high growth countries of strategic importance, such as India and China, which has been welcomed by business groups such as the CBI. The FCO is now helping to implement the strategy. We greatly increased our **co-operation with business**, including through expanding our Security Information Service for Business Overseas (SISBO).

### **SP6 – Achieving climate security by promoting a faster transition to a sustainable, low-carbon global economy.**

In May, the Prime Minister asked the Foreign Secretary to put **climate security** at the heart of her foreign policy responsibilities. Working with DEFRA, the DTI, DfID and our network of EU Posts, we played a key role in getting EU leaders to agree to an ambitious package of climate change proposals at the European Council in March 2007. These measures will fast track delivering a stable climate and secure affordable low-carbon energy for EU citizens.

Our network of Posts mobilised to promote the Stern Review on the economics of climate change. We made sure its central argument – on the clear economic benefits of

working together on strong and early action to tackle climate change – had a wide global impact.

While visiting India in November, the Foreign Secretary secured the agreement of the Indian government to work with the UK on a carbon capture and storage demonstration project.

### **SP7 – Promoting sustainable development and poverty reduction underpinned by human rights, democracy, good governance and protection of the environment.**

The new **UN Human Rights Council** began work in Geneva, and the FCO secured the UK's election to it. We are working to ensure it tackles the human rights issues of greatest concern and establishes effective working methods. The UK was among the first countries to ratify the Optional Protocol to the UN Convention Against Torture and helped secure enough ratifications for it to come into force. The FCO played a leading role in negotiating UN Conventions on disability rights and on enforced disappearances, both adopted in December 2006.

The FCO co-ordinates the UK's participation in **monitoring and observing elections** around the world and supports international observation work organised by the EU, the Organisation for Security and Co-operation in Europe (OSCE), the Commonwealth and other groups. From



June 2005 to July 2006 the UK sent 369 observers to 21 missions, including Palestine, the Ukraine and the Democratic Republic of Congo (DRC) which held its first democratic elections in 40 years.

The FCO also played an important role in ensuring the **arrest of the war criminal** Charles Taylor, formerly President of Liberia, for his alleged role in the atrocities committed during the civil war in neighbouring Sierra Leone. We worked closely with African leaders as well as with a wide range of human rights groups to increase the momentum for putting him on trial.

The UK has been at the forefront of international efforts to resolve the on-going crisis in Darfur. Working with the US, FCO staff played an important role in helping the African Union to get the **Darfur Peace Agreement** accepted in May 2006, building on months of detailed negotiations between the Sudanese Government and key Darfur rebel groups. We were instrumental in international efforts to reinforce peace-keeping in Darfur, and passing UN Security Council Resolution 1706 in August 2006 which called for a UN force for Darfur. We also played an important role in high level talks in Addis Ababa in November 2006 to create an international consensus on stabilising the situation on the ground.

We have published a sustainable development action plan for the coming year and built further on our **dialogues with five of the world's biggest emerging economies**. And, during President Lula's state visit, Brazil signed a sustainable development dialogue agreement.

### **SP8 – Managing migration and combating illegal immigration.**

Close co-operation between the FCO and the Home Office ensured that the Prime Minister's 'Tipping the Balance' target, which aims to return more failed asylum seekers than try to enter the UK, was achieved for 2006. In total, during 2006 almost 4,730 immigration offenders were returned to their country of origin.

UKvisas (operated jointly by the FCO and the Home Office) manage over 150 visa sections around the world in British embassies, high commissions and consulates, with over 2,500 employees directly involved in the overseas visa operation. We received over 2.5 million visa applications in 2005/06, processing over 90% of all straightforward applications within 24 hours. We have introduced more processes to streamline how we manage visas, and introduced innovations such as online applications.

### **SP9 – Delivering high quality support for British nationals abroad, in normal times and in crises.**

The conflict in **Lebanon** in July directly affected thousands of British citizens. It led to a **major joint operation** between the FCO and the MoD to evacuate 4,600 people from Lebanon to safety in Cyprus.

Our consular team helped thousands of travelling fans to stay safe during the **2006 World Cup** in Germany through targeted travel advice, including mobile and internet alert services, a 24-hour dedicated call centre for those needing advice, and a mobile team



of consular staff.

In the FCO's main building in London, we opened a **new purpose-built consular crisis centre** to accommodate all key officials, from the FCO and other government departments. This new centre should integrate operations and improve the flow of information and the speed of decision-making. It also provides a greatly improved call-handling service.

To meet the new requirements of the **US Visa Waiver Program**, nearly 100 of our Posts abroad were provided with the technology to issue biometric passports. We estimate that allowing UK passport holders to continue to travel to the US without a visa could generate savings of £89 million for the UK economy between 2003/04 and 2010/11.

### **SP10 – Ensuring the security and good governance of the UK's Overseas Territories.**

The Cordoba trilateral forum agreements of September 2006 were a major achievement. These allowed the UK, **Gibraltar** and Spain to reach agreement on issues of mutual concern, setting aside differences on sovereignty. The agreements focus on practical issues such as the greater use of Gibraltar airport, pensions, border crossing and telecommunications. Scheduled Madrid–Gibraltar flights started in December 2006.

#### **OVER THE COURSE OF 2006/07, THE ACHIEVEMENTS OF FCO STAFF WERE RECOGNISED AS FOLLOWS:**

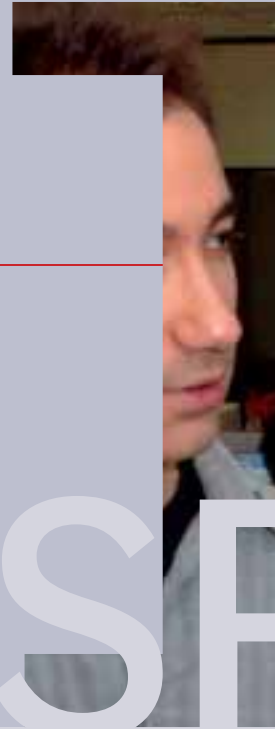
- The 'Know Before You Go' Campaign won:
  - the gold award for Best Consumer Promotion in the Chartered Institute of Marketing: Travel Industry Group (CIMTIG) awards
  - the bronze award in the Public Service Announcements category in the International Advertising Awards at the New York Film Festival.
- UKvisas' guidance for staff won Plain English Campaign's Inside Write Award for accessible and clear internal documentation.
- Our Consular Communications Team won the Communications Award, while the Africa Directorate leadership team and Carol Doughty, director of Visa Services in New Delhi, were runners up in the Leadership Award at the Whitehall and Westminster World Civil Service Awards 2006.
- The FCO press office was awarded Press Office of the Year 2006 at the Foreign Press Awards in recognition of their work in London and across the world to help and support the foreign media.
- UKvisas' office in New York was awarded a Charter Mark, a national standard for customer service in public sector organisations.
- Our Security Management Directorate and Counter-Proliferation Department's Export Licensing Team (together with their DTI colleagues) were awarded 'highly commended' markings for their Civil Service Awards 2006 nominations.



Press and Public Affairs Officer, British Consulate General, Istanbul, Chris Kealey (right), meeting Mustafa Akyol, journalist and Islamic scholar. Mr Akyol attended a Wilton Park conference, *Creating Common Platforms Between Western And Muslim Societies To Tackle Extremist Discourse*. February 2007

"I was asked recently in a radio interview if I considered myself lucky to be alive. No, I am not lucky. Our release was due not to luck but to the painstaking investigative work done by police and Foreign Office staff in Iraq and in Britain, and to the bravery of the Special Forces."

**Norman Kember, *Daily Telegraph*, December 2006**



Performance on this SP is assessed by  
PSA 1 (Weapons of mass destruction)  
and PSA 2 (International terrorism) –  
please refer to pages 150 and 152

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

"The FCO plays a vital role in our nation's national security. Working closely with other government agencies and departments we are tackling a terrorist threat which ignores frontiers. Our response must meet that challenge. The FCO co-ordinates the Government's overseas counter-terrorism policy and activity. It works to promote international action against terrorism, bilaterally and multilaterally, to enhance our international partners' ability to combat terrorism and the extremism in which it breeds, and to challenge the terrorists' propaganda. We lead the Government's response to terrorist attacks abroad, and we work to deport from the UK those who pose a threat to our national security. Our objective is clear – to reduce the threat of international terrorism to the UK itself and to our interests overseas.

The proliferation of weapons of mass

destruction (WMD) also remains a serious threat. The past year has seen serious challenges to the nuclear non-proliferation regime, in particular the partially successful North Korean nuclear test. We remain deeply concerned about Iran's nuclear programme. But such challenges have only increased the international community's resolve to tackle these threats. Sanctions imposed on North Korea and Iran by the UN Security Council demonstrate our collective determination to prevent and deter the spread of WMD. The FCO is responsible for co-ordinating the Government's response and for ensuring that international non-proliferation regimes are strengthened in order to defend the UK and our allies against this deadly threat."

**Dr Kim Howells**  
**Minister of State**



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

### Terrorism

We remain a key player in the Government's counter-terrorist strategy, known as CONTEST. The strategy is set out more fully in the Command Paper presented to Parliament in July 2006.<sup>1</sup> The aims of that strategy are to:

- **prevent** terrorism by tackling the radicalisation of individuals
- **pursue** terrorists and those that sponsor them
- **protect** the public, key national services, and UK interests overseas
- **prepare** for the consequences of terrorist acts.

Our highest profile work continues to be around major terrorist incidents, at home and overseas. Over the last year, British nationals were injured or killed in a number of terrorist attacks including in Jordan, Turkey and Iraq. We also lead the Government's efforts in cases where British citizens are taken hostage overseas. Our network, which includes UK-based and local staff familiar with the language and culture, is at the heart of the Government's efforts to secure the release of hostages, through co-operation with local governments and others who may be able to help. In many cases, we work closely with other government departments, the military and the British police. Over the last year, we have been engaged in efforts to secure the release of hostages in a number of countries, including Afghanistan, Iraq, Nigeria and the

Occupied Palestinian Territories, as well as the case of the five members of the British Embassy in Ethiopia who were abducted and later released in March 2007.

### Tackling radicalisation at home and overseas

"Today I want to put out a challenge to all those who reject violence to stand up and be counted. We are the too often silent majority. We don't see eye to eye on all things. But what binds us together, the values we have in common, are infinitely more important than the differences between us. We have to be as determined and unflinching in our defence of those values as the terrorists are desperate to destroy them."

Margaret Beckett, Royal United Services Institute, 9 November 2006.<sup>2</sup>

The Government has stepped up its efforts to tackle the radicalisation in which terrorism thrives, both at home and overseas, and to win the battle for hearts and minds.

If we are to combat terrorism at home, we need an international response to the extremist propaganda our young people can be exposed to. Our staff overseas work with governments, leading opinion formers and civil-society organisations to encourage and support action that disproves and undermines terrorist propaganda. We have also increased our interaction with the overseas media, including regular appearances on TV by our Arabic and Urdu spokespersons to dismiss the misunderstandings that terrorists seek to exploit. Ministers and officials have carried out

<sup>1</sup> CONTEST – *The UK Government's Counter-Terrorist Strategy*, July 2006, [www.fco.gov.uk/Files/kfile/ct\\_strategy.pdf](http://www.fco.gov.uk/Files/kfile/ct_strategy.pdf)

<sup>2</sup> Full text and video of Mrs Beckett's RUSI speech are available at: [www.fco.gov.uk/speeches](http://www.fco.gov.uk/speeches)





**Muslims of Europe Conference, Istanbul, July 2006**

briefing sessions and other outreach initiatives with Muslim organisations in the UK and overseas to improve understanding of the UK Government's foreign policy objectives.

Although we can play a direct role in opposing terrorist propaganda, we have an equally important role in helping and supporting non-governmental partners to speak out against terrorism. In July 2006 we supported a Muslims of Europe Conference in Turkey that brought together leading Muslim scholars and civil-society organisations to agree the Topkapi Declaration<sup>3</sup> against terrorism.

We have developed a number of projects under our £8.3 million Global Opportunities Fund programme for engaging with the Islamic world. Individuals and organisations from British Muslim communities have been a great asset to this programme. In 2006/07, we organised 19 delegations of British

Muslims, with 80 participants from a range of backgrounds, which have been involved in well-publicised and youth-orientated FCO programmes in priority countries overseas to promote unity against terrorism and to correct the inaccurate views of the UK that extremists spread.

"I think the 'British Muslim Delegations' initiative is fantastic on many levels. Firstly because it gives people like me, who are passionate about being British, a sense that our government and peers also feel we belong here. Secondly, it really has the potential to make huge positive shifts in the perceptions of Muslim majority populations and the way they view Britain."

Waseem Yaqub, former UK Manager, Islamic Relief.

<sup>3</sup> [www.muslimsofeurope.com/topkapi.php](http://www.muslimsofeurope.com/topkapi.php)



We have also supported British Muslim organisations to deliver 'Radical Middle Way' roadshows, which have enabled popular scholars to reach over 70,000 young British Muslims with strong messages undermining extremism. The Radical Middle Way website,<sup>4</sup> with Arabic and Urdu translations, is receiving around 50,000 hits a month with podcasts that have reached the top 10 in the iTunes international religion and spirituality category.

Tackling the political and socio-economic factors that extremists seek to exploit remains a key element of our work. We have followed up our EU presidency by working for more EU funding for the near Middle East and North Africa to be focused on promoting political, economic and educational reform. We have also supported a range of programmes across the Islamic world that support locally led modernisation. These include programmes on corruption, developing civil society, legal and prison reform, youth empowerment and employability.

The British Council and the BBC's international services, which operate independently of the Government, also play an important role in building greater shared understanding and improved levels of trust between the UK and priority countries. The British Council's 'Re-connect' initiative, which focuses on countries with significant Muslim populations, works to build inter-cultural understanding, empower young people to participate in public life and promote social inclusion and human rights. Working in partnership with governments, it also increases educational and skills development. The BBC's international services, which include BBC Arabic TV (due to launch in October

2007), provide independent information and programming in a range of languages in countries where there is often limited media freedom.

### **Strengthening the international coalition against terrorism**

Following our 2005 presidencies of the EU and G8, we have remained closely involved with counter-terrorism efforts within those organisations. In May 2006 the EU adopted a counter-terrorism media strategy enabling it to tackle radicalisation more effectively. Its public communications on terrorism will be devised to have maximum effect on its target audiences and not inadvertently echo extremist propaganda. In October, the EU reached agreement on improved standards on aviation security across the Union. The G8 focused its attention on the role that the private sector can play in partnership with governments to help combat the terrorist threat.

In May 2006, the then United Nations Secretary-General Kofi Annan called on the General Assembly to produce a global strategy on counter-terrorism. In September, the General Assembly responded by unanimously condemning terrorism in all its forms, and, with British support, adopting its counter-terrorism strategy.<sup>5</sup> This endorsed Kofi Annan's call to use the whole UN system in the international fight against terrorism.

### **Strengthening our capability to combat terrorism overseas**

Over the last year, we have refocused our counter-terrorism assistance programme, which is part of the Global Opportunities Fund.

<sup>4</sup> [www.radicalmiddleway.co.uk](http://www.radicalmiddleway.co.uk)

<sup>5</sup> UN Global Counter-Terrorism Strategy, September 2006: [www.un.org/terrorism/strategy-counter-terrorism.html](http://www.un.org/terrorism/strategy-counter-terrorism.html)

It is now targeted even more firmly on helping to develop the counter-terrorist capability of those countries that can play the most significant role in reducing the current level of terrorist threat to the UK and its interests overseas. These are two examples of the work we have supported.

- We have funded an extensive series of activities focusing on:
  - regional and UK-based training courses
  - inward visits to the UK
  - advice on countering the threat to civil aviation from terrorist use of man-portable air defence systems (MANPADS).<sup>6</sup>

Officials from the Department of Transport, the FCO and the Metropolitan Police Service have worked with airlines and others to deliver training and tailored advice to the governments in Africa, the Middle East and Asia. As a result, a number of the countries involved are introducing compliance regimes to enhance their aviation security standards.

- We have funded an international programme, set up by the Charity Commission, to provide advice on minimising the risk of charities and other NGOs being used as channels for financing terrorist activities. Kenya and Pakistan are among the countries which have, as a result, created or improved their systems for registering and monitoring NGOs.

### Deporting those who pose a threat to our national security

We have led the negotiations for a series of memoranda of understanding with countries in the Middle East and North Africa. The memoranda provide a framework to deport foreign nationals who are living in the UK who we believe threaten our national security. We will not deport or extradite a person where we have strong grounds for believing they would be at real risk of torture or other inhuman or degrading treatment, or that the death penalty will apply, if they are returned to their home country. Moreover, we prefer to prosecute individuals in the UK when we suspect they are involved in terrorism. But where this is not possible, it is right that we consider other options aimed at reducing the terrorist threat – while upholding international law.

In 2006, we agreed an exchange of letters on deporting terrorist suspects with Algeria, to add to the existing memoranda of understanding with Libya, Lebanon and Jordan. Over the year all of these arrangements have been tested before the courts, as some of those who we judge to be a threat to national security have appealed against their deportation orders. Working closely with the Home Office and Security Service, and with the Foreign Secretary's Representative for Deportation with Assurances, Anthony Layden, giving evidence on the assurances we have secured, we won (as at 7 March) three cases in respect of deportations to Algeria. In February we won the first case involving deportation to Jordan and a verdict on deportation to Libya is expected shortly. There is a right of appeal to



**Pictured the day after their release: Norman Kember (left), with Harmeet Singh (second from right) and James Loney (right) – the two Canadians captured with Norman Kember, together with William Patey, then HM Ambassador Baghdad, March 2006**

<sup>6</sup> Surface-to-air missiles fired by individuals at military and civilian aircraft



the UK courts against these decisions; a number of appeals have already been lodged.

In June 2006, two Algerians withdrew their objections to deportation and they were removed from the UK. Another four were returned to Algeria in January 2007. They had also withdrawn their appeals against deportation. Two of the men deported in January are now the subject of criminal investigation in Algeria. Successful deportations such as these allow the police and Security Service to focus their limited resources on those individuals and terrorist networks who pose the highest risk to the UK.

### Combating the proliferation of weapons of mass destruction (WMD)

We are fully involved in all four strands of the Government's counter-proliferation strategy, agreed in July 2006, which aims to:

- **dissuade** states from acquiring WMD
- **detect** attempts by proliferator states and terrorists to develop or acquire WMD
- **deny** access to WMD
- **defend** our country and our interests from the threats posed by proliferation.

We play a major role in strengthening multilateral conventions and treaties. The FCO led Whitehall work in 2006 preparing for the next Nuclear Non-Proliferation Treaty Review Cycle, through working constructively with the international community to strengthen the

nuclear non-proliferation regime in 2007. In late 2006 at the Biological and Toxin Weapons Convention Review Conference, states agreed a programme for the next five years to improve how the Convention is put in place and to encourage states that are not yet members to join. This will ensure the widest possible ban on biological weapons. Similarly we are working with the EU to encourage and help all countries still outside the Chemical Weapons Convention to join and then put in place their agreements to ensure the widest possible ban of chemical weapons.

We have also worked hard with key international allies to strengthen the three main export control regimes: the Nuclear Suppliers Group, the Australia Group (which counters chemical and biological weapons proliferation) and the Missile Technology Control Regime.

### Iran

Iran's nuclear programme has remained a matter of serious concern over the past year. It has involved intensive diplomacy by senior officials and ministers from the E3+3 countries (UK, France and Germany, plus the US, Russia and China). We have continued to seek a diplomatic solution that would allow Iran to address the international community's concerns about its nuclear programme. In June 2006 the group made an offer to Iran for a negotiated solution. By July Iran had still not responded to the offer, so the UN Security Council adopted Resolution 1696, requiring Iran to suspend all enrichment-related and reprocessing activities. Following Iran's unsatisfactory response to the E3+3 offer, and the International Atomic Energy Agency's report that the country had failed to meet the



## ARMS TRADE TREATY

We are leading the UK's campaign for an international arms trade treaty to end the irresponsible trade in arms worldwide.

On 6 December the UN General Assembly adopted, by majority vote, the UK-led resolution 'Towards an arms trade treaty; establishing common international standards for the import, export and transfer of conventional arms'. A total of 153 countries voted in favour with support coming from a broad geographical spread of countries, including the EU, Latin America and notably Africa, where the negative effects of a poorly regulated arms trade are experienced most severely. The resolution begins a formal process at the UN towards an international arms trade treaty.

We are working together with non-governmental organisations, the British defence industry and other government departments to secure this positive result. We continue to work to ensure this treaty makes a real difference to those who suffer from the results of irresponsible arms trading by reducing conflict, regional instability, human rights abuses and terrorism.





## IMPROVED EXPORT LICENSING

Our export licensing team goes from strength to strength. Since taking over the responsibility for making licence recommendations, the team has built up an impressive level of knowledge, leading to a much-improved service for our customers. Staff handled over 10,000 licence recommendations and exceeded their target of returning 80% of these to the commissioning departments within ten working days. The team's efforts, together with their partners in the DTI, MoD and DfID, were recognised with a special 'highly commended' award in the Civil Service Awards 2006: Joined Up Government Award.

"I would say that with the re-organisational changes within the FCO and having dedicated staff, there are far fewer queries now coming out...now there is a corps within the Department who deal with all the licences and, therefore, they are building up a bedrock of knowledge which is extremely valuable."

Brinley Salzmann, Exports Director, Defence Manufacturers Association and Secretary of the Export Group for Aerospace and Defence, April 2006

suspension requirements in UNSCR 1696, the UN Security Council adopted Resolution 1737 in December.

UNSCR 1737 restates the demand for Iran to give up enrichment-related and reprocessing activities, and heavy water-related projects. It also imposes sanctions on Iran's nuclear and ballistic missile programmes, financial measures for entities and people involved in them, and a range of other measures. We have worked with EU partners to ensure the broad implementation of UNSCR 1737, going beyond the resolution but retaining the spirit of the UN sanctions. The resolution makes clear that, if Iran suspends its enrichment and reprocessing activities, the E3+3 will be ready to open negotiations on a package of measures

designed to meet Iran's legitimate energy needs. On 22 February, the International Atomic Energy Agency Director-General reported that Iran had not complied within the 60-day deadline.

Subsequently, UN Security Council Resolution 1747 was adopted unanimously on 24 March 2007. Through this resolution, the international community encourages Iran once again to suspend its enrichment-related and reprocessing activities and co-operate fully with the International Atomic Energy Agency Board. This would allow for the suspension of measures, and the opening of negotiations that would bring far-reaching benefits to the Iranian people. If Iran does not take this opportunity, then, as the resolution makes clear, the Security Council will have no choice but to implement additional measures.

## North Korea

North Korea's partially successful nuclear test on 9 October 2006 was widely condemned by the international community. Our previous work in raising awareness of the scale and nature of the nuclear threat on the Korean Peninsula helped to get a resolution passed quickly and unanimously through the UN Security Council. Our experience and expertise on the international stage have enabled the UK to contribute towards putting UNSCR 1718<sup>7</sup> in place in Europe through adopting an EU Common Position. Following adoption of UNSCR 1718, the Six Party Talks on North Korean Issues were re-instated. On 13 February 2007, these led to an agreement by North Korea to close the Yongbyon reactor, and accept the return of International Atomic Energy Agency inspectors.

<sup>7</sup> UNSCR 1718, adopted on 14 October 2006, sets out the international community's requirement for North Korea to eliminate its nuclear, WMD and ballistic missile programmes

## Libya

We continue to work closely with Libya both bilaterally (on counter-terrorism, business, health, education and science) and within the Trilateral Steering and Co-operation Committee framework with our US partners (set up following Libya's historic decision to renounce WMD in December 2003). Libya continues to benefit from giving up its WMD and remains a positive model for other states to follow.

## Proliferation Security Initiative

The UK has continued to play an active role in the Proliferation Security Initiative which aims to combat illicit trafficking of WMD. Targeted FCO lobbying has helped its membership grow to over 80 countries. In September the UK hosted a well-received workshop to examine how we can work with our partners in the maritime industry to combat this threat.

## G8 Global Partnership

The FCO has the overall policy lead for the G8 Global Partnership programme. The programme is designed to prevent terrorists obtaining weapons and materials of mass destruction and the expertise to develop them. It continues to make good progress towards its goals and is making a positive difference on the ground. This year, the UK's contribution to the Global Partnership has helped to complete, on time and on budget, a £21 million nuclear-fuel storage facility in north-west Russia and the dismantlement of a nuclear submarine. We have also made considerable progress in constructing a facility to destroy chemical weapons in Russia.

## lessons learned

### WMD TERRORISM

We have learned the importance of working more closely with our international partners, which is necessary to meet the key global security challenges facing us today. The Prime Minister has identified the security threat of the early 21st century as the combination of terrorism and the development of nuclear, chemical or biological weapons. We have improved the way we work with our colleagues in other governments to confront this threat.

For example, the UK is an initial partner nation of the 'Global Initiative to Combat Nuclear Terrorism', unveiled by the US and Russian Presidents in July 2006. Working with our partners on this initiative will reduce the risk of terrorists getting hold of, transporting or using nuclear materials and radioactive substances, as well as the risk of hostile actions against nuclear facilities. This will make the UK safer from one of the most dangerous threats facing us.

## weblinks

- Terrorism and Security section on the FCO website: [www.fco.gov.uk](http://www.fco.gov.uk) > International Priorities > Terrorism and Security
- Counter-proliferation section on the FCO website: [www.fco.gov.uk](http://www.fco.gov.uk) > International Priorities > Counter-Proliferation
- Home Office Security website: [www.homeoffice.gov.uk/security](http://www.homeoffice.gov.uk/security)
- Security Service website: [www.mi5.gov.uk](http://www.mi5.gov.uk)
- International Atomic Energy Agency: [www.iaea.org](http://www.iaea.org)
- Global Partnership section on the DTI website: [www.dti.gov.uk/energy/environment/soviet-nuclear-legacy/index.html](http://www.dti.gov.uk/energy/environment/soviet-nuclear-legacy/index.html)

An FCO Global Opportunities Fund project enabled Metropolitan Police Officer Mick Latham to work with Nigerian Police Force CID for one year training them on investigative techniques. Abuja, February 2007



"I want to express the sincere appreciation of the Government [of Ghana] to Her Majesty's Government and the people of the UK for this tremendous show of solidarity and to assure [them] of the determination of the Government and the people of Ghana to do all within our powers to execute and win the 'war' that we have declared on drug abuse and trafficking".

**The Hon. Albert Kan-Dapaah MP, Minister of the Interior, Ghana, at a press conference to launch 'Operation Westbridge',<sup>1</sup> October 2006**



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

"Tackling international crime has never been more important. Opium and heroin production in Afghanistan, cocaine smuggling through the Caribbean, people trafficking from Africa, money-laundering in the Gulf, excise fraud in Europe and child sex abuse in South-East Asia cause increasing harm to the UK. In extreme cases such as Afghanistan and Colombia, drug production threatens to undermine the political stability, sustainable development and national security of those countries.

We are determined to do everything we can – working with the Serious Organised Crime

Agency (SOCA), other government departments and priority foreign partners – to disrupt serious international crime. Given the breadth of the problems, this will be a long-term effort. Over the past year the FCO has made real advances in increasing international political commitment, enhancing law enforcement and judicial capacity overseas and securing first-class operational co-operation."

**Dr Kim Howells**  
**Minister of State**

<sup>1</sup> 'Operation Westbridge', based at Accra International Airport, is a joint FCO/HM Revenue & Customs project set up in November 2006 to help detect and prevent drug couriers from travelling to the UK and Europe





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

Drugs and crime destroy lives and communities, increase the burden of taxation, encourage corruption and undermine sustainable development. In the UK alone, the total economic and social cost of drugs and crime is estimated to be more than £20 billion a year.

The problem is international. Globalisation and technological developments now allow criminals to operate outside national borders. So, we have to work even more closely than before with foreign governments and law-enforcement agencies. The focus of our efforts differs from place to place. In general, however, success depends on securing high-level political commitment, increasing local capacity (for example through training and equipment) and ensuring effective operational co-operation.

### **Influencing policy**

Over the past year, we have worked with foreign governments in source and transit countries for Class A drugs (cocaine and heroin) and people trafficking. Where there is a problem that harms the UK, we use our political influence to encourage appropriate national authorities to adopt new legislation, strengthen law enforcement, reinforce the judiciary and remove corrupt officials.

For example, the Prime Minister and President Karzai agreed to redouble efforts on counter-narcotics in Afghanistan. Kim Howells and Vice-President Santos of Colombia launched a joint initiative to discourage the use of cocaine. President Kufuor of Ghana took direct action when presented with new evidence of drugs trafficking and corruption in

state institutions. This resulted in senior officials being removed and he continues to work closely with the international community. Elsewhere, we concluded agreements on police co-operation and mutual legal assistance with Kazakhstan, Vietnam and the United Arab Emirates.

We have also been active in multilateral organisations. During our presidency of the European Union in 2005, we secured agreement among member states to contribute an extra €250 million for drugs work in Afghanistan. This money has primarily been used over the course of 2006 to provide legal, rural development livelihoods for Afghan opium poppy farmers and to strengthen counter-narcotics law-enforcement and justice institutions. These will help to target the traffickers and those driving the trade.

We set up an intelligence-sharing working group to help EU, Latin American and Caribbean law-enforcement agencies to exchange operational information over three years. Their aim is to increase the number of successful inter-regional operations against the illegal drugs trade. To protect the UK from VAT fraud, our Posts lobbied successfully for derogation (exemption) from European Commission (EC) directives. We have used our re-election to the UN Commission on Crime Prevention and Criminal Justice to promote UK objectives.

### **Building capacity**

Last year, we provided training and equipment worth £6 million to over 40 countries.

- In Barbados and Antigua, we provided mentoring to the local coastguard, in

customs and police across a range of skills from border control to maritime interdiction.<sup>2</sup>

- We produced a film *Dirty Money*, which was distributed through our overseas Posts, to raise awareness of financial crime worldwide with trusted contacts and law enforcement practitioners.
- In Bolivia, we funded the UN Office on Drugs and Crime's survey of land use to highlight the continuing problem of cultivating coca.
- We sponsored a project in Peru to identify areas where money-laundering legislation needs changing to meet UN conventions and standards, and to generate support for making the changes. Work is continuing with the project, which we hope will result in improved capacity to deal with money laundering in the near future.
- We funded an NGO (Hibiscus) to run a publicity campaign in Nigeria warning potential couriers not to volunteer as so-called 'drugs mules'.
- Delegates from 40 countries attended a conference at Wilton Park to share best practice on tackling child sex abuse.
- We donated detection equipment to Uzbekistan to help the authorities there to discover chemicals being smuggled for use in manufacturing heroin.
- We built a storage facility for seized

## CRIMESTOPPERS IN SPAIN

Crimestoppers UK, the British charity dedicated to preventing and investigating crime, launched its first ever overseas campaign, Operation CAPTURA,<sup>3</sup> on the Costa del Sol in October 2006. Our embassy in Madrid worked with Crimestoppers and the Spanish authorities at every stage of the project, helping with political, legal, technical and media issues.

In the first 12 hours after they published an article on Operation CAPTURA, the *Sun's* website received a quarter of a million hits. Within one week, the police had developed over 30 new leads as a result of information to the hotline. Over the three months of the pilot project, the campaign led to the arrest and return to the UK of two criminals wanted by British police, one for conspiracy to murder and one for drug-trafficking.



<sup>2</sup> that is, chasing and stopping boats

<sup>3</sup> [www.crimestoppers-uk.org/wanted/spainwanted](http://www.crimestoppers-uk.org/wanted/spainwanted)



## lessons learned

### POLICE TRAINING IN NIGERIA

Last year, we supported a Metropolitan Police Service training project in Nigeria. The initiative was designed to raise the standard of professional competence within the Nigerian Police Force, particularly on handling serious organised crime cases. At the same time, we hoped that it would improve our own understanding of the threat posed by West African criminal gangs.

In the event, the UK Resident Adviser in Kaduna was able to provide useful training and mentoring on managing crime scenes, forensic skills, taking witness statements and other procedures. The project has helped to strengthen co-operation with one of our key international partners. But there was less opportunity than expected to learn from working together on 'live' cases – mainly because our Nigerian partners failed to make the necessary arrangements. In future, we intend to press for a clear, upfront commitment. We have also decided to co-fund a project to tackle corruption in Nigeria.

narcotics in Albania.

- We provided training in container profiling techniques (to detect illegal contents such as drugs) in Brazil, forensics in Iran and financial investigation skills in Macedonia.

### Catching criminals and seizing their assets

There are nearly 150 liaison officers – mainly from the Serious Organised Crime Agency (SOCA), but also from the Crown Prosecution Service, HM Revenue & Customs (HMRC) and police – based at our Posts overseas. We provide the platform for them to operate, providing political support and funding for capacity building. Statistics for the 2005/06 financial year (the latest available) show our combined efforts led to two tonnes of heroin and 15 tonnes of cocaine being seized and £30 million of drug-related assets being recovered. We also supported Operation Pentameter,<sup>4</sup> which identified 84 potential victims of sexual exploitation.

### Afghanistan

Tackling drugs is crucial to everything that the international community is trying to achieve in Afghanistan – effective governance, long-term security and sustainable development. The UK has a direct interest: 90% of the heroin on our streets comes from Afghanistan. We are Afghanistan's lead partner on counter-narcotics. Staff from the FCO, DfID, HMRC, Home Office, MoD and SOCA work together in London and in Kabul. Our annual budget is about £50 million.

#### Disposal of drugs in Afghanistan



<sup>4</sup> [www.pentameter.police.uk](http://www.pentameter.police.uk)



Last year's significant increase (59%) in poppy cultivation reflects the difficulty of enforcing the law – especially in southern Afghanistan. In provinces where governance, development and security have improved, however, earlier reductions were sustained. This is a sign that Afghanistan's National Drug Control Strategy is starting to make an impact. The UK fully supports the strategy and, through the Afghan Drugs Interdepartmental Unit, is responsible for co-ordinating international support to sharpen its implementation.

In addition, in 2006 Afghanistan adopted vital new legislation, convicted over 300 traffickers and increased drug-related seizures. The UK:

- supported the expansion of the Counter-Narcotics Police
- advised the judiciary
- funded the construction of a high-security prison wing
- promoted sustainable legal livelihoods, including through cash-for-work programmes that rehabilitated 10,000 kilometres of roads.

## cost benefit analysis

### **BENEFITS EXCEED COSTS OF IONSCAN**

**Details:** Ionscan technology can be used to identify minute traces of Class A drugs (cocaine and heroin). Together with HM Revenue and Customs (HMRC) and foreign law-enforcement partners, we have deployed several sets of this equipment overseas to detect drugs smugglers. The decision on where to place the equipment is based on intelligence we receive from the countries which are traditionally the source for the largest number of seizures at UK ports.

**Cost:** The cost of the equipment and related training was about £65,000 for each unit.

**Benefit:** In 2002, HMRC picked up 1,000 'swallowers', who had swallowed cocaine while travelling from Jamaica to the UK. Within four years, the number had fallen to five. The on-going savings to the UK in police, prison and court costs have been estimated at £130 million a year and 70 years of staff time. We have recently deployed similar technology to Islamabad, Karachi and Lahore in Pakistan and to Accra in Ghana.

## weblinks

- Drugs and crime section on the FCO website: [www.fco.gov.uk](http://www.fco.gov.uk) > International Priorities > Drugs and Crime
- Serious Organised Crime Agency: [www.soca.gov.uk](http://www.soca.gov.uk)
- HM Revenue & Customs: [www.hmrc.gov.uk](http://www.hmrc.gov.uk)
- UN Commission on Crime Prevention and Criminal Justice: [www.unodc.org/unodc/en/crime\\_cicp\\_commission.html](http://www.unodc.org/unodc/en/crime_cicp_commission.html)

British Defence Advisory Team  
working with Nigerian soldiers in  
preparation for their peace-  
keeping role in Darfur. Abuja,  
February 2007



"Britain's conflict policies have completely transformed, and Britain is engaged today in places and ways that would have been unimaginable only a decade ago. Now there can truly be said to be a conflict management architecture within Whitehall. The relationships we enjoy with the Foreign Office and other parts of the government are good examples of the possibilities of better understanding of the complementary roles between government and civil society groups."

**Andy Carl, Executive Director, Conciliation Resources, November 2006**

# Preventing and resolving conflict through a strong international neighbourhood



Performance on this SP is assessed by PSA 3 (Conflict prevention) and PSA 5 (European security (performance indicators A & B)) – please refer to pages 153 and 159

"Preventing and resolving conflict is at the heart of the UK Government's Strategic International Priorities. Where conflict exists, success under any of our other Strategic Priorities will be much harder to achieve; our efforts will take longer, or will require additional resources. So preventing and managing international conflict is core FCO business. Working with other government departments, our key foreign partners and international organisations, the FCO continues to play a leading role in tackling conflict throughout the world.

We often hear the term 'conflict cycle' used to analyse a conflict. In phase one the focus is on early warning, identifying growing tension, and making efforts to avoid conflict breaking out. Phase two is open conflict, with the focus on limiting and ending hostilities. Phase three is post-conflict peace-building where the use of a wide

range of tools is crucial if countries are to make a rapid recovery and avoid lapsing back into conflict. This is a useful model. But our experience in Iraq, the Democratic Republic of Congo, Afghanistan and the other circumstances set out below, shows that the distinctions between the three phases are not always clear cut and that all three may exist simultaneously within the same country and the same conflict.

We are working to develop a clear understanding of the role that the UK Government can play in each phase of a conflict, and to ensure that all relevant parts of Government have the tools to address it effectively. This chapter offers examples of our activity in each of the phases."

**Dr Kim Howells**  
Minister of State



## Preventing and resolving conflict through a strong international neighbourhood

### Phase one: preventing conflict

Given the costs of conflict, both human and economic, preventing conflict is an excellent investment. We and our network of Posts worked intensively, often behind the scenes, in 2006/07 to prevent conflict erupting.

#### Israel / Palestine

The Israeli–Palestinian relationship was tense throughout this period. We led efforts to ensure the Palestinian people continued to receive financial assistance through the EU's temporary international mechanism. We supported President Abbas's efforts to promote reconciliation between Palestinians and to form a national unity government. A fragile ceasefire between the Israelis and Palestinians has held in Gaza and the Mecca Agreement of February 2007 has ended the extensive violence between Palestinian factions that occurred towards the end of 2006. Visits to the region by the Prime Minister and Foreign Secretary gave high-level impetus to the peace process.

In late December 2006, President Abbas and Prime Minister Olmert agreed to relax restrictions on movement and release US\$100 million in withheld tax revenues. We continue to push for Hamas to accept internationally recognised principles for a two-state solution including an end to violence and a commitment to the Roadmap. Significant challenges remain but we believe there is an opportunity for progress during 2007, with both leaders committed to advancing the Middle East peace process. This will require great effort from the international community, which we will be working hard, directly with

the parties and through the international system, to secure.

#### Democratic Republic of Congo

Democratic elections in 2006 were a massive political, security and organisational challenge for the Congolese people, authorities and the international community, coming at the end of a brutal civil war and the long period of change that followed. Close co-operation between DfID and the FCO allowed the UK to offer £35 million – the single biggest contribution by any donor – to the UN to ensure that MONUC (the UN peacekeeping mission in DRC) had the necessary resources and authority to provide a secure environment in which the elections could be held. The elections themselves were a success. We encouraged both sides to accept that the outcome expressed the will of the Congolese people. We now have to work to convince the Congolese leaders that they should stick to the promises made to the Congolese people to end corruption, allow space for a responsible political opposition, represent all Congolese and play an active role in what has been a volatile region.

#### Other tensions

Relations between Georgia and Russia deteriorated badly in 2006. Four Russian officials were arrested in Georgia, and Russia responded by introducing economic measures including closing all transport links. There was also a worrying rise in reported cases of harassment against ethnic Georgians in Russia. In both cases we responded by encouraging the international community to urge restraint and to explore ways of resolving the



underlying problems. Mr Hoon visited Tbilisi in October 2006 to promote a peaceful resolution of the differences.

In Nepal, where tensions between the government and Maoist rebels fluctuated, a peace accord signed in December 2006 provided an opportunity to lay the foundations for lasting political agreement. The UK has given its support by allocating additional funds to the Global Conflict Prevention Pools Strategy for Nepal (see later in this chapter for further information on the Global Conflict Prevention Pool) to support disarmament and human rights initiatives, working closely with the UN.

A key aspect in our conflict prevention strategy is to stop the spread of nuclear weapons. In 2006 the UN Security Council took important action against the nuclear programmes in North Korea and Iran (see chapter on SP1).

## Phase two: open conflict

### Lebanon

Hostilities broke out in Lebanon in July 2006 between Israel and Hizbollah after Hizbollah launched rocket attacks on Israel and abducted Israeli soldiers. We led intense efforts in the UN Security Council and beyond which helped create the conditions for a lasting ceasefire (see feature box).

Since UNSCR 1701 was adopted, the UK has offered humanitarian assistance (notably removing unexploded mines) and has supported the Lebanese security forces. In January 2007, the Foreign Secretary announced a funding package of US\$115 million for Lebanon over the next four years

and an additional US\$48 million for Palestinian refugees. Despite these successes, more needs to be done to ensure UNSCR 1701 is fully implemented, including preventing arms smuggling. We have strongly supported Prime Minister Siniora's efforts to overcome sectarian division and his efforts to establish a tribunal in Lebanon to investigate the assassination of former Prime Minister Rafic Hariri.

### UN SECURITY COUNCIL RESOLUTION (UNSCR) 1701 (2006)

Adopted on 11 August 2006, UNSCR 1701 helped end the bloodshed in Lebanon. Calling on Hizbollah to end its attacks and on Israel to cease offensive military action, it allowed for an Israeli withdrawal at the same time as the Lebanese army moved troops to southern Lebanon. It provided for a zone in southern Lebanon where there were no non-governmental forces. All this was supported by an expanded and more robust mandate for an enlarged UN force, the UN Interim Force in Lebanon. The resolution also imposed a ban on arms held by non-governmental forces in Lebanon. It called on the UN Secretary-General to help in other key processes, such as the demarcation of Lebanon's international borders, including the disputed Shebaa farms area.

UNSCR 1701 is a good example of the result of the UK exercising influence through its position as a permanent member of the Security Council. The UK recognised that the negotiations on the resolution could be used to stop hostilities, helping to overcome the political and other obstacles which were preventing face-to-face negotiations between the parties involved. The international community's backing for the UNSCR increased the parties' confidence that the agreement would be put in place.

It is unusual but not unknown for the Council to end conflict in this way. Normally it is less directly involved in peace negotiations, preferring instead to put its authority behind negotiations conducted by others (for example mediators, regional groupings or contact groups) and the agreements that emerge.



### Sudan

Despite a peace deal in May 2006, violence in Darfur continued and the number of people forced to flee their homes rose. The UK has led international efforts at the UN Security Council to persuade the Government of Sudan and rebel groups to commit to a new political process and to accept a larger international military presence. The Government's policy is to ensure that such a presence makes full use of both the African Union and the UN military presence in Darfur provided for by the UK-piloted UNSCR 1706. The FCO is working with others to press the Government of Sudan to fulfil its commitments to a ceasefire, a political process and UN military presence. If it does not, we will encourage the Security Council to adopt tougher measures, including sanctions.

### Iraq

Iraq's first permanent democratically elected government was formed in May 2006. Since then, our main focus has been on helping build the capacity of that government to deliver security and essential services to its people. In particular we are working towards the progressive transfer of responsibility for security to the Iraqi authorities. Iraq faces a serious threat from a steadily rising tide of sectarian violence. In February 2007, Prime Minister Maliki, with support from the multinational forces, launched a new security plan for Baghdad. At the same time we have encouraged him and other Iraqi leaders to press ahead with political reconciliation efforts, which will be essential to obtain lasting stability. We have also worked with the Iraqi authorities and civil society groups to promote understanding of and respect for the rule of law and human rights.

We strongly encouraged and directly supported the work led by the UN and Iraqi authorities to develop an 'International Compact' – a framework for effective international support to an Iraqi-led programme of political, security and economic reform. In parallel, we worked to maintain a strong and effective UN presence in Iraq, and to enable the World Bank, European Commission and others to establish a direct presence. This has broadened the range of international donors present in Iraq from who the Iraqi Government can draw support.

Outside Baghdad, much of the UK's effort has focused on the south – where the UK military has command of Multi-National Division South East. Despite problems with security, the British Consulate General in

Basra worked hard to lead, together with the military, a cross-government, multinational effort to build the capacity of key Iraqi institutions – the army, police, judiciary, prisons and provincial government. In each of these areas we have made progress towards establishing stronger, more sustainable institutions, although much remains to be done. The national process of handing lead responsibility for security in each province back to the Iraqi authorities began in Multi-National Division South East, with the transfer of Muthanna and (later) Dhi Qar provinces. In both provinces, since the transfer, the Iraqi authorities have been able to deal with any challenges that have arisen.

We expect the remaining provinces to be transferred during 2007. In the meantime, the Iraqi government will continue to need international military support. In December 2006, the UN Security Council, with the agreement of the Iraqi Government, extended the presence of the multinational force in Iraq until the end of 2007 (UNSCR 1723).

### **Afghanistan**

In Afghanistan the embassy in Kabul and provincial reconstruction team in Helmand Province led the UK's co-operation with President Karzai's government, and worked with the armed forces to extend security in the south. The UK's objective remains to help the Government of Afghanistan deliver benefits to the Afghan people in a secure environment. We have followed up the commitments made by the government of Afghanistan and the international community in the Afghanistan Compact<sup>1</sup> (January 2006) by pressing for progress in key areas including

counter-narcotics and co-ordinating international efforts on the civilian aspects of peace-building. We worked to develop effective and accountable Afghan security forces, and promoted the wider rule of law and developing civil society. We lobbied hard to ensure NATO allies contributed to the new International Security Assistance Force mission in southern Afghanistan. This produced new offers of support including from Poland and Lithuania, and some greater flexibility in allies' willingness to allow troops to be sent to southern Afghanistan if necessary. In 2007, we will reprioritise resources in order to reinforce our staff levels in Kabul and Lashkar Gar, and those in London dealing with Afghanistan to tackle the increasing scale of the UK's commitments.

### **Somalia**

In Somalia, tension between the Union of Islamic Courts and the Transitional Federal Government prompted UN Security Council Resolution (UNSCR) 1725 to be adopted in December 2006. We worked hard with our UN partners to secure the resolution, which set out the need for a political process and provided authority for an African-led protection and training mission to Somalia. However, the threat to the Transitional Federal Government from the Union of Islamic Courts led to Ethiopia intervening to support the Transitional Federal Government in repelling this threat. This presented a historic opportunity, after years of lawlessness, internal strife and little effective government, for a sustainable solution to Somalia's difficulties. Although there is as yet no British embassy in Mogadishu, FCO staff from the

<sup>1</sup> [www.afghanistanconference.gov.uk](http://www.afghanistanconference.gov.uk)



High Commission in Nairobi are working with Somalia's transitional institutions to help stabilise Somalia through deploying the mission authorised by UNSCR 1725, and to restore governance through a political process which includes all parties and rebuild Somalia through increased international assistance.

### **Phase three: post-conflict peace-building**

The line between conflict, stabilisation and peace-building is not clear cut, as the Afghanistan experience has demonstrated. Nevertheless it is clear that, in a few countries, our main focus has moved beyond stabilisation to peace-building.

#### **Western Balkans**

In Kosovo our Posts in Pristina and Belgrade have worked closely with our international partners and the UN Special Envoy for Kosovo, Martti Ahtisaari, to take forward the process laid down in UNSCR 1244. We are now approaching the end of this process and Ahtisaari presented his proposals to both sides in February 2007. Following further intensive consultations with all the parties involved, Ahtisaari submitted his recommendations to the Security Council in March. We have strongly supported Ahtisaari's proposals, which we believe form the basis of a settlement that would contribute to regional stability. We have been working closely with the UN and our Contact Group partners to guide the process to conclusion. We have also been closely involved in planning for EU and NATO operations in Kosovo after a final status settlement. We

continue to push hard for Kosovo to meet standards in areas such as minority rights and the rule of law.

In Bosnia, the elections in October 2006 saw an increase in national political rhetoric and less progress in key reforms than previously. Taking the domestic and regional context into account, the UK supported a Peace Implementation Council decision to extend the Office of the High Representative and Bonn Powers beyond 2007. At the same time, with the underlying security situation continuing to strengthen, the EU decided in December 2006 to begin reducing the European Force for Bosnia and Herzegovina from around 6,000 to 2,500 troops acting on clear military advice. This reduction was confirmed following a review of the security situation in February 2007.

#### **Capacity building**

The UK has worked to improve the ability of the international community, for example the UN, the EU, OSCE and African Union (AU), to intervene effectively in conflict or pre-conflict situations. The Global Conflict Prevention Pool-funded UN Strategy (currently £75 million a year) supports efforts to improve the quantity and quality of peacekeepers. Examples of the UK's work include supporting the development of the UN's best practice for peacekeepers. This includes developing standard training modules, senior leadership training and guidance on implementing UNSCR 1325 (2000) on women, peace and security. The UK provides technical assistance to the AU to develop its African Standby Force using funds drawn from the Africa Conflict Prevention Pool. The Africa Conflict Prevention Pool also



funds targeted Peace Support Operations training to a range of African countries to improve operational standards. Much of this training is delivered through regional training centres, for example the Kofi Annan International Peace Training Centre in Ghana.

UK efforts to build capacity for peacekeeping and conflict prevention are determined by early-warning analysis. The better the international community becomes at predicting conflicts, the more effective and rapid its actions to prevent them can become. The UK has supported developing UN Staff College courses on early warning and conflict analysis, and the AU's Continental Early Warning System. The UK has also provided political and practical support to the UN Secretary General's Special Adviser on Genocide Prevention, whose mandate includes giving an early warning of potential or emerging conflicts which could lead to genocide.

The UK's Peacekeeping Budget (£370 million for 2006/07) also supports peacekeeping directly through contributions to a range of organisations that conduct peacekeeping operations such as the UN, EU and AU, and by funding the deployment of UK personnel, both civilian and military, into peacekeeping operations. This allows the UK to influence planning and operations and to ensure that mandates agreed by the UN Security Council, for example, are fully implemented. UK experts are also working in OSCE field missions across the Balkans, eastern Europe, Caucasus and Central Asia, contributing to progress in a range of areas including human rights, democratisation, rule of law and border monitoring.

The UK's efforts are further supported by sending rule-of-law experts to UN, EU and other peace-support operations. About 150 police officers from the UK are currently serving overseas in difficult, often unstable, environments. In Darfur, our officers make up the majority of the EU mission. They train and advise AU police officers, working in camps housing refugees and internally displaced persons. In Kosovo, UK experts lead the work to provide criminal intelligence to the UN Mission in Kosovo. We also contribute to the EU's mission in the Palestinian Territories.

The reform and rebuilding work carried out by UK police officers, justice professionals and prison officers is critical to re-establishing peace and security in conflict zones. Nowhere is that more apparent than in Iraq and Afghanistan. In both places UK experts are working closely with their local counterparts to ensure the necessary structures and knowledge exists to embed the rule of law. Contributions made by UK civilians in those and many other countries affected by conflict are making a definite and positive difference to the lives of many.

### **The Conflict Prevention Pools**

Conflict prevention in many countries is supported through the Africa Conflict Prevention Pool (ACPP) and the Global Conflict Prevention Pool (GCPP). The pools, which we run jointly with the MoD and DfID, bring together diplomacy, defence and development work in a common strategy based on a conflict



A sign in Eritrea warns of minefields being cleared by UK-trained Kenyan de-miners



analysis shared between the three departments. Projects funded by the pools support conflict prevention and management, as well as some post-conflict reconstruction. The ACPP covers Sub-Saharan Africa with a budget of £63 million in 2006/07 (£64.5 million in 2007/08), while the GCPP covers the rest of the world with a budget of £74 million in both 2006/07 and 2007/08.

### **International criminal tribunals**

The UK is also a strong supporter of international criminal tribunals which play an essential role in ensuring people responsible for genocide, crimes against humanity and war crimes do not escape punishment. They also contribute to re-establishing the rule of law and preventing on-going crimes in conflict and post-conflict situations. We help fund tribunals prosecuting crimes committed in the former Yugoslavia, Rwanda, Sierra Leone and Cambodia, as well as helping to fund the new permanent International Criminal Court, which is currently investigating alleged crimes in northern Uganda, DRC and Darfur.

### **Peace-building**

The new UN Peace-Building Commission – a UK priority following the 2005 UN World Summit – began its work in 2006. It started by considering the challenges facing Sierra Leone and Burundi after those countries asked for help. We have worked hard both in the countries concerned and in New York to make these discussions a success. If the commission is effective, it will help both countries to strengthen the progress made in emerging from long periods of conflict. We want the commission to focus on both the short- and

long-term threats to peace and approve strategic areas for action to overcome these obstacles. It should bring together all relevant parties to discuss how to build peace, including national governments, the international community, civil society and the private sector.

### **Post-conflict stabilisation and reconstruction**

The Post Conflict Reconstruction Unit (PCRU), a joint FCO, DfID, and MoD team, aims to improve the UK's capacity to contribute to achieving a stable environment in countries emerging from violent conflict ('stabilisation'). In 2006 the PCRU helped to join up the UK's military, political and development engagement in Helmand Province (southern Afghanistan) by deploying advisers to the UK-led Provincial Reconstruction Team. The Unit's staff:

- helped the Helmand Provincial Development Council determine priorities for the province
- improved co-ordination between the Afghan army and police
- managed high-impact projects, for example to deliver better irrigation and more reliable power supplies and the extension of the BBC World Service Pashto Service.

In Iraq, the Unit provided staff for the UK-led provincial reconstruction team in Basra and helped the Basra Provincial Council identify and implement priority projects such as water

supply and economic development. The Unit also helped the AU (African Union) Mission in Sudan to tell the general public and the parties who did not sign up to the Darfur Peace Agreement about the benefits of the Agreement. It also provided a stabilisation expert to support the British Embassy in Beirut following last July's conflict.

## lessons learned

### IMPROVING THE QUALITY OF CONFLICT INTERVENTION

No two conflicts are the same. The factors that cause tension to boil over into violent conflict are unique to that country or region. And no two conflicts will need the same interventions to prevent conflict, bring it to an end, or stop it recurring. Finding the right mix of incentives and sanctions is one of the biggest challenges facing the UK Government. We are in a good position to lead this search, providing the bridge between the short-term effects of UK military deployments and the UK's development programmes for long-term capacity-building in areas where conflict exists.

The enormous human and financial cost of conflict forces the UK Government to work continually to improve the quality of its interventions. In conflicts such as Iraq and Afghanistan, correctly timing and resourcing UK military and civilian efforts is very important. Iraq and Afghanistan have demonstrated that only when these two are combined – with civilian capacity-building efforts often taking advantage of the space created by military action – can long-term stability and support of the governing authorities be achieved.

But discreet diplomacy can be equally effective. With our global network, country and regional knowledge, and experience of the international system, we can advise ministers on the possible nature and scale of UK interventions, and, where appropriate, when others are better placed to intervene. Throughout 2007/08 we will continue to sharpen the focus and positive effect of these interventions.

## weblinks

- Preventing and resolving conflict section on the FCO website: [www.fco.gov.uk](http://www.fco.gov.uk) > International Priorities > Preventing and Resolving Conflict
- UK Mission to the UN: [www.ukun.org](http://www.ukun.org)
- Department for International Development: [www.dfid.gov.uk](http://www.dfid.gov.uk)
- Ministry of Defence: [www.mod.uk](http://www.mod.uk)
- UN Peacebuilding Commission: [www.un.org/peace/peacebuilding](http://www.un.org/peace/peacebuilding)
- Post Conflict Reconstruction Unit: [www.postconflict.gov.uk](http://www.postconflict.gov.uk)
- International Criminal Court: [www.icc-cpi.int](http://www.icc-cpi.int)



Members of the London Bulgarian Choir at a reception to mark Bulgarian and Romanian accession to the EU, January 2007

"The UK's role in developing Europe is a vital role and the UK can take pride in its contribution."  
José Manuel Barroso, President of the European Commission, Hugo Young Lecture, October 2006

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



Performance on this SP is assessed by PSA 4 (Effective EU) & PSA 5 (European security (performance indicator C)) – please refer to pages 157 and 160

"This has been a year of delivery. The European Union has made real progress in tackling the challenges, and seizing the opportunities of globalisation identified at the 2005 Hampton Court informal summit during the UK presidency. The issues that matter to people across Europe are climate change, energy security, migration, jobs and economic growth. Over the past 12 months the EU has shown the positive difference it can make in each of these areas.

EU member states have worked together to ensure the EU remains competitive in the global marketplace, including through improving our performance on innovation.

EU enlargement has continued to spread stability and prosperity. We welcomed Romania

and Bulgaria as member states on 1 January 2007, and we have seen progress in the accession negotiations already under way with prospective member states, including Turkey.

The FCO has been at the centre of this wide-ranging agenda, working closely with the rest of Government. Its officials have negotiated in Brussels, been influential in European capitals and advised ministers as they develop policy. Members of the FCO at home and overseas have played a vital part in delivering for the UK in Europe."

**Geoff Hoon**  
Minister for Europe



## Building an **effective and globally competitive EU** in a secure neighbourhood

### Energy and climate change

This has been an important year for progress on climate change (see also the chapter on SP6). The EU has been leading the international effort, in particular by developing an integrated approach on climate and energy security.

The Informal Summit of EU leaders at Lahti in October 2006 provided an important opportunity to build consensus around this new integrated agenda. The FCO's network of overseas Posts lobbied EU governments in the run up to Lahti, underlining the important opportunity the summit offered for the EU to tackle climate and energy security together for the first time. Just before the summit the Prime Minister, in a joint letter with the Prime Minister of the Netherlands, stressed the need to act now on climate change "to avoid crossing catastrophic tipping points". Other leaders agreed that climate change and energy needed to be tackled in an integrated way.

This work continues. The March 2007 European Council was a defining moment in the EU's efforts to tackle climate change and energy security. The EU agreed an ambitious package of measures, including cuts in greenhouse gas emissions, greater use of renewables, enhanced energy efficiency and proposals on new technologies (such as carbon capture and storage). The EU also set out the key elements for a global post-2012 agreement on climate change, consistent with the EU's objective of a maximum global temperature increase of two degrees Celsius above pre-industrial levels.

### Migration

Migration affects the whole of the EU. It can only be tackled by member states working together. The FCO has worked closely with the Home Office, and through our network of Justice and Home Affairs attachés in our network of EU Posts, to help deliver effective co-operation with our EU partners.

Over the past year the EU has made considerable progress in tackling illegal immigration. Borders have been strengthened and co-operation with source countries improved. In particular, member states agreed to put in place regional protection pilot projects to protect refugees in their region of origin. This should help avoid the need for mass migration. The EU will also increase work on readmission agreements.

At the end of 2006, the European Council reviewed the progress of the global approach to migration agreed at Hampton Court. All member states agreed to strengthen their efforts and ensure we all tackle migration in a comprehensive way. They also agreed to have a common European asylum system in place by the end of 2010, starting with a preliminary evaluation this year. See also the chapter on SP8.

### From innovation to delivery

Innovation is not just about world class research. It is about bringing that research from the laboratory to the marketplace. Getting our innovation policy right will be a powerful force for European growth. The expertise in the FCO's global science and innovation network (see chapter on SP5) has



enabled us to identify areas where the EU can learn from other economies.

We will continue to use the science and innovation network to help evaluate the proposals we expect later this year, including the Commission's plan to prepare a comprehensive strategy on intellectual property rights in 2007. We also want to see better co-operation between the private and public sectors. European technology platforms and joint technology initiatives are good examples of how to do this. The EU will develop proposals for industry-led joint technology initiatives with a view to launching some in 2007. We are also working to improve the way we set product standards in the EU.

### Jobs and growth

Jobs and economic growth are at the centre of every EU member state's stability and development and they help their citizens achieve their full potential. The EU's jobs and growth strategy is helping it to achieve the full benefits of the single market and to deliver a more competitive, outward-facing EU. Our network of EU Posts (in particular our economic officers) and the permanent representation in Brussels, have been at the centre of efforts to keep this work – known as the 'Lisbon Process' – moving forwards.

Key developments over the past year have included the following.

- After the FCO co-ordinated extensive contacts with our EU partners and MEPs, we agreed the Services Directive<sup>1</sup> which is expected to deliver about 600,000

jobs across the EU and add around 31 billion euros to the EU economy.

- We continued to make progress on liberalisation, with the EU committed to energy markets being completely open by 1 July 2007.
- In the interests of better regulation, EU Heads agreed at the March 2007 European Council to reduce administrative burdens caused by EU legislation by 25% by 2012. They also agreed to make similar efforts at national level. And the Commission has already announced the withdrawal of some 70 pieces of legislation. The FCO is also playing its part in the Government's Better Regulation plan, through our own simplification plan (see section on better regulation).

### Spreading prosperity and stability

The accession of Romania and Bulgaria into the EU on 1 January 2007 marked another chapter in the European success story of enlargement.

Both countries have made dramatic progress since the start of their accession negotiations. They have a free media, hold free and fair elections and benefit from thriving civil societies. Economic growth has recently averaged 5% a year. Unemployment is falling, inflation is low and standards of living are improving. They have demonstrated their respect for human rights.

That is good for all of us. Our governments are better able to work together

<sup>1</sup> Further information on the EU Services Directive is available on the DTI website: [www.dti.gov.uk/europeandtrade/europe/services-directive/page9583.html](http://www.dti.gov.uk/europeandtrade/europe/services-directive/page9583.html)



on cross-border issues, for example, on a cleaner environment and combating crime and terrorism. British travellers, exporters and investors benefit too: UK exports to Romania have trebled in a decade and our exports to Bulgaria were up 41% last year.

Both countries, however, still have some way to go to strengthen the rule of law and tackle corruption and organised crime. The FCO therefore agreed measures to encourage further reform. For example, in Bulgaria we are providing help to improve legal training and reform the Prosecution Office. In Romania we have provided an anti-corruption adviser for the President and helped the Anti-Money Laundering Office to adopt improved regulatory systems.

Since the last enlargement in 2004 workers from the new member states have filled skills gaps in the UK's public services such as the NHS and social care, and they

have contributed to our national economic growth. However, significant numbers of people came here in a relatively short period of time. In October 2006, the Government therefore announced that the UK's labour market would be opened gradually to the citizens of Bulgaria and Romania. Our embassies in Bucharest and Sofia have been working closely with the Romanian and Bulgarian authorities, setting out the details of the arrangements. They also led high-profile media campaigns to ensure the public in both countries understood the arrangements.

Last autumn it became clear that Turkey was not opening up its ports to Cyprus, as it is required to do under the Ankara Agreement Protocol. Many predicted that this would lead to a 'train crash' in Turkey's accession process. However, the UK and others made a strong strategic case for Turkish membership and progress remained on track. Negotiations continue on 27 of the 35 chapters of the body of EU legislation, known as the 'acquis'. The EU also agreed that progress had been made regarding the financial aid regulation, and to resume work 'without delay' on a direct trade regulation to end the economic isolation of the Turkish Cypriot community and to facilitate the reunification of Cyprus. The FCO deliver this through contacts in London and Brussels as well as by active involvement in Ankara, Athens, Nicosia and the wider network of EU embassies.

No one is in any doubt that Turkey, like all candidates, must meet all the requirements and obligations of membership before joining the European Union, but an EU with Turkey as a member will be stronger, richer and more secure. In December EU leaders re-stated

their commitments to the countries in the accession process (Turkey and Croatia) and reconfirmed the European hope to include the Western Balkans countries. They also stressed the strategic importance of the process – inspiring reform, driving prosperity and competitiveness, and strengthening the EU's weight in the world.

During the German presidency in the first half of 2007 we expect the Western Balkans countries to continue to move forwards towards EU membership. The screening process for Croatia will continue, and further chapters of the legislation will be opened for negotiation. We hope that Montenegro, Bosnia and Herzegovina, and Serbia will make progress on their Stabilisation Association Agreements. Although negotiations over the Stabilisation and Association Agreement with Serbia remain suspended because it has failed to co-operate with the International Criminal Tribunal for the former Yugoslavia, the EU has made clear that it still remains committed to Serbia's future in the EU and that of the other applicant countries in the region.

The FCO supported EU enlargement with its programme funds. The Global Opportunities Fund 'Re-uniting Europe' programme helped Romania and Bulgaria to meet the standards required for EU membership, for example on state aids and agriculture. We worked with:

- Turkey to put in place judicial reforms
- Croatia to improve court administration and reduce backlogs in the courts
- Macedonia to improve capacity to

negotiate with the EU and manage the reform process.

In 2007 we will continue to provide practical assistance to help countries meet the criteria for accession to the EU.

### The future of Europe

The EU needs a modern set of rules to function effectively. The German presidency is continuing discussions on the future of Europe. At the June 2007 European Council, it will present a report – based on extensive consultations with member states – assessing what has been raised during discussions on the Constitutional Treaty and exploring possible future developments. Portugal is expected to continue this work under its presidency in the second half of 2007.

Geoff Hoon set out the Government's approach to these discussions in a written ministerial statement at the end of 2006.

**Foreign Secretary Margaret Beckett following talks with Turkish Foreign Minister Abdullah Gul, July 2006**





## CELEBRATING NEW PARTNERS AND OLD FRIENDS

The EU is much more than an institution. It is a network of nations and peoples. So, bilateral diplomacy is a vital part of the FCO's EU work, in line with our Strategic Priority.

In 2006 we co-ordinated the visit to the UK of President Kaczynski of Poland. The visit celebrated our shared history (for example our joint effort during the Second World War when Polish pilots played a distinguished part in the Battle of Britain). It also highlighted our close economic ties. Poland is the UK's largest export market in Central and Eastern Europe. Our annual exports to Poland are worth £1.5 billion, and are still growing. The value of Poland's exports to the United Kingdom is over £3 billion annually. Since 1989 British companies have invested more than £2.3 billion in Poland.

We want an EU that delivers results – making a positive difference to people's lives. Thanks to the success of the visit we are already deepening our work with Poland in areas such as judicial best practice and the fight against people trafficking.

This visit involved many different organisations and government departments. The FCO was uniquely placed to pull it all together, working closely with our Polish partners and through our embassy in Warsaw. The collaboration before the visit, and the many contacts we made during and since, have helped ensure that the UK's partnership with Poland continues to thrive, both through strong bilateral co-operation and through working together to deliver our broader aims, including in the EU.



Celebrating our shared history with Polish Second World War veterans, November 2006

We will be guided by the following principles:

- pursuing British interests
- modernisation and effectiveness
- consensus
- subsidiarity (working at the right level)
- use of existing treaties
- openness.

At the end of March 2007 EU leaders met in Berlin to celebrate the 50th anniversary of the signing of the Treaties of Rome. They also agreed the 'Berlin Declaration,' which highlights the past achievements of the EU and its future challenges.

### Being active on the world stage

The EU has been an influential voice on many international issues over the last year, helping deliver the Government's foreign policy objectives. The UK has helped shape this, drawing on the expertise in the FCO and making the most of the global reach of the overseas network.

Over the course of the year the EU has remained active on issues including the situation in Lebanon, Afghanistan, Iran, Iraq, North Korea and the Middle East peace process. It played an important role, in close liaison with Palestine's President Abbas, in ensuring the effectiveness of the financing arrangements of the Temporary International Mechanism (set up by the EU, UN, Russia and

## lessons learned

### WORKING WITH THE EUROPEAN PARLIAMENT

The European Parliament (EP) is a key EU institution. 80% of EU legislation is now decided jointly between the member states and the EP. Close and effective working relations with the EP are critical to delivering the government's EU agenda.

During the UK presidency in 2005 ministers and officials from the full range of government departments worked closely, and successfully, with the EP. However, once the presidency ended, contact with members of the European Parliament (MEPs) fell. This was starting to have an impact on our ability to explain our policies effectively to them, and on our understanding of their perspective.

Led by the Minister for Europe, Geoff Hoon, we therefore developed a co-ordinated, government-wide strategy for engaging with the EP, aimed at returning to levels of contact closer to those we enjoyed during the presidency.

We are already seeing results. There were nearly 30 ministerial visits during 2006 and meetings between MEPs and key ministers and officials. These have helped strengthen our working relationship to deliver our goals in a wide range of areas including economic reform and the Single Market (as we saw with the successful agreement of the Services Directive).

We will ensure we maintain these improved links, and the benefits they are delivering for us and for the EP.



the US to channel money directly to the Palestinian people).

The December European Council welcomed the progress report on the EU Strategy *The EU and Africa: Towards a Strategic Partnership*,<sup>2</sup> launched during the UK presidency in 2005. The Council called for the priority actions identified in that report to be put in place. We also reaffirmed our commitment to working towards a joint EU–Africa strategy to be adopted later this year. Before that, at the Lahti Summit in October 2006, EU leaders agreed on the need to keep up the pressure on the Sudanese Government to cease military action and allow UN peacekeepers into the country. They also agreed on the need to reopen talks with non-signatories to the Darfur Peace Agreement.

Also at Lahti the EU had an important discussion with President Putin. The Finnish presidency set out the importance of the EU–Russia relationship. The discussion focused on media freedom, Georgia, and energy, where both sides agreed on the need for co-operation based on the principles of predictability of the energy markets and the mutual dependence of suppliers and consumers. The EU and Russia also agreed to enhance co-operation on issues of international concern, such as Iran, North Korea and the Middle East Peace Process.

Progress was slow towards trade liberalisation through the World Trade Organisation (WTO) trade round – the Doha Development Agenda. This remains the top trade priority for the Government and the EU. We will continue to work with the European Commission, our EU partners and other WTO members to press for an ambitious outcome

to the negotiations which favours liberalisation (see also chapter on SP5).

The EU will discuss draft mandates from the Commission to negotiate new EU free trade agreements with India, South Korea and ASEAN (Association of Southeast Asian Nation) countries, and association agreements with the Central American countries and the Andean community. The Government will work to ensure that these agreements complement the WTO negotiations and support developing the multilateral trading system.

Bilaterally, the FCO led inter-departmental work to secure a groundbreaking deal with Spain on cross-border co-operation on Gibraltar (see chapter on SP10).

### **Building closer links with our neighbours**

Strong links with neighbouring countries outside the EU will help support reform, stability and prosperity. The December 2006 European Council invited incoming presidencies to progress the European Neighbourhood Policy and the Government will work with the German presidency to achieve this. This is likely to focus on developing the proposals in the Commission's communication of 4 December 2006 to strengthen the European Neighbourhood Policy (set up to encourage close integration between the EU and its neighbours) and to increase the incentives to partner countries to reform. In developing this work we will continue to make clear that the European Neighbourhood Policy is not an alternative to enlargement. The Government also expects the existing agreed action plans will continue to

<sup>2</sup> *The EU and Africa: Towards a Strategic Partnership*, December 2005: [ec.europa.eu/development/body/communications/eu\\_africa\\_strategy\\_en.htm](http://ec.europa.eu/development/body/communications/eu_africa_strategy_en.htm)



be put in place, supported by funding under the newly created European Neighbourhood Partnership Instrument.

The FCO is taking forward bilateral assistance too. For example, our Global Opportunities Fund supports Ukraine in the practical implementation of its European Neighbourhood Policy Action Plan. This includes a project focused on enhancing the skills and capacities of Ukrainian civil and public servants involved in European integration, through strengthening the institutional capacity of the National Academy of Public Administration in providing specialised training.

## cost benefit analysis

### ASSISTANCE FOR ROMANIA AND BULGARIA TO PREPARE FOR EU MEMBERSHIP

**Details:** The Global Opportunities Fund's 'Re-Uniting Europe' programme funded a range of projects in Romania and Bulgaria to help them prepare for EU accession. Projects supported the two countries' efforts to introduce reform in areas of particular concern to the EU and UK. These included the judicial systems, anti-corruption measures and the capacity to manage EU funds now they are full EU members.

**Cost:** The total cost of these projects in 2006 was approximately £700,000 in Romania and £400,000 in Bulgaria. Examples of projects include improving the management and transparency of the justice system in Romania by training its judges and prosecutors (£94,925); assistance to the Romanian Anti-Money Laundering Office to adopt an improved legal framework (£58,290); and Prosecution Office reform in Bulgaria (£68,600).

**Benefits:** This assistance has helped Romania and Bulgaria to reach the standards required for EU accession. It has helped to strengthen systems in areas of particular interest to the UK since British travellers, exporters and investors will benefit from improved governance and a stronger judiciary. The assistance has put the countries in a stronger position to contribute to the EU's efforts to combat cross-border crime and terrorism, and manage their own funds effectively. Both countries still have some way to go in strengthening the rule of law and in tackling corruption and organised crime and our support continues now they are full members of the EU. Projects have attracted co-funding from other sources, investing additional resources to achieve our objectives.

## weblinks

- Britain in the EU section of the FCO website: [www.fco.gov.uk/eu](http://www.fco.gov.uk/eu)
- Gateway to the European Union: [europa.eu/index\\_en.htm](http://europa.eu/index_en.htm)
- European Parliament: [www.europarl.europa.eu](http://www.europarl.europa.eu)
- European Commission: [ec.europa.eu/index\\_en.htm](http://ec.europa.eu/index_en.htm)
- Finnish presidency of the EU 2006: [www.eu2006.fi/en\\_GB](http://www.eu2006.fi/en_GB)
- German presidency of the EU 2007: [www.eu2007.de/en](http://www.eu2007.de/en)
- European Neighbourhood Policy: [ec.europa.eu/world/enp/index\\_en.htm](http://ec.europa.eu/world/enp/index_en.htm)

# 乐购 TESCO



FCO Commercial Officer, Jason Wang, meeting a representative from the Tesco Beijing store, March 2007

"We received invaluable assistance from [the staff at the Embassy in Seoul] who helped us win a new research contract which will deliver research support of about 1.5B Won [£7 million] a year for up to nine years. This is an excellent outcome, that I am quite sure would not have occurred without their intervention. I expect much from this programme, not least in the science, but [also] in the opportunities to make links with researchers and students in Korea, that will be of benefit to both countries."

**Professor Peter Littlewood, Head of the Cavendish Laboratory, University of Cambridge, December 2006**



Performance on this SP is assessed by  
PSA 6 (UK Trade & Investment) - please  
refer to page 161

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

"Far from being bystanders as the unstoppable force of globalisation overpowers us all, we can shape our globalised world around values of democracy, internationalism, eradicating poverty and working towards prosperity and opportunity for all.

There are fewer issues that better illustrate the blurring of the divisions between domestic and foreign policy than globalisation. The FCO's success in achieving its objectives crucially depends on its ability to work with and for others – other Whitehall departments and the devolved administrations, business, trade unions, civil society and multilateral institutions.

Our work focuses on addressing challenges such as the growing awareness of the effects of climate change (see chapter on SP6); the stalling

of the Doha Development Agenda round and efforts to liberalise world trade; signs of growing protectionist pressures in many economies; increasing pressure on global energy and raw materials supplies; and the pace of technological change.

The FCO's global network is uniquely placed to make a difference. Its activities over the last year ranged from supporting UK business in local markets through promotion of good governance and corporate social responsibility in emerging economies, to facilitating science and innovation links between UK and overseas institutions."

**Ian McCartney**  
Minister for Trade



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

### Global economy

"Economics is at the heart of eight of the ten International Priorities."

Sir Nicholas Stern, Head of the Government Economics Service.

### G8

G8 summits are a key platform for putting in place a wide range of UK government priorities. The St Petersburg summit in July 2006 built on the main priorities of the UK's G8 presidency in 2005 – Africa and climate change. The summit communiqués on infectious diseases and education highlighted the importance of tackling Africa's needs in these areas, and restated G8 support for developing countries' efforts to work towards the Millennium Development Goals.

### International trade talks

2006/07 proved a difficult year for international trade, although the decision to resume negotiations is encouraging. The UK remains committed to an ambitious agreement in the Doha Development Agenda round of trade liberalisation, and to fighting protectionism (taxing imports to protect domestic goods). In Brussels, in capitals around the world and in other multilateral organisations such as the International Monetary Fund (IMF) and the Organisation for Economic Co-operation and Development (OECD), the FCO and other departments continued to argue the case for freer trade and the benefits it can bring, and ensuring that poor people share the fruits of freer

trade. We will continue to look at how regional agreements, for example, between the EU and India, and the EU and China, can boost liberalisation, as long as they complement efforts to complete the Doha development agenda.

### Global economic issues

The FCO promotes UK economic policy initiatives and priorities through lobbying and dialogue with partners. We also support other countries' economic reforms through access to UK experience of macro-economics (large-scale economics) and structural reforms, and our Global Opportunities Fund. Among other activities, we funded assistance from the UK Arbitration and Conciliation Advisory Service to establish a labour tribunal system and labour dispute resolution law in China. This programme gave Chinese arbitrators the expertise to enable them to re-create the respected and efficient UK conciliation model, at a time when the number of labour disputes (and the associated cost) is rising in China.

Our Ambassador to the Holy See was instrumental in securing the Pope's support for the Chancellor of the Exchequer's International Finance Facility for Immunisation (IFFIm), boosting the profile of this major UK initiative (see also chapter on SP7).

Economic officers also increasingly contribute to domestic policy-making by reporting on best practice in other countries, notably the mature economies (EU countries, North America and Australasia). A number of Posts contributed views on policy in other countries to the Leitch Review on Skills, which the Chancellor of the Exchequer commissioned



to look into improving the UK's vocational skills. We also analysed innovative education reforms in Canada, contributing directly to a new policy initiative by the Department for Education and Skills.

UK membership of the Organisation for Economic Co-operation and Development provides a valuable platform for agreeing international best practice and codes of conduct with like-minded countries. We supported the OECD's highly regarded technical work through the Global Opportunities Fund Economic Governance Programme, including a review of regulatory reform in China, and an economic survey of India focusing on taxation, competition and energy policies and regulatory reform.

The FCO continued to support programmes that encouraged people to participate in trade unions and broader civil

society, particularly in major emerging economies. We pressed the hosts of the autumn IMF and World Bank annual meetings in September 2006 to respect the obligation to provide maximum access to non-governmental organisations and civil society.

### The FCO and business

This year the FCO put renewed emphasis on working with business to achieve UK international priorities. In addition to supporting business through our role in UK Trade & Investment's services overseas (see more on UKTI later in this chapter), Heads of Mission around the world use their high-level access to help UK investors, and to market the UK's 'light touch' approach to regulation. The FCO launched its first-ever strategy for promoting corporate responsibility<sup>1</sup>

**Chancellor Gordon Brown  
visiting Tata BP Solar,  
Bangalore, India, January  
2007**



<sup>1</sup> *Corporate Social Responsibility: an FCO Strategy 2007/08*, March 2007:  
[www.fco.gov.uk/Files/kfile/CSR%20Strategy%202007-08%20\(2\).pdf](http://www.fco.gov.uk/Files/kfile/CSR%20Strategy%202007-08%20(2).pdf)



internationally, developed in co-operation with business and the unions.

### Services for business

As one of its parent departments, the FCO helped shape UK Trade & Investment's (UKTI) new strategy and we are now helping to implement it. We employ most UKTI staff overseas, and some in the UK, and we provide half of UKTI's funding. Overseas Posts play a key part – lobbying, networking, opening doors for business, working on regulatory issues, supporting firms through the FCO's science and innovation network (see next page) and public diplomacy effort and providing visa and consular services for business people.

We also expanded our non-UKTI services for business.

- We improved our Security Information Service for Business Overseas (SISBO) by recruiting a senior security analyst.
- Under the Kimberley Process, during 2006 the Government Diamond Office at the FCO certified 2,860 diamond imports and exports to fight the trade in 'conflict diamonds'.
- We organised about 250 authorisations for British ships to conduct scientific research in foreign territorial waters and for foreign vessels to do likewise in UK and Overseas Territory waters.
- We also worked to reduce piracy and unregulated wreck salvaging and bio-prospecting (collecting biological samples for profit).

### Achieving business-related policy objectives

#### ● Supporting British businesses

We concluded a bilateral investment promotion and protection agreement with Mexico, and funded a major OECD programme to promote investment policy reform in the Middle East and North Africa. We filed the first of five claims to extend UK and Overseas Territory waters where negotiations about mineral and seabed rights involved the continental shelf (the area of seabed round a land mass where the sea is generally shallower).

#### ● Influencing business practices

We worked to get the new UN Convention Against Corruption fully in place, playing a leading role at the first convention conference in Amman in December 2006. We also finished a two-year peer review of UK performance under the OECD Anti-Bribery Convention. We worked with business and NGOs to strengthen voluntary codes of conduct, including the:

- UN Global Compact
- OECD guidelines for multinational enterprises
- extractives industry transparency initiative
- voluntary principles on security and human rights.

We promoted corporate responsibility and supported the work of the UN Secretary-General's Special Representative for business and human rights.



### ● Building sustainable business

We combined our work on business and sustainable development (see chapter on SP7) to focus on market aspects such as deforestation, tourism and sustainable consumption and production. We built these into the UK's new series of meetings with the big emerging economies and used GOF resources.

### Science and innovation

90% of the world's science takes place outside the UK, so the FCO has established a global network of experts in UK science to help the UK maintain our position at the cutting edge of world science. We now have over 100 people in 49 Posts in 30 countries and territories working on science and innovation. They help UK science to think internationally and the rest of the world to think 'UK science'.

Our science and innovation network continued to use the strength of UK science to build long-term relationships with rapidly developing economies. Through reorganisation we have strengthened our science representation in India, almost tripling our network there and creating a new science team in Mumbai, which will enable us to seize the many new opportunities emerging in that dynamic market.

Our network has helped to build the UK knowledge economy (knowledge which produces economic benefits) by attracting overseas investment in UK research institutions and building collaborative partnerships. The Embassy in Seoul helped to secure a collaborative venture between Cambridge's Cavendish Laboratory and the

### MILLIONS OF DOLLARS INVESTED IN UK RESEARCH AND DEVELOPMENT

At around US\$137 billion a year, the USA provides more public funding for science than any other country. The FCO's US-based science and innovation team of just 14 people has helped ensure that the UK is the leading partner of choice for US-funded scientific collaboration. The team, working alongside the UK research councils and others, has repeatedly lobbied the US national institutions to facilitate 'UK friendly' funding. This funding has led to major US investments in UK-based scientific research.

In September 2006 the US National Institutes of Health awarded US\$23 million to a UK-US mouse gene library project. A third of this funding will go to the Wellcome Trust Sanger Institute in Cambridge, one of the three partners for this project along with UC Davis and CHORI in Oakland, California. Having met the director of the mouse biology programme at UC Davis, the science and innovation team in San Francisco contacted the Sanger Institute in May 2004. Their initial contact with the Institute led directly to the Institute's involvement in this successful UK-US partnership.

Korea Institute of Advanced Technology worth more than £7 million a year over nine years. In October 2006 UKTI and our science and innovation officers jointly organised a mission of 23 British technology companies to Washington and Boston to discuss opportunities with the US Department of Homeland Security and the Massachusetts defence sector. This has already led to 11 contracts for UK companies.

We also use our network to influence

**British Embassy staff receiving an award for good governance from President Vicente Fox of Mexico, October 2006**





**Visit to Israel by physicist  
Professor Stephen  
Hawking, December 2006**

science policy overseas. In the US we are working to open up opportunities for UK scientists to collaborate on therapeutic stem cell research. Our team in Washington arranged for key Congressmen and their staff to visit the UK to learn more about the UK's regulatory framework earlier this year. Those Congressmen are now playing a key role in campaigning to authorise federal funding for embryonic stem cell research.

We have used UK excellence in science to promote a modern, dynamic image of the UK. In December 2006 we sponsored a visit to Israel by world-renowned physicist Professor Stephen Hawking. His public lectures during the visit reached a wide audience in Israel, Gaza and the West Bank and received high levels of media attention. This helped to highlight UK excellence in science and promote a modern, dynamic image of the UK.

In London the FCO was a key partner in formulating the first ever cross-governmental strategy for international co-operation on

science,<sup>2</sup> published in October 2006, which adds an international dimension to the ten-year Science and Innovation Investment Framework 2004/14.

More information on the FCO's science and innovation network is available in its annual report.<sup>3</sup>

### **Energy security**

During 2006, the FCO integrated its energy and climate security work more fully, recognising that the UK's national security and economic prosperity depend on reliable, affordable supplies of energy and a stable climate. Our overall energy goal is to deliver reliable supplies of energy to UK consumers at affordable cost, while reducing carbon emissions. We can meet these combined challenges only if the UK is an active and influential member of the international community. And we will only be able to persuade others of the merits of working together to tackle climate change if we can demonstrate and persuade our international partners that climate policies and energy security can exist together. The FCO, looking towards the publication of the Energy White Paper later in the spring, has been active within Whitehall in promoting an integrated approach towards energy and climate.

As the international delivery arm of the Government's energy policies, the FCO works closely with the DTI and other Whitehall departments. We draw on the expertise and contacts of our network of energy attachés at our Posts overseas and our three London-based regional energy advisers. We work towards agreed common objectives, at

<sup>2</sup> *Global Science and Innovation Forum – A Strategy for International Engagement in Research & Development*, October 2006: [www.dti.gov.uk/files/file34726.pdf](http://www.dti.gov.uk/files/file34726.pdf)

<sup>3</sup> *FCO's Science and Innovation Annual Report 2005/06*, July 2006: [www.fco.gov.uk/science](http://www.fco.gov.uk/science)

bilateral, regional and multilateral level.

The FCO try to maximise the UK's impact by working through multilateral bodies such as the EU, G8 and the International Energy Agency.

Key events in 2006/07 included the following.

- We continued work on EU energy policy, initiated at Hampton Court under the UK's EU presidency in 2005. In June 2006, EU leaders agreed on the importance of a coherent, co-ordinated external energy policy and reinforced and developed this further at the Lahti informal summit in October. We worked closely with the Finnish presidency and other EU partners to ensure they reflected UK priorities. At Lahti, the EU recognised the fundamental links between climate and energy security as a result of a UK-led initiative. We also agreed strongly on the need for a co-ordinated approach to third country energy suppliers, including Russia. This was endorsed in the European Commission's Strategic Energy Review, published in January 2007, and by European leaders at the Spring European Council in March.
- We continued to work closely with the International Energy Agency (IEA). In 2006, we funded the IEA to build a better basis for energy-sector analysis in Russia, Kazakhstan and Ukraine through the training of energy statisticians. We continued our funding to bring key non-member consumer countries such as China and Brazil more closely into the International Energy Agency's management of problems with oil supply. The Global Opportunities Fund's Climate Change and Energy Programme supported both of these IEA projects and
- Working closely with the DTI, we made strong references to the principles of openness, transparency and the importance of markets at the G8 summit in St Petersburg in July 2006. But there remains much to do to ensure these principles are applied and put in place consistently across G8 member states.

## lessons learned

### STAKEHOLDERS' DIFFERING PERCEPTIONS OF SUCCESS

As a key stakeholder in the international financial institutions (IFIs) the UK Government has an interest in sustaining strong relations between these organisations and civil society and demonstrating their transparency and credibility.

When problems arose with NGO access to the IMF and World Bank annual meetings in Singapore in September 2006, the FCO worked with the IFIs, and pressed the Singaporean Government to find a solution. As a result, all but a few activists were able to enter the meetings in Singapore, but there was still a partial boycott of some of the outreach events by NGOs.

Although we felt that we had achieved a good result through 'quiet diplomacy', some NGOs felt that this was not enough. Balancing the demands of stakeholders with relations with other countries remains difficult. We see an opportunity to expand the existing dialogue with NGOs to cover issues such as globalisation and development.



a number of additional new energy projects in 2006/07. The programme provides a practical tool to develop our policy objectives in key countries.

### UK Trade & Investment

UK Trade & Investment (UKTI) is the government department that supports:

- companies in the UK trading internationally
- overseas enterprises seeking to locate in the UK.

It works to deliver maximum value for the UK economy and for business in an increasingly globalised and competitive world.

UKTI is a joint FCO–DTI department, delivering direct services to business to support international trade and inward investment (non-UK companies investing in the UK). It shares its PSA target (see page 161) with both departments, and delivers it on their behalf through staff employed by either the FCO or the DTI. Most of those working to deliver UKTI services overseas are FCO staff working in our network of diplomatic Posts around the world, while staff in the UK are drawn mainly from the DTI.

There have been major changes for UKTI in the last year. The March 2006 Budget announcement set out a greater role for UKTI, to ensure the best possible support to help business meet the challenges of globalisation, and to co-ordinate marketing the UK economy internationally. UKTI responded by launching its new strategy, 'Prosperity in a Changing

World',<sup>4</sup> on 20 July 2006, with support from the Confederation of British Industry.

"The overhaul of UKTI, and in particular the increased focus on China and India, is absolutely right. UK companies need support as they seek to establish themselves and succeed in fiercely competitive overseas markets."  
Confederation of British Industry

The strategy outlines how UKTI will deliver on the Budget announcement and sets the course for UKTI for the next five years. Since the launch, UKTI has made significant internal changes, restructuring in order to focus its resources even more on the front line and in high-growth markets. By March 2007 we had reduced jobs in its headquarters by some 40% since 2004, and around 90% of our people are in the front line overseas, in the English regions, or in customer-facing service delivery at headquarters.

Other progress to date includes the following.

- In March 2007 UKTI launched a new overarching 'proposition' for the UK economy – 'the UK as a springboard for global growth'. This joins up our trade and investment messages and showcases the UK economy to both UK companies wanting to expand internationally and inward investors.
- In October 2006 UKTI launched a strategy for promoting the City of London and the UK's financial services sector. This was developed in partnership with leading

<sup>4</sup> UKTI Five Year Strategy: Prosperity in a Changing World, July 2006: [www.uktradeinvest.gov.uk/ukti/fileDownload/UKTIstrategyJuly2006.pdf?cid=391741](http://www.uktradeinvest.gov.uk/ukti/fileDownload/UKTIstrategyJuly2006.pdf?cid=391741)

financial sector bodies from London, the devolved administrations and the English regions.

- UKTI reallocated resources in overseas markets and increased the number of staff in 16 high-growth emerging markets. This is helping to develop our trade and economic relationships with new high-growth markets such as India and China. It also ensures UK business is best placed to make the most of the business opportunities these new markets offer.
- Reaching agreement on co-ordinating high-level visits overseas by ministers and others, with senior level visits to the UK to ensure we target key contacts to help companies develop international trade.

In taking forward its new strategy, UKTI is building on firm foundations. The DTI evaluation – series 9 report,<sup>5</sup> published in March 2006<sup>6</sup> (the latest statistics available), showed that £65 million spent on four key UKTI trade development schemes generated £1.1 billion additional net benefit. This was achieved by enabling over 6,000 businesses to upgrade their international marketing strategies. In addition, the UK remains Europe's number one inward investment destination; in 2005/06, 1,220 inward investment projects created 34,077 new jobs and safeguarded a further 55,789<sup>7</sup> more.



**Production at a  
GlaxoSmithKline factory in  
China, March 2007**

## weblinks

- Global Economy section on the FCO website: [www.fco.gov.uk](http://www.fco.gov.uk) > International Priorities > Global Economy
- Science and Innovation section on the FCO website: [www.fco.gov.uk/science](http://www.fco.gov.uk/science)
- Security Information Service for Business Overseas: [www.fco.gov.uk/sisbo](http://www.fco.gov.uk/sisbo)
- FCO partnership with business stakeholders: [www.fco.gov.uk](http://www.fco.gov.uk) > About Us > Who we work with > Business
- UK Trade & Investment: [www.uktradeinvest.gov.uk](http://www.uktradeinvest.gov.uk)
- Department of Trade and Industry: [www.dti.gov.uk](http://www.dti.gov.uk)
- International Monetary Fund: [www.imf.org](http://www.imf.org)
- World Bank: [www.worldbank.org](http://www.worldbank.org)
- Organisation for Economic Co-operation and Development: [www.oecd.org](http://www.oecd.org)
- World Trade Organisation Doha Development Agenda: [www.wto.org/english/tratop\\_e/dda\\_e/dda\\_e.htm](http://www.wto.org/english/tratop_e/dda_e/dda_e.htm)
- International Energy Agency: [www.iea.org](http://www.iea.org)

<sup>5</sup> Compiled from a consortium of independent research reports including by The Reading Business Group, University of Nottingham and University of Glasgow

<sup>6</sup> UKTI *Support for Trade & Inward Investment: Final Synthesis Report*, March 2006:

[www.uktradeinvest.gov.uk/ukti/fileDownload/relative\\_economic\\_benefit\\_study.pdf?cid=386972](http://www.uktradeinvest.gov.uk/ukti/fileDownload/relative_economic_benefit_study.pdf?cid=386972)

<sup>7</sup> Figures taken from *UK Inward Investment 2005-06: Report by UK Trade & Investment*, July 2006: [www.uktradeinvest.gov.uk](http://www.uktradeinvest.gov.uk)



Flooded street in Mumbai following torrential rain, July 2006





"The UK has been at the forefront of ensuring the threat of climate change is taken as seriously as it deserves... [The Foreign Secretary] and Prime Minister Blair have been powerful advocates of both the immediacy and sheer scale of the problem, and of the need for the foreign policy community to put it at the centre of our concerns."

**Benita Ferrero-Waldner, European Commissioner for External Relations and European Neighbourhood Policy, October 2006**

# Achieving climate security by promoting a faster transition to a sustainable, low-carbon global economy



"The basic science of climate change is no longer in dispute. But the scale and urgency of the challenge we face is worse than we had feared. Tackling climate change is an imperative not a choice, a problem for today not tomorrow.

I am in no doubt that today being a credible foreign minister means being serious about climate security because the question for foreign policy is not just about dealing with each crisis as it hits us. Our obligation to our citizens is to put in place the conditions for our future security and prosperity in a crowded and interdependent world.

We in Europe should be in no doubt that how the world responds to climate change matters as much to us as to anyone. Look at those things that are highest on the European agenda – strong borders, poverty reduction, the risks of conflict and international terrorism, energy security, jobs and growth. Get our response right to climate change and our ability to deal with all of these is enhanced. Get it wrong and our efforts across the board will be undermined."<sup>1</sup>

**Margaret Beckett**  
Foreign Secretary

<sup>1</sup> Extract from the Foreign Secretary's speech on foreign policy and climate security, Berlin, 24 October 2006 (full text available at [www.fco.gov.uk/speeches](http://www.fco.gov.uk/speeches))



## Achieving **climate security** by promoting a faster transition to a sustainable, low-carbon global economy

### Climate change and security at the heart of foreign policy

In May, the Prime Minister asked the Foreign Secretary to put climate security at the heart of her foreign policy responsibilities. This has led to a significant change in the FCO's approach to climate security. In June the Foreign Secretary announced a new SP: 'Achieving climate security by promoting a faster transition to a sustainable, low-carbon economy'. This is about creating the conditions for a rapid shift in investment towards a low-carbon global economy. Introducing 'climate security' as a Strategic Priority underlines the fact that achieving a stable climate is urgent for our prosperity and security, not just a long-term environmental goal. It also shows that climate security is now a core foreign policy challenge.

The Foreign Secretary appointed John Ashton as her Special Representative for Climate Change. His remit is to build a stronger political foundation for international action on climate change.



Moped rider in Beijing, March 2007

### International climate change strategy 2007/09

In 2006 the Foreign Office worked closely with DEFRA, the DTI and DfID on the Government's international climate change strategy for 2007/09. The strategy strongly reflects the conclusions of the Stern Review,<sup>2</sup> published in October. This independent review is the most comprehensive ever on the economics of climate change. It concludes that there is still time to avoid its worst impacts if we act now.

The Government's strategic aim is to avoid dangerous climate change by stabilising concentrations of greenhouse gases in the air. To achieve this we must:

- bring about a change in global investment in low-carbon technologies to enable a move to a low-carbon economy, including establishing an effective carbon market which allows companies to trade carbon credits
- make strategies adaptable so they can manage impacts and adapt to climate change
- secure international agreement to a realistic, strong, lasting and fair framework of commitments to reduce carbon emissions after 2012.

We cannot achieve these objectives unless there is a wider acceptance of the scale and urgency of the challenge and a major increase in international ambition. So UK efforts are directed at shifting global attitudes towards climate change, including by widening the range of support beyond environment ministries, environmentalists and scientists.

### The role of the FCO network in delivering climate security

The FCO network is vital to delivering all parts of this strategy. We have a particular role to play in changing the emphasis of the debate so that climate security is seen as a core goal of foreign and security policy, as it needs to be in other policy fields, including energy,

<sup>2</sup> Stern Review on the Economics of Climate Change, October 2006:  
[www.hm-treasury.gov.uk/independent\\_reviews/stern\\_review\\_economics\\_climate\\_change/sternreview\\_index.cfm](http://www.hm-treasury.gov.uk/independent_reviews/stern_review_economics_climate_change/sternreview_index.cfm)

innovation and competition, sustainable development and poverty reduction. In addition, the FCO network is uniquely placed to supply the global contacts, an overview of different sectors and an ability to build coalitions with other societies to create a shared sense of urgency and common interest.

Our priorities for delivering the Government's strategy include the following:

- targeting major energy users – the US, Brazil, China, India, Russia and South Africa
- working within the EU – where we need to encourage a stronger, more ambitious and coherent EU leadership on climate change and putting climate security at the heart of energy policies
- developing technologies and innovation and strengthening the commitment of other governments to increase the development and demonstration of technologies that will accelerate the shift to a global low-carbon economy. Carbon capture and storage is a key technology as it is the only way to take carbon emissions out of power generated by fossil fuel.

Our achievements in 2006/07 were the result of excellent teamwork with others, particularly DEFRA, the DTI and DfID.

We built on progress made during our 2005 G8 presidency, when we succeeded in making climate security an important issue for heads of government and foreign ministers, not just environment ministers. The Foreign

## UK-CALIFORNIA COLLABORATION

In the US, our Posts are making the case that action on climate change is urgent, focusing on states, cities and major corporate players. In July, the Prime Minister and Governor Schwarzenegger highlighted California's leadership on climate change by launching a UK-California collaboration on climate change and clean energy. The Prime Minister and Governor Schwarzenegger also met senior business leaders at an event highlighting the business case for action.



Introducing landmark legislation later in the year placed California at the forefront of international action on climate change. The UK-California initiative has already delivered best practice exchanges with DEFRA experts on cap and trade schemes (including lessons learned in Europe) and the economics of climate change, reaching influential California audiences.

The initiative is also helping UK-California collaboration on technology research and development, including on carbon capture and storage, and climate science. A senior DEFRA official sits on California's Market Advisory Committee, advising the California Administration on putting the measures in place.

Secretary raised climate security:

- in most meetings with her opposite numbers and heads of government
- in major speeches in the US, UN, India, Mexico and Berlin
- with the German presidency's agreement, at a meeting of EU foreign ministers.

Her speech in Berlin made the compelling case that foreign policy must evolve to take into account an unstable climate and uncertain access to resources.

The EU showed an increasing commitment to making climate and energy



**Dr Janez Drnovsek, the Slovenian President (left), visiting the British Council's 'North South East West' climate change exhibition at the Slovene Technical Museum, June 2006**

security a top priority. In November the Commission adopted firm decisions on the EU Emissions Trading Scheme (ETS), to strengthen its role in delivering reductions in carbon emissions. At the December European Council, EU leaders recognised the link between EU climate and energy policies and confirmed that an ambitious Emissions Trading Scheme would continue beyond 2012. At the Spring European Council, they agreed

an ambitious package to tackle climate change. This included an EU target of a 20% reduction in greenhouse gas emissions by 2020 and proposals on deploying carbon capture and storage in new fossil-fuel power plants after 2020. The Spring Council underlined EU global leadership on climate change, and showed the EU was serious about moving swiftly to a low carbon economy. It followed an active UK campaign to influence EU partners, which was designed by the FCO, working closely with Cabinet Office, DEFRA and the DTI; and implemented by UK ministers and senior officials with our network of EU Posts.

The Stern Review on the economics of climate change has been a major diplomatic asset in changing global opinion on climate change. Over 40 of our Posts worked hard to reinforce Stern's core message that achieving a low-carbon economy is necessary for economic growth and that action must be taken now, not later. They contributed to the fieldwork, helped to organise about 25 visits by Sir Nicholas Stern and helped publicise the report. They held launch events and follow-up discussions with people who influence opinion. The work of our Posts ensured that the review was front page news and had real global impact.

The UK and China began work on the near zero emissions coal-power generation project. This is an EU-China project which the UK, having committed £3.5 million to, is leading on Phase 1 (lasting until 2009). The project will develop and help bring into use carbon capture and storage, a technology crucial to tackling the increasing emissions of emerging economies such as India and China – which depend heavily on coal.

## lessons learned

### **KEEPING CLIMATE CHANGE AT THE TOP OF THE INTERNATIONAL AGENDA**

International ministerial meetings in Monterrey and Nairobi took forward collective global action to tackle climate change – but showed the need to increase political commitment. The Gleneagles Dialogue Energy and Environment Ministerial Meeting in Monterrey gave the top 20 energy-consuming countries the opportunity to discuss climate security informally. There was good input on the economics of climate change and clean energy investment from multilateral institutions, including the International Energy Agency, World Bank and Regional Development Banks. But participation by energy ministers was limited; in some cases major energy users were represented by officials and a few important countries were not represented at all. We have concluded that we need to try harder to get political support for these meetings in advance, so that we maximise the opportunity to make good progress.

The UN meeting in Nairobi showed a growing recognition in capitals in emerging economies that climate change is a huge economic and security challenge for them and that not tackling it is a threat to their long-term economic growth. However the pace of change in negotiating positions in the meeting itself did not match the urgency of the situation. Nairobi has underlined the need to keep climate change at the top of the global political agenda and to fully exploit major international summits to drive progress.

The Special Representative for Climate Change, John Ashton, has focused Posts in our priority areas on a series of political and public diplomacy campaigns. These are aimed at increasing awareness of the scale and urgency of the challenge and targeting a wide range of parties, including government and business.

The FCO's Public Diplomacy Board chose climate security as one of three priority areas for developing the FCO's new public diplomacy strategy for 2007/09. The three pilot countries are Brazil, Canada and China (see also the section on public diplomacy).

## Resources

Reflecting the increased priority on climate change, since June we have:

- significantly increased the number of staff dedicated to climate security in London
- clearly incorporated climate security into the work of geographical directorates and expanded resources in key Posts
- appointed a senior diplomat as Envoy for Climate Security in Africa, to improve our work on climate issues with African governments and regional organisations.

During 2006/07, the Global Opportunities Fund for Climate Change and Energy spent over £4.7 million on over 80 projects in more than 15 countries. Project highlights include:

- helping China establish a climate fund similar to the UK's Carbon Trust

## cost benefit analysis

### PROMOTING LOW CARBON DEVELOPMENT THROUGH INCENTIVES

**Details:** The FCO sponsored a project implemented by the Chinese Academy of Social Sciences (CASS) which ran from July 2005 to March 2007. The aim was to promote low-carbon development paths (production methods) in China through introducing UK climate initiatives such as the Carbon Trust, the Climate Change Levy and the UK-EU Emissions Trading Scheme. Activities included stakeholder workshops, recommendations to the State Council of China, a side event at the conference of the parties to the Climate Change Convention (COP12) in Nairobi in November 2006, and articles and research papers in newspapers and journals. The project concluded with the publication of a book on low carbon development.

**Cost:** £55,000.

**Benefits:** To date, the project has spread the idea of a 'low-carbon development path' in China and stimulated wide discussion. A Google search of 'low-carbon development' in Chinese shows that over two-thirds of publications and quotations are originated by this project. On 26 December 2006 the Chinese Government announced in China's first National Climate Change Assessment Report that China would adopt a 'low-carbon development path'. CASS has provided technical support to the Clean Development Mechanism Fund of China and China's SO<sub>2</sub> (sulphur dioxide) emissions trading programme. Related UK experience on the Carbon Trust and Emissions Trading Scheme was fed into the initiatives.

- encouraging action to reduce greenhouse gas emissions in India, China and Mexico
- building the capacity of lawyers in developing countries to put in place climate change policies and negotiate policies for after 2012.

## weblinks

- Energy security and climate change section on the FCO website: [www.fco.gov.uk](http://www.fco.gov.uk) > International Priorities > Energy Security & Climate Change
- Department for Environment, Food and Rural Affairs: [www.defra.gov.uk](http://www.defra.gov.uk)
- Department of Trade and Industry: [www.dti.gov.uk](http://www.dti.gov.uk)
- Department for International Development: [www.dfid.gov.uk](http://www.dfid.gov.uk)
- International Energy Agency: [www.iea.org](http://www.iea.org)





Meeting of women councillors in Chakwal, Pakistan, as part of the Global Opportunities Fund 'Pattan' project which aims to improve the effectiveness of women councillors, March 2007



"The British Embassy Bogotá is an important source of support for Peace Brigades International Colombia in its aim of protecting human rights defenders and facilitating their work whilst also drawing attention to the plight of internally displaced communities. The Embassy always proves to be receptive to PBI's concerns regarding the personal security of human rights defenders, and likewise has publicly advocated the legitimacy and importance of their work."

**Peace Brigades International**



Performance on this SP is assessed by  
PSA 7 (Engaging with the Islamic world)  
& PSA 8 (Sustainable development) –  
please refer to pages 162 and 164

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

"Sustainable development aims to enable all people everywhere to satisfy their basic needs and enjoy a good quality of life, without compromising those of future generations. It is central to our foreign policy. In 2006/07 we focused on embedding sustainable development in multilateral institutions, improving environmental democracy and governance of natural resources, strengthening links between business and development, and building stronger relationships with the major emerging economies. In January 2007 we set out our aims and role in our Sustainable Development Action Plan.

2006 was an exceptional year for international human rights, with the establishment of the UN Human Rights Council

and adoption of new conventions. In the EU, we focused on bringing human rights into every area of European activity, implementing worldwide lobbying campaigns, and supporting human rights defenders. I have attended meetings with our expert advisory panels on priority issues, and more meetings are planned. We use the guidance of those sitting on the panels to focus the work of the FCO and our Posts. I ask human rights NGOs to brief me before my official visits and had discussions with them before each session of the Human Rights Council."

**Ian McCartney**  
Minister of State



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

### Sustainable development

According to the UK's sustainable development watchdog – the Sustainable Development Commission – the FCO has made a good start in putting in place our sustainable development strategy, but we must continue to build sustainable development in all activities.<sup>1</sup> Our sustainable development action plan,<sup>2</sup> published in January, sets out our commitments for 2007/08. We will review progress annually and publish our conclusions at [www.fco.gov.uk/sustainabledevelopment](http://www.fco.gov.uk/sustainabledevelopment).

### Engaging the emerging economies

We worked with DEFRA and DfID to strengthen ties with Brazil, China, India, Mexico and South Africa on sustainable development. We helped launch high-level

talks on sustainable development with Brazil and Mexico, building on talks with China and India launched in 2005. In each case, we have developed contacts and workstreams. For example we established a working group with China on forestry to tackle domestic timber production and China's role in the international timber trade.

### Environmental governance and natural resource management

We promoted environmental governance in Latin America by supporting the Access Initiative and Partnership for Principle 10 which stresses the need for public participation in decision-making, and access to information and justice on environmental matters. We encouraged governments to join Partnership for Principle 10 through our network of sustainable development attachés overseas. In April 2006, encouraged by UK lobbying, the Indonesian Government committed to join. At least one other 'developed' government is expected to join in 2007.

We promoted managing sustainable natural resources, and are helping to put in place the DfID-led White Paper *Making Governance Work for the Poor*<sup>3</sup> to ensure that a sustainable environment helps to reduce poverty. We supported the High-Seas Taskforce in its efforts to combat illegal, unregulated and unreported fishing, and lobbied ahead of the International Whaling Commission meeting last June to maintain the moratorium on commercial whaling. Through the EU and bilaterally, we built support for regional forest law enforcement and governance processes that help ensure forests are sustainably managed. We successfully

Staff from the British Embassy Beijing meeting Rev. Yu Xinli, President of the Beijing Christian Council, outside Chaoyang church, March 2007



<sup>1</sup> See *Strategic Assessment: Foreign & Commonwealth Office Sustainable Development Strategy 2005*, October 2006:

[www.fco.gov.uk/Files/KFile/finalreportsde211106.pdf](http://www.fco.gov.uk/Files/KFile/finalreportsde211106.pdf)

<sup>2</sup> *FCO Sustainable Development Action Plan*, January 2006: [www.fco.gov.uk/Files/KFile/SDAP%20part%201.pdf](http://www.fco.gov.uk/Files/KFile/SDAP%20part%201.pdf) (Part 1) and

[www.fco.gov.uk/Files/KFile/SDAP%20part%202.pdf](http://www.fco.gov.uk/Files/KFile/SDAP%20part%202.pdf) (Part 2)

<sup>3</sup> *Making Governance Work for the Poor*, July 2006: [www.dfid.gov.uk/wp2006](http://www.dfid.gov.uk/wp2006)

urged the Russian G8 presidency to take forward the Gleneagles commitments on illegal logging.

### **International governance for sustainable development and poverty reduction**

We helped secure a good recommendation on environmental and sustainable development from the UN Secretary-General's high level panel on system-wide coherence. This offers an important opportunity to strengthen environmental governance internationally, alongside other recommendations for a stronger UN role in development and humanitarian assistance. The panel was an opportunity to promote UK views on the Millennium Development Goals and reducing poverty. Our Posts helped obtain wider international backing for the recommendations. Through our actions the 2005 UN World Summit outcomes will be followed up through the 61st General Assembly. We worked with DEFRA during EU preparations for the 14th session of the UN Commission on Sustainable Development, and at its annual bilateral meeting with the UN Environment Programme.

With DEFRA we ensured that the EU position on sustainable development (including EU environment legislation) reflects UK priorities. As a result the EU's revised sustainable development strategy, agreed at the June European Council, emerged as a single, coherent document, covering key UK interests such as the Lisbon Agenda (the EU's action plan on jobs and growth) and climate change. It also included the proposal that aviation be governed by the EU Emissions Trading Scheme.

### **ACTION THROUGH THE COMMONWEALTH**

The UK became a member of the Commonwealth Ministerial Action Group (CMAG) again in September. Lord Triesman, the FCO minister responsible for the Commonwealth, took part in the CMAG meeting in December which suspended Fiji from the Councils of the Commonwealth following the coup d'etat.

We have been a strong supporter of the Commonwealth Secretary General's Commission on Respect and Understanding which is exploring initiatives to promote mutual understanding and respect among all faiths and communities in the Commonwealth, providing £60,000 towards its work. The Commission is analysing how successful Commonwealth communities work, and how they can be replicated. Their finding will be discussed by Commonwealth Heads of Government in Kampala in November 2007.

The FCO provided financial support for the Commonwealth Election Monitoring Mission to Lesotho to ensure free and fair elections.

### **Sustainable tourism**

We supported the Travel Foundation in promoting sustainable tourism that benefits the people, economy and environment in overseas destinations. This includes funding a Travel Foundation project in the Caribbean to identify opportunities for local farmers to benefit from tourism, for example, by supplying produce to hotels.

### **Overseas Territories**

We worked with DfID to support the sustainable development of the UK's Overseas Territories, helping them put in place their environment charters. Using the Overseas Territories Environment Programme we



funded 14 projects, worth almost £1 million. The projects included:

- environmental legislation
- restoring habitats
- managing ecosystems
- conservation
- ecotourism
- education.

### GREEN SCORPIONS AND WILDLIFE TRAFFICKERS

Through the Global Opportunities Fund Sustainable Development Programme we helped build capacity overseas to enforce environmental legislation. In South Africa, we funded a project to train 450 environmental management inspectors ('green scorpions') to deal with environmental crimes. Because we were involved, tackling environmental offences became a priority for the criminal justice system.

We also supported a project in Mexico run by the wildlife trade monitoring network, TRAFFIC, to combat illegal trade in wildlife such as reptiles, birds and cacti. We provided training workshops for inspectors at ports, airports and borders to help them enforce the law. The workshops are extremely popular and nearly 60% of inspectors have already been trained.



**British High Commissioner Paul Boateng signing a memorandum of understanding to establish the Green Scorpions project**

### International Finance Facility for Immunisation

With the Treasury, the FCO raised awareness and lobbied internationally on behalf of the International Finance Facility for Immunisation (IFFIm),<sup>4</sup> which aims to raise US\$4 billion over the next ten years from governments and private markets to be paid out through the GAVI Alliance (formerly the Global Alliance for Vaccines and Immunisation). Our embassy to the Holy See arranged for the Pope to buy the first IFFIm bond. Through IFFIm up to 500 million children will be immunised, saving an estimated five million lives and eventually wiping out polio.

### Human rights, democracy and governance

Our Posts work to achieve our human rights objectives by lobbying host governments, maintaining contacts with civil society and managing projects.

### Bicentenary of the Abolition of the Slave Trade Act

The FCO has been closely involved in government events to commemorate the bicentenary of the passing of the Abolition of the Slave Trade Act. As well as reflecting on the past, the anniversary provided an opportunity for the FCO to redouble its efforts on contemporary slavery, which has long been a concern. On 27 March 2007, the FCO launched a worldwide lobbying campaign on the ratification and implementation of international standards that prohibit slavery.

<sup>4</sup> [www.iff-immunisation.org](http://www.iff-immunisation.org)

### Global action through the United Nations

We campaigned for election to the new UN Human Rights Council in Geneva. In 2006, while preparing for the elections, we published a set of voluntary pledges and commitments on promoting and protecting human rights.<sup>5</sup> The UK's commitments cover four areas:

- working in partnership to make the Council a success
- supporting other UN bodies
- advancing the highest standards of human rights internationally
- upholding the highest standards at home.

As a member, we aim to ensure that the Council tackles the human rights issues which are causing the greatest concern and establishes effective working methods.

During 2006 there were useful talks between the High Commissioner on Human Rights and the UN Special Rapporteurs. The Council agreed that NGOs should take part. Because of the time spent on the Middle East, there was little time for other issues. However in December a special session was agreed to tackle the situation in Darfur as well as a mission to assess the situation there. Building an effective Council remains a high priority for the UK.

We worked through the UN General Assembly to promote international agreement on issues including religious tolerance and abolishing slavery. We helped secure resolutions to highlight and condemn human rights violations in Belarus, Burma, Iran and North Korea.

### UN CONVENTION ON DISABILITY RIGHTS

The convention does not create new rights, but binds states to ensure that disabled people have equal access to their human rights. We worked closely with the Department for Work and Pensions (DWP) and the disability rights activist, Dr Richard Light, to negotiate this new convention. In December 2006 the FCO hosted a joint event with DWP and DfID to discuss with human rights NGOs, disability groups, parliamentarians, foreign embassies and others how we can work together to promote the convention in the UK and abroad. The FCO is running a worldwide lobbying campaign to encourage other states to ratify and implement the Convention.



The UK was among the first countries to ratify the optional protocol to the UN Convention Against Torture. This requires effective national monitoring of prisons and places of detention. Our worldwide campaign to encourage other states to ratify was successful in June 2006 when the Protocol came into force; in total 32 states had signed or agreed to sign by March 2007. The UK candidate, Silvia Casale, was elected to the optional protocol to the UN Convention Against Torture sub-committee in December.

We played a leading role in negotiating UN Conventions on disability rights and on enforced disappearances, both adopted in December 2006.

<sup>5</sup> *UK Pledges and Commitments on Human Rights, April 2006:* [www.fco.gov.uk/Files/KFile/PLEDGES%20AND%20COMMITMENTS%20FINAL.pdf](http://www.fco.gov.uk/Files/KFile/PLEDGES%20AND%20COMMITMENTS%20FINAL.pdf)



### European Union

Promoting human rights around the world is a major focus of the EU's Common Foreign and Security Policy. We have worked with partners to put in place EU guidelines for action on:

- torture
- the death penalty
- human rights defenders
- children and armed conflict.

Talks on human rights were also held with Russia and China.

The EU followed up our presidency's initiative to ensure that every area of EU activity considers human rights. In 2006 the European Council decided that human rights

and gender would be considered in European military and police missions.

The EU has maintained a particular focus on women who defend human rights. Staff in our Posts meet human rights defenders frequently and support their work.

### Human rights priorities

The FCO has six independent expert panels on:

- torture
- freedom of religion
- freedom of expression
- child rights
- rule of law
- abolishing the death penalty.

They are made up of NGO representatives, academics, lawyers, other experts and interested groups and meet twice a year to help give strategic direction to our work.

We promoted universal abolition of the death penalty by lobbying bilaterally and contributing to the EU's campaign to target countries close to abolition. We funded projects to support abolition, for example in the Philippines, which abolished the death penalty in June 2006.

We marked the UN International Day for Victims of Torture on 26 June 2006 by launching the handbook *Medical Investigation and Documentation of Torture*. This was the latest in a series of publications produced by Essex University with FCO support which are

## lessons learned

### MAKING PROGRAMME FUNDS MORE EFFECTIVE

We found that to deliver SP7 effectively, we had to sharpen up one of our main policy tools – the Global Opportunities Fund Sustainable Development Programme. By separating human rights from sustainable development we tied resources closely to each, distinct area of work. We gave the programmes a tighter focus, with fewer priorities and themes, and clearer indicators. For example, under the Sustainable Development Programme we will now support projects under three main themes: environmental democracy, managing sustainable forests and sustainable tourism.

For each theme we will fund projects that will achieve 'real-life' impacts, for example projects that put in place legislation more effectively, increase opportunities for the public to take part in decision-making, make commitments from governments on forest governance, or develop performance standards for hotels and tour operators. Early signs are that this approach will help overseas Posts put in place more cost-efficient and effective projects.



used by people around the world who are working to combat torture.

Ian McCartney supported the aims of an international coalition of over 70 NGOs, including Save the Children, to focus the Human Rights Council's attention on the rights of the child.

Our Posts promoted freedom of expression, lobbying on behalf of imprisoned writers and journalists in countries such as China, Colombia and Iran. We organised human rights training for journalists in Saudi Arabia, and supported a radio station that transmitted into Zimbabwe from outside the country.

In 2007 we created a separate fund for human rights under the Global Opportunities Fund. This allocated about £6.9 million to human rights and democracy projects, including £4.1 million grant-in-aid for the Westminster Foundation for Democracy.

### Zimbabwe

Our main objective in Zimbabwe is to promote human rights, democracy, credible elections, good governance and economic reform. We pursue this through various multilateral organisations to isolate the Zimbabwe government and increase international pressure for reform. At the EU we have maintained targeted measures against leading members of the Mugabe regime, and at the UN we have ensured Security Council focus, including a UN Office for the Co-ordination of Humanitarian Affairs (OCHA) briefing of the Council on 30 March, and strong EU and UK statements at the Human Rights Council on 29 March. We also pursue this objective with African leaders, urging them to accept that



the responsibility to solve the crisis is as much theirs as Zimbabwe's.

We maintain pressure on the ground, too. Our Post in Harare supports human rights defenders and other groups pushing for democratic change in Zimbabwe, including through the use of ACP funding (£2.5 million allocated for 2007/08). Our bilateral assistance, which amounted to £40 million in the last year alone, is helping to keep over one million Zimbabweans alive. We will maintain both this support and the pressure (particularly at the UN and in Africa) until good governance and all its tenets are restored in Zimbabwe.

### Annual human rights report

Our *Annual Report on Human Rights*,<sup>6</sup> published in October 2006, describes our work on human rights around the world.

**Foreign Secretary  
Margaret Beckett at the  
launch of the 2006 Human  
Rights Annual Report,  
October 2006**

<sup>6</sup> *FCO Human Rights Report 2006*, October 2006: [www.fco.gov.uk/humanrights](http://www.fco.gov.uk/humanrights)

## weblinks

- Sustainable development section on the FCO website: [www.fco.gov.uk](http://www.fco.gov.uk) > International Priorities > Sustainable Development
- Human rights section on the FCO website: [www.fco.gov.uk/humanrights](http://www.fco.gov.uk/humanrights)
- UN Human Rights Council: [www.ohchr.org/english/bodies/hrcouncil](http://www.ohchr.org/english/bodies/hrcouncil)
- UN Millennium Development Goals: [www.un.org/millenniumgoals](http://www.un.org/millenniumgoals)
- UN Division for Sustainable Development: [www.un.org/esa/sustdev](http://www.un.org/esa/sustdev)
- Department for Environment, Food and Rural Affairs: [www.defra.gov.uk](http://www.defra.gov.uk)
- Department for International Development: [www.dfid.gov.uk](http://www.dfid.gov.uk)
- Westminster Foundation for Democracy: [www.wfd.org](http://www.wfd.org)

Staff working in the visa section  
of the British High Commission,  
Abuja, February 2007



"The Migration Fund is an unusual and successful effort to address migration issues of concern to the British Government in very practical ways. [The International Organisation for Migration] has benefited greatly from it, both through the nine projects currently funded around the world, and through its support for IOM activity in the UK. The Fund provides a much-needed means of dealing with migration – a quintessentially cross-cutting subject – on an inter-ministerial basis."

**Jan de Wilde, Chief of Mission, IOM London Office**

# Managing migration and combating illegal immigration



Performance on this SP is assessed by PSA 9 (Entry clearance performance indicators) – please refer to page 167

"Migration is a global phenomenon. There are many causes, ranging from the opening up of labour markets and the speed and ease of international travel on the one hand to war, political unrest and economic disadvantage on the other.

The FCO's SP on managing migration effectively and combating illegal immigration recognises the important and unique contribution we make, through our overseas Posts and our in-depth knowledge of countries and international organisations, to achieving the Government's objectives in this area.

Our work on migration is multi-faceted and cross-cutting. To reduce the harm to the UK from international crime (SP2) we are taking action to tackle people smuggling and human trafficking. Migration is an increasingly important element of our co-operation with EU partners (SP4). In preventing and resolving conflict (SP3) and promoting sustainable development, underpinned by democracy, good governance and respect for

human rights (SP7) we are addressing some of the root causes of migration.

Through our overseas Posts we provide a platform from which UKvisas (jointly operated by the FCO and the Home Office) operate an effective overseas entry clearance service. And our country expertise is crucial in promoting legal migration, ensuring that the UK attracts the skills, students and visitors our economy needs, and establishing sustainable arrangements for returning immigration offenders to their country of origin. Close co-operation between the FCO and the Home Office ensured that in 2006 we achieved the Prime Minister's 'Tipping the Balance' target,<sup>1</sup> which seeks to return more failed asylum seekers than seek to enter the UK. Following my appointment as the Prime Minister's Special Envoy on Returns, I hope to provide further impetus to this work."

**Lord Triesman**  
**Parliamentary Under-Secretary of State**

<sup>1</sup> The Tipping the Balance target states that the number of failed asylum applicants removed each month exceeds the number of new asylum applicants who, it is predicted, will not be granted leave to remain in the UK as a result of their asylum application



## Managing **migration** and combating illegal immigration

### Managed migration

Introducing the new points based system<sup>2</sup> will transform our immigration system. Rolling out between 2007 and 2009, its structured and objective criteria will provide a more efficient system for processing applications from those who want to come to the UK to work or study. In the UK and at our Posts overseas, we have been explaining the points based system to foreign governments and overseas stakeholders. Introducing the scheme will help boost Britain's economy by bringing in workers with the skills our economy needs and ensuring that the UK is easy to visit legally.

### Asylum

The FCO has worked closely with other government departments, in particular the Home Office and the Department of Constitutional Affairs, to support improvements to the asylum decision-making process. Our aim is to ensure that asylum decisions are well founded and justifiable and that we can return asylum seekers whose claims have failed to their country of origin. To improve the process we have done the following.

- We have provided targeted and up-to-date contributions to Home Office country of origin information reports and operational guidance notes (which decision-makers and others involved in processing asylum applications rely on).
- We have arranged training for FCO staff in London and overseas who contribute to country of origin information reports. We

have also arranged 'familiarisation' visits for Home Office staff to our Posts in countries which generate large numbers of asylum seekers.

- We have provided advice to the Home Office on the conditions in countries being considered for non-suspensive asylum appeals (appeals which can only be made from overseas because claims for asylum are clearly unfounded). We have also been an observer on the Advisory Panel on Country Information, the independent body that considers the information about countries of origin which the Home Office bases its decisions on.

### Returning immigration offenders

Ensuring that immigration offenders are returned to their country of origin is crucial if we are to maintain public confidence in the immigration system. The FCO works to ensure that fighting illegal immigration is a priority in the UK's bilateral and multilateral relations. Working with the Home Office, we have drawn on our knowledge of countries and international organisations to help establish workable arrangements for returning immigration offenders, including failed asylum seekers and foreign national prisoners, to their countries of origin.

We have also provided guidance and training to the staff of the Home Office Immigration and Nationality Directorate's (IND)<sup>3</sup> local enforcement offices whose work can bring them into contact with foreign diplomatic missions in the UK. This cross-departmental effort has delivered important results. The Prime Minister's Tipping the

<sup>2</sup> For further information, see:

[www.ind.homeoffice.gov.uk/aboutus/reports/points\\_based\\_system](http://www.ind.homeoffice.gov.uk/aboutus/reports/points_based_system)

<sup>3</sup> From 2 April 2007, the Border and Immigration Agency assume the responsibilities of the Immigration and Nationality Directorate





Balance target, which aims to return more failed asylum seekers than are trying to enter the UK, was achieved in 2006: in total, during 2006 we returned 18,235 failed asylum seekers (including dependants) from the UK. Lord Triesman's appointment as the Prime Minister's Special Envoy on Returns in January 2007 will give added impetus to this work.

### Assisted voluntary returns

We have supported Home Office efforts to increase the number of failed asylum seekers who return voluntarily to their home countries through a programme of assisted voluntary returns (AVRs). In 2006 we returned almost 4,730 immigration offenders in this way. Our efforts have been aimed at:

- increasing awareness of the AVRs scheme in the communities concerned

- ensuring that foreign governments co-operate in the process
- providing advice about specific countries so that AVRs can be carried out as effectively as possible.

In January 2007 we worked with IND on a pilot project promoting AVRs to three countries of origin for high numbers of immigrants. We will continue to evaluate the results of the pilot with a view to extending this targeted approach to other countries. Outreach work in this area is also important. In 2006, FCO experts took part in Home Office meetings with Iraqi and Afghan community groups, to help promote the option of voluntary return. In 2006, 1,575 Iraqi and 515 Afghan failed asylum seekers,<sup>4</sup> including dependants, were returned through AVR programmes to Iraq and Afghanistan respectively.

<sup>4</sup> These figures for AVR are provisional, have been rounded to the nearest five and may include some cases where enforcement action had been initiated





### FCO migration fund

To support our work on migration, in 2006/07 the FCO's migration fund provided £1.5 million to support 33 projects in 24 countries. These were aimed at strengthening the capacity of priority source and transit countries to manage migration effectively. The fund focuses in particular on projects aimed at:

- developing sustainable arrangements for returning immigration offenders
- raising awareness of ways to visit the UK legally
- highlighting the dangers of illegal immigration.

We give priority to projects from the top 20 source countries for unfounded asylum claims, countries on the transit routes from East and West Africa and Eastern Europe and other countries that pose an immigration threat to the UK.

### Wider international engagement

During the past year there has been a series of high-profile meetings on migration at EU and international level. In December 2005 the EU adopted the European Council Conclusions which called for increased communication on migration between the EU and Africa, and two ministerial events focused on this priority in 2006. Against the background of increased numbers of illegal migrants from Africa to Europe, a regional ministerial conference took place in July in Rabat which focused on improving how migration flows through West Africa are managed. In November, there was a ministerial meeting in Tripoli, which brought together ministers from EU and African states. They reached agreement on the need to develop a partnership approach to managing migration for the benefit of countries of origin, transit and destination.

In September, the UN organised high level talks on the complex relationship between migration and development. Discussion was wide ranging and examined ways in which managed, legal migration can be a positive force for developing and achieving the Millennium Development Goals. The Secretary-General proposed creating a non-binding, consultative forum, led by member states, to follow up the high level dialogue. Belgium will host the forum in July 2007. Alongside this, we have worked closely with DfID and the Home Office to identify positive links between migration and development.

### UKvisas

Jointly operated by the FCO and Home Office, UKvisas is the overseas arm of the UK's

## MIGRATION STATISTICS

In 2005, there were 190 million international migrants (3% of the world's population), up from 76 million in 1960 (*World Migration 2005: Costs and Benefits of International Migration*, International Organisation for Migration 2005).

Legal migration to the UK rose from 314,000 in 1994 to 582,000 in 2004 (Office for National Statistics data).

Since 1997 removals of principal asylum applicants (applicants with dependants) have risen 127% (Home Office data).

In December 2005, 83% of failed asylum seeker removals required the provision of new documents before removal (*Fair, Effective, Transparent and Trusted. Rebuilding Confidence in Our Immigration System*, Home Office, July 2006).

integrated border management. Its goals are to bring communities together and improve the UK's competitiveness as a destination for travel, trade, migration and investment through programmes that prevent immigration abuse, deliver value for money and earn public confidence. UKvisas therefore has to deliver an attractive, high-quality service alongside effective immigration control, while application numbers rise. That means making the right decisions on who gets a visa and doing so quickly and efficiently. To achieve this it works in close partnership with the FCO and the Home Office, and other bodies such as VisitBritain, the British Council, UK Trade & Investment (see also chapter on SP5) and not-for-profit organisations.

### The visa operation

UKvisas manages over 150 visa sections around the world in British embassies, high commissions and consulates. Over 2,500 employees are directly involved in the overseas visa operation with about 280 working in London. Visa sections around the world employ over 850 British staff from the FCO and the Home Office, and more than 1,500 local staff. They received over 2.5 million visa applications in 2005/06 (the latest figures available), processing over 90% of all straightforward applications within 24 hours. The visa operation is self-funding through collecting visa fees.

### UKvisas' challenge

Over the next decade, the impact of globalisation on mobility (free movement) and migration will increase. Demand for visas in India, China and other major emerging

## lessons learned

### REDOCUMENTING IMMIGRATION OFFENDERS

Establishing sustainable arrangements for returning immigration offenders requires close co-operation not only with foreign governments but also between the FCO and the Home Office IND. An important aspect of this co-operation is establishing the identity and nationality of immigration offenders so we can obtain travel documents to return them to their country of origin. This is known as 'redocumentation'.

In November 2006, the Prime Minister's Delivery Unit organised a workshop which examined the process for redocumenting immigration offenders. This brought together staff from the FCO's overseas Posts and London-based geographical desks and the Home Office IND. The workshop highlighted the importance of effective co-ordination between the FCO's diplomatic efforts to encourage foreign governments to redocument their nationals and the timing of IND-led activities to prepare redocumentation requests, make effective use of detention places, organise return flights and arrange for immigration offenders to be received back in their country of origin. This helped the FCO and IND to meet the Prime Minister's Tipping the Balance target for returning failed asylum seekers.

economies has roughly kept pace with economic growth in the past few years, and economic growth is a major factor in the demand for visas. We are anticipating marked changes in mobility as economic thresholds are reached which will bring major opportunities for the UK, along with major risks. UKvisas must respond to this increasing demand in new ways, while continuing to deliver the service and control that the UK public, stakeholders and customers expect.



### Comprehensive performance management

UKvisas is developing a 'balanced scorecard' to take a more comprehensive approach to performance management. The scorecard has five top-level outcomes, derived from its mission statement and reflecting its priorities:

- control
- competitiveness
- costs
- capabilities
- confidence.

Outsourced VFS Global visa application centre, Beijing, March 2007

These will form the basis of a new business plan for the 18 months to March 2008.

### Improved efficiency and service

UKvisas has:

- delivered more streamlined processes for visa management
- developed online applications
- outsourced some administrative functions to commercial partners in its largest markets.

This has enabled it to manage a 50% increase in demand with only a 20% increase in staff -



an efficiency improvement of 25%.

UKvisas is increasing its investment in training and development to raise the standards of everyday work and to prepare for the systems of the future. There will also be more refresher and specialist training in regional training centres.

In January 2007 the UKvisas office in New York was assessed for the Charter Mark<sup>5</sup> and proved successful. UKvisas aims to roll out the Charter Mark across the network.

UKvisas is working with strategic partners – VisitBritain, the British Council and UK Trade & Investment – to develop joint marketing strategies in key markets to promote the visa service as part of the 'welcome to Britain' message. It is also developing and improving its information services for visa applicants through its website, leaflets, public enquiry lines and other means. At the same time it wants to work more closely with not-for-profit immigration advice groups such as the Immigration Advisory Service who provide a valuable service for visa applicants. It is in everyone's interests that genuine visa applicants are properly informed about the visa process from a wide range of sources and are able to get it right first time.

Working with the Home Office and the FCO, UKvisas has carried out a public consultation about the fees to be charged for visas from 1 April 2007.<sup>6</sup>

UKvisas is looking to its commercial partners to help improve customer service and would like to see:

- expanded local networks

- longer opening hours

- a better customer experience at more accessible premises – including help with online applications and premium services for business travellers

- in some places, interviews by videoconference.

## BIOMETRICS

UKvisas is on course to meet the Government's commitment to collect biometric data from everyone applying for a visa by 2008. UKvisas began using it overseas in autumn 2006 and is introducing the system incrementally, with each location going live as soon as the equipment has been installed. Everyone applying for a visa in the 63<sup>7</sup> countries where the equipment has been installed must provide biometric data (digital photograph and electronic 10-fingerscan) as part of their application. The data collected is transmitted to the UK for checking.

Customers are able to submit their biometric data at a number of locations. This includes the offices of UKvisas' network of commercial partners overseas, which provides services direct to its customers including receiving and checking visa applications and processing fees. The commercial partners' network recently expanded, and now covers 87% of visa demand.

By 14 March 2007, over 2,700 overseas visa applicants who had provided biometric data, had been identified as having previously been fingerprinted in the UK in connection with an immigration issue or an asylum claim. Biometric data is a useful tool for entry clearance officers (ECOs), providing a resource that helps them make more considered decisions about whether an application meets the requirements of the immigration rules.<sup>8</sup> Biometric data has helped in cases where:

- ECOs require confirmation of an applicant's immigration history
- ECOs need to substantiate previous asylum claims
- seemingly straightforward cases have proven to be otherwise
- applicants are using a different identity or have concealed a previous stay in the UK.

<sup>5</sup> A Charter Mark is a national customer service standard that offers public sector organisations the opportunity to work through a customer-focused improvement programme to be recognised for providing excellent customer service

<sup>6</sup> *A Response to the Consultation on a New Charging Regime for Immigration & Nationality Fees*, March 2007: [www.fco.gov.uk/Files/kfile/FeeIncreaseResponse.pdf](http://www.fco.gov.uk/Files/kfile/FeeIncreaseResponse.pdf)

<sup>7</sup> Figure as at 14 March 2007. Countries are mainly in Europe, Africa and South America.

<sup>8</sup> See: [www.ind.homeoffice.gov.uk/lawandpolicy/immigrationrules](http://www.ind.homeoffice.gov.uk/lawandpolicy/immigrationrules)



## lessons learned

### QUALITY OF DECISION-MAKING

UKvisas is working to tackle issues surrounding the quality of decisions we make about individual cases and its consistency of decision-making across the network. Its aim is to strike the right balance between control and helping people to enter the country. Although refusal rates are rising, more visas have been issued than ever before, with most decisions not questioned. Where appeals are made, they are only successful in around 4% of cases. However, even though success rate at appeal can indicate the quality of decision-making, there is no simple connection between the two. A number of factors that have no bearing on the quality of the initial decision may affect the outcome of an appeal, including new evidence and changes to case law.

Training courses for relevant staff have been improved, a helpline to answer questions from decision-makers has been established, and the role of the independent monitor for entry clearance has been improved.

UKvisas is freeing up extra resources at Posts to give more time for decisions to be reviewed and quality-controlled. It has also issued guidance on refusal notices and appeals. This includes standard wordings for refusal notices and good practice guidance for the general handling of appeals. These will help us to support decisions better at appeal.

These and other improvements will enable UKvisas to set and monitor specific quality targets. They will also provide continuous feedback of lessons learned from appeal decisions which we can use for future staff training needs, competencies and guidance.

UKvisas is working closely with the Home Office, FCO and other stakeholders to develop the new points based system (see also earlier in this chapter) for admission to the UK for work or study. This will be introduced between 2007 and 2009. As well as being simpler and clearer for applicants and staff, the points based system will also help staff to be consistent in the way they make decisions.

The next major step in UKvisas' ability to deliver an efficient and cost-effective visa operation will be developing hub-and-spoke operations over the next three to five years. Under this system, passports are printed and produced at regional 'hubs' while 'spoke' Posts concentrate on dealing with customers and handling applications. Parts of the network already operate in this way, and we have set up a programme team to look into how we can apply this model to the entire network. The model will build on our success with putting in place biometrics and forging commercial partnerships, further improving decision-making and building on high standards of control and customer service.

### Managing risk

UKvisas has introduced a network of 27 risk assessment units overseas, providing intelligence that is helping both to improve decision-making and combat abuse of the visa process. Risk assessment units help visa staff identify and process low risk applications more quickly, enabling resources to be directed to those that require closer scrutiny. Posts with access to the intelligence support provided by the units now handle over 70% of visa applications. Through developments on





risk assessment, intelligence and forgery detection, refusal rates have doubled to 19% in the four years to 2005/06.

In February 2007, UKvisas opened a risk assessment operations centre – a dedicated unit responsible for co-ordinating risk assessment unit work and providing intelligence and information from UK-based sources. The centre is developing a robust measurement and inspection regime to monitor output and ensure that the intelligence is being used effectively. It will also oversee the network's expansion to 36 risk assessment units in the coming year.

As they develop, risk assessment units will become more strategic, focusing on:

- liaising with local authorities to disrupt criminal networks

- developing arrest programmes
- working with communications teams to deter fraudulent applicants
- analysing new risk trends.

They will also be involved in work on criminal terrorist threats, which requires more targeted techniques, in liaison with the intelligence and security agencies overseen by UKvisas' border management programme.

**An electronic fingerscan is taken from a visa applicant, Islamabad, March 2007**

## weblinks

- UKvisas: [www.ukvisas.gov.uk](http://www.ukvisas.gov.uk)
- Home Office Border and Immigration Agency: [www.ind.homeoffice.gov.uk](http://www.ind.homeoffice.gov.uk)
- Immigration Advisory Service: [www.iasuk.org](http://www.iasuk.org)
- International Organisation for Migration: [www.iom.int](http://www.iom.int)



A member of FCO staff assists a British national during the evacuation operation from Lebanon, July 2006

FOREIGN AND COMMONWEALTH  
OFFICE OFFICIAL

"I wish to express my thanks and those of the Trustees for the assistance given by FCO staff in Lebanon to my colleague Sarah Collins and her fellow archaeologists working on the British Museum excavation at Sidon. Without the embassy's help, their exit would have been far more difficult and dangerous. In the event, thanks to the impeccable work of the embassy staff and the Captain and crew of HMS York, they were able to return safely to the UK."

**Director of the British Museum, Neil MacGregor, September 2006**



Performance on this SP is assessed by PSA 9 (Consular performance indicators) – please refer to page 167

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

"There is no more important service provided by the Foreign and Commonwealth Office than our support to British nationals abroad. These services are the FCO's shop window – the side of our work by which most of the public know us.

This last year has been one of major challenges which have shown our capacity to innovate and work in new and impressive ways.

We dealt with:

- the World Cup in Germany, a flexible operation run with mobile teams
- the evacuation from Lebanon, using our largest-ever rapid deployment team

- the delivery of a new biometric passport service in almost 100 of our overseas Posts, a ground-breaking IT project delivered on time and budget.

We set too the framework for further change – developing a new Consular Strategy for 2007/10.

I am confident that our consular services are among the very best provided by any nation; and I'm proud of the staff who deliver them. We will continue to change and innovate so as to make them even more professional, consistent, efficient and high-quality in the years ahead."

**Lord Triesman**  
Parliamentary Under-Secretary of State





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

### Delivering high-quality support to British nationals abroad

In 2005/06, the last year for which full figures are available, our staff:

- dealt with 3,176,264 enquiries from British nationals
- issued 449,164 standard British passports, 9,212 emergency passports and 2,648 temporary passports
- helped 27,772 people in serious distress<sup>1</sup> (including about 4,000 deaths, 4,000 hospitalisations and just under 6,000 cases of British nationals being detained abroad).

Over the year, we supported over 100 British families affected by new cases of international child abduction, and helped around 200 British nationals to escape from forced marriages overseas. A 2006 government consultation<sup>2</sup> asked whether forcing someone into marriage should be a specific criminal offence; the majority of respondents believed that existing legislation was sufficient and that we should focus resources on:

- education and awareness raising
- improved joint working across and outside government
- making better use of existing legislation.

In January 2007 we agreed a two-year strategy to take forward the key

recommendations of the consultation.

At any one time there are about 2,500 British nationals in prison around the world. Of these, 11 were on death row as of 8 March 2007. In such cases, we make strong representations against the death penalty.

This year Mirza Tahir Hussain, a British national, faced execution in Pakistan for the murder of a taxi driver in 1989. The British High Commission in Islamabad and the FCO in London worked closely with human rights organisations, parliamentarians and the EU to prevent Mr Hussain's execution.

On 16 November 2006, the Pakistani authorities announced that President Musharraf had commuted Tahir's death sentence to life on humanitarian grounds. Having served 17 years in prison, Mr Hussain was eligible for release; he returned to his family in the UK on 17 November 2006.

"We understand that numerous ministers and [the Prime Minister] raised [Tahir's] case and that officials in London and Islamabad made a huge effort on his behalf, in some cases over a number of years. We, alongside the coalition of organisations working to secure the commutation of this sentence, enjoyed working in co-operation with the FCO and having the opportunity of open dialogue with government representatives."

Kate Allen, Director,  
Amnesty International UK.

The UK will shortly sign a new bilateral prisoner-transfer agreement with Pakistan. A total of 43 prisoners from around the world

<sup>1</sup> Our statistics for situations of serious distress include: deaths overseas, hospitalisations, detentions, forced marriages, child abductions, rapes and other situations requiring a high level of consular support

<sup>2</sup> *Summary of responses to the consultation on the criminalisation of forced marriage*, June 2006: [www.fco.gov.uk/Files/KFile/05062006%20Final%20FM%20Report%20NJA.pdf](http://www.fco.gov.uk/Files/KFile/05062006%20Final%20FM%20Report%20NJA.pdf)

**FARAH'S STORY**

Three years ago Farah's family agreed that she could marry her boyfriend in the UK, but then they tricked her into going to Pakistan by telling her that her grandfather was dying. In fact, they planned to force her into marrying someone else.

Farah's family confiscated the mobile phones she was carrying, so she was unable to contact friends in the UK. Her brother regularly beat her because she refused to accept the marriage.

Farah's boyfriend in the UK contacted the Foreign Office and the police to report that Farah was being held against her will in Pakistan. Our consular staff in Pakistan mounted a rescue mission and brought Farah to Islamabad. She had visible physical injuries. Our Forced Marriage Unit in London worked with Farah's boyfriend to arrange her return flight to the UK.

Farah returned to the UK the day after the rescue. It was now 2006; she had been held in Pakistan for three years. Farah's boyfriend, who she had not seen in that time, met her at the airport. They married four days later.



transferred back to the UK in 2006 under such agreements.

Demands on consular staff remained high throughout the year. During the 2006 summer season our staff in Greece dealt with a series of particularly complex cases, including the accidental carbon monoxide poisonings of British tourists in Corfu, the death of a child in Crete and the hospitalisation of his father and sister.

**The 2006 World Cup**

The first part of the year was dominated by

preparations for the 2006 World Cup in Germany. A mobile team of consular staff with local experience led the operation to support travelling fans in difficulty, providing help to 234 people. They handled 88 detentions, seven missing people and one stranded child, and issued 27 emergency passports and 23 temporary passports. The team was backed by a 24-hour call centre in our embassy in Berlin, accessible through a widely publicised emergency number, which offered advice and help to hundreds more travelling fans.





Foreign Office minister Lord Triesman and ex-England captain David Platt at the launch of the 'Avoiding Penalties' campaign, April 2006

## lessons learned

### THE WORLD CUP

We conducted a full review of the lessons learned from the World Cup immediately following the tournament. The review showed:

- we can deliver a 'flexible service' through mobile teams setting up temporary consulates around match days in cities where England is playing
- we need to start contingency planning, budgeting and training early, and we need to staff consular teams as required to deal with peaks in demand
- the lead Post (in this case the embassy in Berlin) needs to provide clear direction of the overall effort which could be formalised for future tournaments by making the Ambassador 'senior responsible owner' for the operation
- providing a single emergency phone number publicised through a targeted, hard-hitting publicity campaign proved successful
- working with city mayors, chiefs of police and so on successfully helped to shape more positive expectations of England's travelling fans and reduced trouble.

We have built these lessons into our planning for the 2008 European Championships in Austria and Switzerland and the 2010 World Cup in South Africa.

To help fans avoid trouble and advertise the support available from our consular teams, we ran a high-profile publicity campaign, 'Avoiding Penalties', in the run-up to the World Cup. This information was presented in ways that fans responded to, such as a pocket-sized information card distributed at airports and with tickets, and a text message alert service.

The campaign cost £125,000 but gained exposure worth 25 times that figure thanks to the range of partnerships we developed, including with airports, airlines and companies such as TalkSport Radio and T-Mobile. It won the Travel Industry Advertising Award and the Civil Service Communications award, beating entries from across the whole of Government.

### Lebanon

As the conflict in Lebanon escalated in the early summer of 2006 (see chapter on SP3), we planned and delivered a large-scale operation to evacuate those British nationals and their families who wanted to leave. In addition to consular staff based in Lebanon and in Cyprus, we sent our largest-ever rapid deployment team of 116 staff, and more FCO

staff from around the region, to help with the evacuations.

Working with the Armed Forces, we helped about 4,600 people to get from Lebanon to safety in Cyprus. We helped over 2,250 people to travel on from Cyprus to the UK, mainly on specially chartered flights from the UK's Sovereign Base Areas on the island.

Our crisis response operation was active throughout the year, with rapid deployment teams responding ten times by the end of March to deal with situations such as the coup in Fiji (using our Hong Kong-based rapid deployment team), the bombings in Dahab (Egypt) and Marmaris (Turkey), and coach crashes in Seville and Jeddah.

### Change and innovation

By April 2006 we had in place a clear mandate for continuing the fast pace of change to our consular operation which we

have seen over past years. This flows from three key sources:

- the March 2006 White Paper, *Active Diplomacy for a Changing World*, which made support for British nationals abroad a Strategic Priority for the first time and set out a series of key aims for the next three to five years
- *Support for British Nationals Abroad: A Guide*,<sup>3</sup> launched by the former Foreign Secretary on 21 March 2006
- the report of the National Audit Office (NAO) on consular services,<sup>4</sup> published in November 2005, a review conducted at our request to help us deliver our strategy.

The key challenges that these documents set out are continually to raise the quality,

FCO staff at the launch of *Support for British Nationals Abroad: a Guide*, March 2006



<sup>3</sup> *Support for British Nationals Abroad: A Guide*, March 2006: [www.fco.gov.uk/Files/kfile/consularfullguide,2.pdf](http://www.fco.gov.uk/Files/kfile/consularfullguide,2.pdf)

<sup>4</sup> *National Audit Office report on consular services to British nationals*, November 2005: [www.nao.org.uk/publications/nao\\_reports/05-06/0506594.pdf](http://www.nao.org.uk/publications/nao_reports/05-06/0506594.pdf)



**Vice Consul Valentine Madojemu leaving Corradino prison, Malta, having visited British prisoners, October 2006**

consistency, professionalism and efficiency of the consular services we deliver, while responding to and managing changing public expectations.

*Support for British Nationals Abroad: A Guide* was the result of widespread consultation with Parliament, the travel industry, consumer groups, NGOs and others. For the first time it gave a comprehensive, public statement of what the FCO can, and cannot, do for British nationals in difficulty overseas. We have used it to drive through greater consistency in our service worldwide, for example by:

- conducting high-profile publicity campaigns about what support we can and cannot provide
- redesigning internal guidance
- restructuring consular training courses
- working with our Posts to identify areas where the service provided is not in

keeping with the guide and correcting this

- developing structures to ensure that the Guide is being consistently applied across the global network of Posts and monitoring this.

### **Implementing the review of consular services**

The publication of *Support for British Nationals Abroad: A Guide* fulfilled a central recommendation of the NAO's review of consular services in November 2005. As well as putting in place the recommendations in the guide, we completed work on all other NAO recommendations by our own deadline of February 2007.

We have introduced written tests and tests based on role-play for our consular training courses for UK-based and senior locally employed officers to raise the professionalism of consular staff. Officers must pass the course before taking up their postings. We will be extending this programme to courses for more junior locally employed staff next year.

We have restructured our 'Know Before You Go' travel safety campaign to target it at those travellers most at risk. We now have:

- new campaigns to promote safe travel to people from ethnic minorities
- produced a new guide to safe travel aimed at the older traveller, working with Lonely Planet
- communication campaigns in 12 resorts

promoting responsible tourism

- publicised case studies to demonstrate, for example, the dangers of retiring overseas without proper planning
- produced TV fillers (government information films) which have won numerous awards and gained coverage that would have cost several million pounds.

We have developed stronger partnerships to improve the service offered to our customers. These include:

- closer co-operation with other government departments on crisis response, including ensuring proper provision for victims returning to the UK after disasters overseas and more integrated operations in the case of emergency evacuations
- an agreement with the police to share call-handling with UK police forces during a major crisis
- negotiating an agreement with the police and UK Disaster Victim Identification Team on providing support to identify disaster victims in major crises overseas (to be agreed in the spring)
- deploying organisations with specialist skills with our rapid deployment teams (for example, British Red Cross and International SOS medical staff)

- an agreement with Age Concern to locate caseworkers in our Consulate in Palma (Majorca) to provide for elderly British nationals living in Spain
- closer work with the charity Prisoners Abroad, which provides services to British nationals imprisoned overseas, and Reprieve, which works on cases involving British nationals who are facing the death penalty in countries ranging from the US to Thailand and Vietnam.

We have added a new regional rapid deployment team to our teams in London and Hong Kong. The new team, in the United States, greatly increases the number of staff we have on standby to deal with emerging crises. We have opened a new purpose-built consular crisis centre in London. This can accommodate all our key officials and those from other government departments to provide integrated operations, improve the flow of information and speed up decision-making. The centre provides significantly improved call-handling.

Through these and other measures we have already put in place many of the recommendations of a further NAO review published in November 2006. Conducted with the specialist charity the Zito Trust, this review considered our response to the 2004 tsunami.<sup>5</sup> The Government will respond formally to this report in summer 2007.

<sup>5</sup> *Review of the Experiences of UK Nationals affected by the Indian Ocean tsunami*, November 2006: [www.zitotrust.co.uk/NAO%20Tsunami%20Report.pdf](http://www.zitotrust.co.uk/NAO%20Tsunami%20Report.pdf)



## cost benefit analysis

### BRITISH VISITORS TO THE USA TRAVEL VISA FREE

**Details:** Under the US Visa Waiver Program, holders of UK passports can travel to the United States for periods of up to 90 days without a visa. Because of increased security concerns, the US Government decided that nations that wanted to remain in the Program had to issue biometric passports by 26 October 2006. The FCO needed to offer this service to the 450,000 people who apply for their passports through our overseas Posts every year.

We established a dedicated project team to introduce the (completely new) technology needed to meet strict standards in biometric passport design, working closely with the Identity and Passport Service and commercial partners. By August 2006 it was in place in all the Posts (nearly 100) that required it – on time, on budget, and well in advance of the US deadline.

**Cost:** Cost of the project was £4 million.

**Benefits:** British nationals make over seven million trips a year to the US. Analysis commissioned by the Identity and Passport Service shows that biometric passports are likely to save the UK £89 million between 2003/04 and 2010/11 by avoiding the need for US visas.

### Biometric passports

Following successful pilots we delivered the technology to produce biometric passports to all our overseas Posts that issue passports, so we produced the first-ever biometric documents issued by the UK government (see box).

The biometric passport, with the holder's details and photo held on a chip within the document, represents a major improvement on previous passports. The new design and additional security features make identity theft difficult.

We have been working closely with the Identity and Passport Service (IPS) to align passport procedures at home and overseas, ensuring common standards. Thanks to this work, British nationals living overseas can now apply for a replacement passport through the IPS when visiting the UK.

### The future

In Spring 2007 we launched a new consular strategy for the period 2007 to 2010. We consulted our external stakeholders on this in January and will keep Parliament informed about planned developments in our services. We have structured our strategy around the following four key themes.

- We will improve further the quality and accessibility of our services. We will monitor customer satisfaction and feedback more closely to identify improvements such as paying for consular services by credit and debit cards (currently available only in a limited number of Posts).



- We will improve the consistency of our service by reviewing the guidance and risk assessment that our staff use to judge the appropriate level of help. We will base our review on the public statements in *Support for British Nationals Abroad: A Guide*. We will also streamline our procedures for issuing passports.
- We will raise further the professionalism of our staff by:
  - expanding training, including that delivered remotely
  - looking for external accreditation for the exams staff now take after attending training courses
  - bringing in a global network of regional managers for our consular Posts so as to manage their performance more effectively.
- We will make our use of resources more efficient. Getting better-quality management information will allow us to put people and resources where we need them most and use them more flexibly than at present. We will continue to cope with rising demand through finding efficiency savings.

In line with the Identity and Passport Service, we are preparing for a number of important changes to our overseas procedures for issuing passports. These include introducing interviews for first-time applicants and delivering 'second generation' biometric passports (with finger scans held on a computer chip) by 2010. These changes will mean that people will have to apply in person

to our embassies and consulates, rather than by post. There will be far-reaching consequences for how we issue passports overseas, and impact on the shape of our overseas network.

As part of defining our future strategy, we sponsored work by the Institute for Public Policy Research to look at migration from the UK and test our statistics and assumptions about British populations living abroad. The Institute for Public Policy Research confirmed our estimate of there being over 13 million people entitled to a British passport living outside the UK – one of the highest proportions for any country. Their report<sup>6</sup> made recommendations about how the Government can offer these nationals more joined-up support; we started work to follow up these recommendations at a seminar with other government departments and external stakeholders on 1 February. How best to support these and indeed all British nationals abroad in a rapidly changing environment will be a significant policy challenge for the Government in years to come.

## weblinks

- Consular services section of the FCO website: [www.fco.gov.uk/travel](http://www.fco.gov.uk/travel)
- National Audit Office: [www.nao.org.uk](http://www.nao.org.uk)
- Identity and Passport Service: [www.passport.gov.uk](http://www.passport.gov.uk)

<sup>6</sup> *Brits Abroad: Mapping the scale and nature of British emigration*, IPPR, December 2006: [www.ippr.org.uk/publicationsandreports/publication.asp?id=509](http://www.ippr.org.uk/publicationsandreports/publication.asp?id=509)



The FCO organised, with the Government of Mauritius, a humanitarian visit for 100 Chagossians to three islands in the British Indian Ocean Territory (BIOT), April 2006

"The June 2006 Antarctic Treaty Consultative Meeting hosted by the UK in Edinburgh was an unqualified success. People who attended the 20 public engagement events associated with the conference were thrilled, amazed and inspired."

**British Antarctic Survey**

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



"The uniqueness and variety of the Overseas Territories (OTs) continues to impress me after nearly two years in the job. The wealth of talent and experience among the leadership and peoples of the OTs is extraordinary. We shall continue to work with the territories to make the most of those qualities in tackling the challenges and opportunities which face them. That means taking forward, in partnership, work to promote sustainable development backed up by good governance, the protection

of the environment, and human rights.

It is vital that we continue to work together constructively to ensure that the Territories are ready to face the future. The spirit of co-operation, friendship and partnership I have already encountered gives me confidence that we can fulfil our mutual objectives of maintaining safe, just and prosperous Overseas Territories."

**Lord Triesman**  
Parliamentary Under-Secretary of State





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

### THE OVERSEAS TERRITORIES

The UK Overseas Territories (OTs) are Anguilla, Bermuda, the British Antarctic Territory, the British Indian Ocean Territory, the British Virgin Islands, the Cayman Islands, the British Sovereign Base Areas on Cyprus, the Falkland Islands, Gibraltar, Montserrat, Pitcairn, St Helena and her Dependencies (Ascension Island and Tristan da Cunha), South Georgia and the South Sandwich Islands, and the Turks and Caicos Islands. The total population of the Overseas Territories is 231,000.

### Shared goals

During the last year the UK and the OTs continued to work together towards our shared goals of security, stability and sustainable political and economic development in the Territories. The UK has always encouraged the growth of the Overseas Territories as centres of democracy, good governance and the rule of law. The standards they achieve continue to compare favourably to developing states of a similar size.

### Gibraltar: historic agreements

The FCO led work with other government departments to pull together expert

negotiating teams for the Gibraltar Constitution negotiations and the historic Cordoba trilateral agreements.

The new Gibraltar Constitution came into force on 2 January 2007 after it was approved by over 60% of those who voted in a referendum on 30 November 2006.

The Constitution thoroughly modernises the UK–Gibraltar relationship, and defines more precisely the Governor's role. The Constitution also recognises Gibraltar's right of self-determination (to form its own government), and creates a Gibraltar Parliament. It also:

- streamlines UK powers to disallow legislation (declare it invalid)
- sets up new commissions for public, judicial and special appointments
- creates a new police authority.

The Cordoba trilateral agreements of 18 September 2006 mark the first time the UK, Gibraltar and Spain reached agreement on issues which concern all three parties, setting aside differences on sovereignty. The agreements focus on practical issues such as better use of Gibraltar airport, pensions, movement across borders and telecommunications. The agreements are being put in place. Scheduled Madrid–Gibraltar flights started on 16 December 2006, new border-crossing arrangements were introduced on 20 December, and Gibraltar's '350' dialling code was recognised by Spain on 10 February 2007.

First Iberia flight to Gibraltar, December 2006. Photograph courtesy of the *Gibraltar Chronicle*



## The Constitution: cornerstone of good governance

Good governance is vital to the success of the Overseas Territories. That is why the UK has committed itself to consider carefully all proposals for constitutional improvements in the OTs. There has been important progress during the last 12 months, including Turks and Caicos Islands adopting a new constitution on 9 August 2006. Under the constitution, the majority of activities are devolved to the Turks and Caicos Islands Government. The UK has only retained those powers that are, and will remain, necessary to:

- meet international obligations
- protect against contingent liabilities (liabilities from particular events)
- ensure good governance.

The final round of constitutional review talks with the British Virgin Islands Government concluded successfully on 28 February. The new constitution will be an important step forward for the territory. We have also made progress on constitutional reform in Montserrat.

## Safe, secure and just

Maintaining economic growth in the Territories depends on confidence in security and close co-operation with other government departments is central to this. In the past 12 months, for example, the FCO and MoD have co-ordinated closely on the continuing

## ANTARCTIC TREATY CONSULTATIVE MEETING

Hosting the Antarctic Treaty consultative meeting in Edinburgh in June 2006 gave us the opportunity to showcase the UK's historical, scientific and political contribution to Antarctica.

There were two main practical benefits from the UK's leading role. First, we were able to steer discussion on identifying the future environment protection priorities for the Antarctic. Second, we were able to influence positively the debate on the future management of tourism in Antarctica. Delegates adopted 12 new site guidelines for key tourist sites in Antarctica as well as the UK-drafted 'Guidelines for Ballast Water Exchange in the Antarctic Treaty Area'.

The Edinburgh meeting, which received positive feedback from all the delegates and the other UK stakeholders involved in the event, was held in the UK for the first time since 1977. It provided an excellent platform for launching the UK's new BAFTA-nominated interactive educational website on Antarctica<sup>1</sup> and a wildlife awareness manual, designed for helicopter pilots and aimed at minimising the disturbance caused by helicopters in Antarctica. The manual is now used by HMS Endurance for all their flight operations.



Princess Anne visiting Antarctica, January 2007

<sup>1</sup> [www.discoveringantarctica.org.uk](http://www.discoveringantarctica.org.uk)





## A MANMADE CRISIS

Tristan da Cunha is one of the world's most remote inhabited islands. In 2006, through the FCO, the UK's Maritime and Coastguard Agency helped Tristan avoid an environmental crisis. An oil platform, set adrift in the mid-Atlantic in July, eventually arrived near the coast of the territory. This posed a serious hazard to the biodiversity of the island. With the advice and technical assistance of the Maritime and Coastguard Agency, the Governor was able to find the best solution for the territory, which was to scuttle the oil platform in approximately 3,400 metres of water, 10.3 nautical miles from the nearest shore line of the island.

commitment of our armed forces to ensure the political and economic well-being of the Falkland Islands. Elsewhere we have used the Overseas Territories Programme Fund to support our commitment to high standards of internal security. This includes funding the Caribbean Overseas Territories law-enforcement adviser who gives advice and support to the local police forces.

## lessons learned

### IMPROVING ACCESS TO EU FUNDING

In the past, some OTs have had difficulty accessing funding from the 9th European Development Fund. This is the main source of EC aid for development in the African, Caribbean, Pacific States and Overseas Territories. To help the OTs gain access to this important source of funding, the FCO's Overseas Countries and Territories Co-ordinator has worked with the Territories to arrange the necessary documentation.

A majority of the UK OTs have now received, or are about to receive, money from the European Development Fund, including €3.5 million for Anguilla and €4 million for St Helena. We will continue to apply the lessons learned from this co-ordinated lobbying effort to ensure all the Territories gain maximum benefit from EU funds.

## Overseas Territories Programme Fund

But there is still more we can do to help. To this end, in 2006 we launched the Overseas Territories Programme Fund. This gives us the tools to make a significant impact with closely targeted funds. Our fresh focus on sustainable development through capacity building and skills development means we will be able to provide more help where it is really needed.

Recent successes of the Overseas Territories Programme Fund sponsorship include:

- the Anguilla drugs and firearms task force aimed at disrupting drug and gang-related activity
- a 30% increase in sales of stamps and souvenirs, plus increased visitor numbers, in Tristan da Cunha after a modern communications system was introduced and a website<sup>2</sup> dedicated to the Territory
- tourism feasibility and breakwater survey projects in Pitcairn which cost less than £25,000 but which have resulted in €2.3 million from the EU to build a new breakwater supported by a further €4.5 million from DfID.

### Pitcairn: a landmark case

In October the Privy Council dismissed the appeal of the Pitcairn men accused of sexual abuse and rape against minors. The ruling brought us close to the end of a ten-year

<sup>2</sup> www.tristandc.com

investigation and prosecution in one of the world's remotest regions. The Privy Council praised the FCO's quick decision to take action when the allegations came to light, despite the cost and logistical difficulties involved. The case highlights the UK's determination to uphold the rule of law across all the OTs, however isolated. The Privy Council decision in October received blanket coverage in New Zealand. The UK Government is indebted to the New Zealand Government for its help.

### Natural disasters

The small size of the OTs makes them vulnerable to natural disasters. Many are also low-lying. Although the two most recent hurricane seasons fortunately have not seriously affected the OTs, we must remain prepared. Memories of hurricane Ivan, which hit the Cayman Islands in 2004, are still fresh. Changes in weather patterns make the season for potential hurricanes longer than ever. In partnership with OT governments we must continually improve our preparations to deal with natural and manmade disasters. A UK adviser on disaster management, funded by the Overseas Territories Programme Fund, is carrying out a rolling programme to assess the OTs and help ensure their preparations are to the highest standards. In the event of a disaster, the FCO, in close co-operation with DfID and the MoD, can help deliver emergency help to OTs affected.

## cost benefit analysis

### MAKING ANGUILLA A SAFER PLACE

**Details:** Crime levels are traditionally low in Anguilla. That made a threatened influx of drugs and related crime a real threat to the image of the island as an upmarket tourist destination. Following an unsettling number of shootings, Anguilla sought a firm and effective approach to fight the potential trend towards crime. Together, the governments of Anguilla and the UK decided to set up a drugs and firearms task force. Its aim was to disrupt gang activity and target gun crime.

To support the task force, the FCO funded three retired UK police officers to work with the Royal Anguilla Police Force on firearms-related crime and targeting gangs.

With UK support, Anguilla has introduced a number of other practical measures to improve security, including buying an X-ray machine to scan all baggage entering Anguilla and the training of customs, immigration and police officers in techniques to recognise types of behaviour.

**Cost:** During 2006/07 about £200,000 has been committed to this project, of which the FCO has funded just over 50%.

**Benefit:** During its first six months the task force arrested over 40 people, discovered 230kg of cannabis and 22kg of cocaine, recovered quantities of firearms and ammunition, and found and destroyed over 1,700 cannabis plants. One operation alone led to drugs with an estimated street value of US\$1 million being discovered. The overall benefits have been a reduction in serious crime and the law enforcement agencies working more closely together. The local officers are now better trained and the population and visitors alike can feel more confident.

## weblinks

- Overseas Territories section on the FCO website: [www.fco.gov.uk/ots](http://www.fco.gov.uk/ots)
- European Development Fund: [europa.eu/scadplus/leg/en/lvb/r12102.htm](http://europa.eu/scadplus/leg/en/lvb/r12102.htm)



FOCUS ON THE UK

The United Kingdom's

# Questions 100 Answered



How many people speak English?

How is the weather like?

What is the British weather like?



## The Public Diplomacy Board and strategy

'Public diplomacy' is what we use to achieve our Strategic International Priorities (SPs) through our work with the public overseas. The focus for public diplomacy over the past year has been putting in place the recommendations in Lord Carter of Coles' 2005 Review of Public Diplomacy.<sup>1</sup>

In line with Lord Carter's recommendations, in 2006 the FCO established a new Public Diplomacy Board to oversee public diplomacy activity. The Board is chaired by Lord Triesman, Parliamentary Under-Secretary of State, and has five other members: Chris Powell (Deputy Chair and independent member), Simon Anholt (independent member), Martin Davidson (Director General of the British Council), Lucian Hudson, (Director of Communication, FCO) and Nigel Chapman (Director of the BBC World Service, sitting as an observer).

The Board has defined the purpose of our public diplomacy effort as delivering the Government's SPs rather than promoting the UK for its own sake, or UK-branding. This is in line with Lord Carter's recommendations.

The Board has also begun to decide which public diplomacy approaches work and provide the best value for money. The Board is testing a new approach to public diplomacy, focused on three particular SPs – supporting UK business (SP5), climate security (SP6) and sustainable development (SP7). This approach, which will measure outcomes (results), will pilot the three SPs in three countries each. Linked to this, the Board commissioned River

Path Associates to develop new and rigorous ways to evaluate public diplomacy, which they will initially apply to the pilots. The pilots will run for the next two years. What we learn from them will guide our decisions on future activity across our network, in particular, what type of public diplomacy activity delivers results and at what cost.

### Working with public diplomacy partners

We have worked hard over the year to develop greater unity and co-operation with our key public diplomacy partners. In line with Lord Carter's recommendations, we and our partners have established a new group, the Public Diplomacy Partners Group,<sup>2</sup> to bring us all together. Tom Wright, Chief Executive of VisitBritain, is currently chair of the group. The group has focused on issues such as the public diplomacy opportunities presented by the Olympics, and the welcome given to visitors as they arrive in British airports. The Public Diplomacy Partners Group has a remit to provide input and advice to the Public Diplomacy Board and to develop the Board's specific initiatives.

We have maintained and developed our close relationship with the BBC World Service and the British Council, while respecting fully the BBC World Service's editorial and managerial independence and the British Council's operational independence. The FCO gave the British Council £188.1 million and the BBC World Service £239.5 million in grant-in-aid over the financial year. Both organisations had successful years and continue to play a very necessary role for the UK. BBC World

<sup>1</sup> See: [www.fco.gov.uk/publicdiplomacyreview](http://www.fco.gov.uk/publicdiplomacyreview)

<sup>2</sup> Chair: Tom Wright, VisitBritain. Members: BBC World Service (observer), British Council, Department of Culture Media and Sport, Department for Education and Skills, Department for International Development, Foreign & Commonwealth Office, Ministry of Defence, Northern Ireland Civil Service, Office of Science & Innovation, Scottish Executive, UK Sport, UK Trade & Investment, UKVisas, VisitBritain, Visit London, Welsh Assembly. Independent member: Kevin Fitzgerald





Service audience figures from 2005/06 showed a record of 163 million radio listeners weekly. Developing the BBC World Service Arabic television service, due to launch in 2007, was complemented by a decision to launch a Farsi television service in 2008 based on additional funding commitments from the Government.

There is more information on the work of the BBC World Service and the British Council, together with their annual reports, on their websites.

### Other important developments during 2006/07

#### FCO websites

Visitors to the FCO's websites continued to rise rapidly, with an estimated 24 million visitors over the year. Sites such as fco.gov.uk, ukvisas.gov.uk, i-UK.com and Post websites deliver important services and information including travel advice, online visas and foreign-policy news alerts. Our websites are now the first and often only contact people have with the FCO. The FCO continued with procurement of a new FCOWeb platform, which will be available in 2008. This will be

higher performing, more reliable and more flexible than the current system and will support the FCO's global web activity. We are hoping to share the system with some of our public diplomacy partners to improve efficiency and share costs.

"I found the FCO website a most invaluable tool... I would highly recommend that awareness of this site is increased to all those travelling, especially for extended duration, e.g. Gap years, via travel agents or included in guide books".

Mark Nilski, gap year traveller, February 2006.

#### Scholarship and fellowship programmes

We provided £37 million for the 2006/07 Chevening, Commonwealth and Marshall scholarship and fellowship programmes; there were 1,976 new scholars and fellows in the academic year 2005/06. During 2006 we carried out a thorough review of the FCO Chevening Programme. We defined a clearer purpose for the programme, with a new focus on building support for the UK among the leaders of the future in support of the SPs. We also built in more local flexibility at our Posts to select the scholars they think will be future leaders. The review recommended the following.

- The programme should remain global with resources allocated in line with the SPs.
- There should be a change in how the alumni network is managed to develop strong relations with former scholars and fellows.

### NATO IN AFGHANISTAN: A UK PERSPECTIVE

The FCO used a striking floor-to-ceiling exhibition stand to show the impact of international efforts to promote stability and democracy in Afghanistan and to highlight the UK's contribution to NATO's security work. The exhibition was shown at two key NATO international events in 2006: the Secretary-General's conference in London and the NATO Summit in Riga. The photographic displays show how NATO security efforts, and the UK contribution to them, enable initiatives to take place in Afghanistan which promote good governance, foster respect for human rights and the role of women in Afghan society, and tackle the narcotics trade. The exhibition is now at the NATO headquarters in Brussels.



- Arrangements should be made to ensure scholarships we fund jointly with other bodies deliver benefits for the FCO.

We are putting in place the review findings and have recently recruited a new alumni manager and a director of sponsorship.

### The 2010 Shanghai Expo

In August 2006, the Prime Minister announced that the UK would take part in the Shanghai World Expo 2010. The FCO has secured a good site overlooking the Hungpu River for the UK pavilion and we launched a design competition for the pavilion and an official UK website<sup>3</sup> in February.

### The 2012 London Olympics

The FCO continued to play a central role in planning for the 2012 London Olympics. We are working with our public diplomacy partners to identify the longer-term foreign policy benefits the Games should deliver and on the images of Britain we should project through the Games. We are also working closely with others to fulfil the UK's commitment made in Singapore to use the Games to promote sport excellence and participation around the world. We are also supporting Glasgow through our overseas network for its bid to host the 2014 Commonwealth Games.

### Public diplomacy overseas

The FCO continued to fund project work in support of the SPs around the world from our £3.2 million Public Diplomacy Fund. We delivered 109 projects during the year.

<sup>3</sup> UK website of the Shanghai World Expo 2010: [www.ukshanghaiexpo.com](http://www.ukshanghaiexpo.com)

## DISABILITY RIGHTS

Public diplomacy helped persuade another country to take the rights of disabled people seriously.

The British Embassy in Warsaw, together with the Polish Government, a Polish NGO and the International Labour Office, organised three seminars on disability rights in 2006, transferring good practice and experience from the UK. Media coverage in Poland of the key issues increased and broadened the impact of the seminars.

The UK Minister for Disabled People, Anne McGuire, and Chair of the UK's Disability Rights Commission, Sir Bert Massie, spoke at the second seminar. The third event, held at the Polish parliament, was attended by 300 participants. The discussion at this seminar proved that participants had gained considerable knowledge and enthusiasm from the events, and pledges were made to take action to improve disability legislation and access for disabled people in Poland.

We continued to refine our public diplomacy activity overseas by:

- reprioritising and restructuring in London to give the network better support improving training and guidance for public diplomacy staff overseas
- simplifying funding arrangements for programmes
- beginning to redevelop our centrally produced publications and multimedia material, such as films and brochures.

## weblinks

- Public diplomacy section on the FCO website: [www.fco.gov.uk](http://www.fco.gov.uk) > About the FCO > About Us > Promoting the UK
- BBC World Service: [www.bbc.co.uk/worldservice](http://www.bbc.co.uk/worldservice)
- British Council: [www.britishcouncil.org](http://www.britishcouncil.org)
- VisitBritain: [www.visitbritain.com](http://www.visitbritain.com)



## FCO programmes

"The Global Opportunities Fund has become an increasingly important tool in the delivery of the UK's foreign policy, helping our overseas missions to make targeted interventions to support our policy objectives."

Foreign Secretary, Margaret Beckett, at the launch of the GOF 2005/06 Annual Report, November 2006.

The FCO funds three broad areas of activity from its programme budget:

- policy programmes to support the Government's Strategic International Priorities
- grants-in-aid to the British Council, BBC World Service and the Westminster Foundation for Democracy
- subscriptions to international organisations such as NATO, the UN and the OECD.

The FCO has three main policy programmes (see also SP3 chapter for details of the conflict prevention pools, which we access along with the MoD and DfID).

Strategic programmes are funded by the Global Opportunities Fund (GOF), which currently has 11 individual programmes (see box). We only fund projects which match programme objectives with an emphasis on projects that will contribute to policy or regulatory change, build institutional capacity, or improve accountability.

GOF projects also help to leverage additional funds from other donors. Examples of GOF-funded projects are provided in individual chapters of this report. The 2005/06 GOF Annual Report<sup>1</sup> provides details of GOF's management and governance structures.

Bilateral programmes are largely devolved to Posts and support Post objectives (which originate from our SPs). We have introduced new procedures to help us monitor better how we spend these funds.

Public diplomacy programmes aim to influence important stakeholders in the international community in support of our SPs.

The FCO programme office supports those managing these programmes by providing training, spreading best practice and monitoring performance. It also led a major review of the FCO's policy programmes and is now putting in place its recommendations.

### GOF PROGRAMMES 2006/07

Climate change and energy  
Counter terrorism  
Drugs and crime  
Economic governance  
Engaging with the Islamic world  
Human rights  
Migration  
Overseas Territories  
Re-uniting Europe  
Sustainable development  
Afghan counter-narcotics

### weblinks

- Global Opportunities Fund section on the FCO website: [www.fco.gov.uk/gof](http://www.fco.gov.uk/gof)

<sup>1</sup> *Global Opportunities Fund Annual Report 2005-2006*, November 2006:  
[www.fco.gov.uk/Files/kfile/GOF200506Report0611clb.pdf](http://www.fco.gov.uk/Files/kfile/GOF200506Report0611clb.pdf)

## Protocol

The FCO's Protocol Directorate works to ensure that Britain's legal obligations to diplomatic missions and international organisations in the UK are met. We are responsible for:

- ensuring that foreign diplomats respect British laws, and take action when they do not
- co-ordinating planning for major visits to and from the UK by ensuring co-operation between the FCO and the Royal Households, particularly on royal visits overseas
- providing expert advice to FCO departments on royal matters generally
- advising on security and protocol issues for international conferences in the UK.

We have a major responsibility to protect diplomatic missions in the UK. We liaise with the Royal Households on travel and other international matters, administering the diplomatic and overseas elements of the honours system and arranging for the diplomatic corps in UK to take part in national ceremonial occasions.

Over the past year specific achievements have included the following.

- In July 2006 we launched a new password-protected Protocol website for foreign diplomatic missions and international organisations in the UK. It provides up-to-date guidance for staff from overseas on their entitlements and

responsibilities during their posting to the UK.

- Our new policy on releasing information about serious offences allegedly committed in the UK by those entitled to diplomatic immunity has reinforced our message to the diplomatic community that we expect them to respect the laws and regulations of the UK.
- We played an important role in 32 official overseas visits by the Queen and members of the Royal Family, including the Queen's well-publicised state visits to the three Baltic states, and an inward state visit by the President of Ghana.
- We drew up Project Hermes in 2006 following lessons learnt from the 7 July 2005 London bomb attacks. The project is a joint Metropolitan Police (Diplomatic Protection Group) and Protocol Directorate contingency plan for emergency communications with the diplomatic community overseas if there is an incident in the UK involving foreign nationals and which results in a lot of casualties.
- We made substantial progress preparing for the Iraq Reconstruction Service Medal which will enable the British Government to reward civilian service in Iraq since March 2003.



## Working with **stakeholders**

To deliver our business objectives the FCO works with a wide range of external stakeholders including:

- foreign governments and international organisations
- other government departments
- Parliament and the Devolved Administrations
- non-governmental organisations (NGOs)
- businesses, trade unions and faith groups
- visa and consular customers
- academics and others.

Our relationship with stakeholders is crucial. They may offer knowledge and expertise that we do not possess, and access to networks which supplement our own. The six human rights panels, for example, examine our policies on issues such as freedom of religion and child rights, and work together on the best ways of putting them in place (see chapter on SP7). Our consular stakeholder panels review both consular policy and travel advice (essential as there are 65 million overseas trips made from the UK annually). Stakeholders help ensure our policies, services, programmes or projects are practical and meet the interests of those they are intended to help, and they can then help us to put them in place in the most effective way.

A survey of the FCO's UK stakeholders, published in June 2006<sup>1</sup>, showed a high rate

of satisfaction with the service the FCO provides: 91% said that the FCO met or exceeded their expectations. But stakeholders also thought the FCO could do better still by:

- focusing on building more strategic partnerships
- working closer with other organisations
- improving the consistency of our service quality.

We appointed a strategic stakeholder manager in summer 2006 to develop the survey recommendations.

Since then we have created a more formal structure for stakeholder management. We have established a network of stakeholder managers across the FCO, each responsible for overseeing our relationship with a particular stakeholder group or thematic area. This has already triggered initiatives in a number of areas; for example we have strengthened our relations with key trade unions whose links abroad mean we can make more progress in areas such as freedom of expression. In October 2006, we launched a sustainable development action plan steering group involving sustainable-development NGOs, the CBI, the International Chamber of Commerce and Chatham House (the Royal Institute of International Affairs). This group helped to develop the Sustainable Development Action Plan and now monitors its progress as we put it in place.

We are working to ensure stakeholder management is a clear part of our business-planning processes and we are developing

<sup>1</sup> *FCO Stakeholder Survey 2006*, June 2006:  
[www.fco.gov.uk/Files/KFile/FCO%202006%20Stakeholder%20Report,0.pdf](http://www.fco.gov.uk/Files/KFile/FCO%202006%20Stakeholder%20Report,0.pdf)

staff skills so they can communicate effectively with stakeholders. An increasing number of FCO staff across the organisation are being trained in stakeholder management and working more closely with key stakeholders to achieve their objectives. From the first half of 2007 staff will be able to take an NVQ in customer care which will help us raise overall standards of customer service. We recognise that to achieve the Strategic Priorities, we will need not only our own best efforts, but the considerable expertise and influence of our stakeholders.



Barbara Hay, HM Consul  
General Istanbul, talking to  
His Beatitude Mesrob II,  
Armenian Patriarch of  
Istanbul and all Turkey,  
February 2007

## weblinks

- Stakeholder information on the FCO website: [www.fco.gov.uk](http://www.fco.gov.uk) > About the FCO > About Us > Who we work with





## Part 2

### Change and modernisation in the FCO

The Strategy Paper *Active Diplomacy for a Changing World: the UK's International Priorities* explains what we want to do over the coming decade. The *FCO Business Strategy - From Strategy to Delivery*,<sup>1</sup> published in November 2006, explains how we will do it. We are committed to changing and modernising the FCO and this section of the departmental report sets out what we are doing to ensure we have the right people with the right skills and the right support in the right place.

#### The Capability Review

The FCO Capability Review ran from November 2006 to February 2007. It was one of a series of reviews conducted by the Cabinet Office in 2006/07 across all government departments, using external reviewers with a broad range of professional experience. The purpose of the reviews is to help departments identify areas where they need to improve, what support they need to do so, and to share best practice across Whitehall. Departments are assessed on leadership, strategy and delivery against a capability model.

To build an informed view of the FCO's structures and capability, members of the five-strong external review team met over 330 UK-based and local staff through workshops, individual interviews and visits to 11 overseas Posts. They also obtained the views of over 80 staff from other government departments, and 20 external stakeholder organisations. The review team met the FCO Board at key stages during the process.

The Capability Review report was

published on 27 March 2007.<sup>2</sup> In response to the review, the FCO has committed to:

- work with stakeholders to clarify our distinctive contribution to the achievement of the Government's objectives overseas
- focus even more sharply on the top Strategic Priorities
- further strengthen business planning and resource allocation, managing internal change and human resources strategies.

The Cabinet Office will monitor progress at regular intervals over the next two years.

The FCO Board welcomed the Capability Review as supporting the ambitious change programme we are already carrying out, and giving it added impetus and focus. The FCO Board will make putting in place our action plan a top priority.

#### Managing change

It became clear during the early part of 2006 that the Board needed a stronger co-ordinating body to ensure that our activities to make changes were clearly defined, consistent and achievable. The Departmental Change Committee has been replaced by a more business-focused Change Committee under the Chairmanship of a Director General (from 1 April 2007, the Director General Change and Delivery).

The Change Committee's role is to support the Board as it manages change across the FCO network, ensuring that the

<sup>1</sup> *The FCO Business Strategy - From Strategy to Delivery*, November 2006: [www.fco.gov.uk/Files/kfile/businessstrategy.pdf](http://www.fco.gov.uk/Files/kfile/businessstrategy.pdf)

<sup>2</sup> *Capability Review of the Foreign and Commonwealth Office*, March 2007:

[www.civilservice.gov.uk/reform/capability\\_reviews/publications/pdf/Capability\\_Review\\_FCO.pdf](http://www.civilservice.gov.uk/reform/capability_reviews/publications/pdf/Capability_Review_FCO.pdf)

portfolio of change programmes is delivering real benefits, and explaining the change agenda coherently and comprehensively in a way that gains the support of all staff.

The Committee has begun the process of identifying the FCO's business critical programmes (the ones which are essential for our success) as well as the links between them. These include:

- shared services (see box)
- IT/Future Firecrest (page 122)
- UKvisas' hub-and-spoke (see chapter on SP8)
- UKTI's five year strategy (*Prosperity in a Changing World*, see chapter on SP5)
- our consular strategy (including passports, see chapter on SP9)
- our people strategy (human resources, page 118).

### Increasing professionalism

We have now recruited external professionals as legal adviser, finance director general, chief information officer, director of communication and assistant director for diversity, and introduced leadership training for new heads of mission. A fundamental review of language teaching will help us focus resources more effectively on operational needs. We will concentrate on training key staff in strategic Posts with advanced practical linguistic skills. We have fully accepted the Professional Skills

for Government agenda and introduced more training in the core skills including developing levels of professional competence and expertise in financial and project management. We are developing a framework for international skills to reflect the value added by FCO staff's skills and expertise.

We expect individuals to take more responsibility for their careers and development, and for those of staff they manage. For example, staff are encouraged to seek out opportunities for interchange and secondment to broaden their experience and gain new skills outside the FCO.<sup>3</sup> From 2008 staff will have to provide evidence of broader experience to be eligible for promotion to middle management positions and above. In turn, we are simplifying our HR processes and improving the support staff receive from electronic information systems and developmental training.

#### SHARED SERVICES

The FCO is planning to move to a shared services operational model. By sharing services with other government departments, we will be able to deliver corporate services more efficiently, accurately and professionally to our global network. This is in line with the wider 'transformational government' agenda.

Our recent investment in Prism (see section on IT) helps us to develop this work, which has the following three main strands.

- We will concentrate our finance, procurement and some HR processes in shared service centres, run by better trained specialist staff.
- We will work with other government departments to share services. Our natural partners are DfID and the British Council. We have agreed a joint shared-services delivery plan for 2006/11 with DfID, which commits us to sharing services and locations wherever it represents value for money.
- We will outsource some functions to the private sector, particularly facilities management (cleaning, security and so on). We see this as a way to improve service standards as well as get better value for money.

<sup>3</sup> As at 1 February 2007, 63 members of staff were on interchange or secondment



## Providing **essential support** to the FCO network

In 2006/07 we:

- received 11,537 external applications for 268 jobs in the FCO
- opted to manage without a mandatory retirement age for staff below the senior management structure
- awarded a three-year contract (worth £15.6 million per year) to ArmorGroup for providing static guarding (the security at fixed points of a building) and close-protection services in Afghanistan
- rolled out the principles of formal environmental management to 20 Posts

- reduced our telecommunications charges by 39% through our partnerships with the private sector.

### Our people

We have continued to receive a record rate of applications for jobs in the FCO. In 2006/07 we received 11,537 external applications for 268<sup>4</sup> jobs. We try to attract and keep high-quality staff with the widest range of skills and backgrounds to ensure we are a professional organisation able to deliver our Strategic Priorities.

Our local staff play an increasingly crucial role as we change the balance of Posts led by UK staff to Posts led by local staff. Building on

Recruitment open day held at the Foreign Office main building, July 2006



4 2,832 applications for 65 administrative assistant positions, 1,954 applications for 89 executive assistant positions, 5,499 applications for 91 operational officer positions and 1,252 applications for 23 specialist positions

our work in 2005/06, we localised two more Posts (filling all positions by local members of staff) in 2006/07 enabling us to:

- fill positions that were previously unstaffed for long periods
- improve continuity in positions that benefit from having long-serving holders
- alter the mix of skills at Post
- make more use of native speakers.

Last year we introduced a zero-tolerance policy for senior managers' appraisals that were not evidence-based or which failed to explain development needs. This has helped us improve performance and identify leadership potential. We are also introducing greater differential in reward and linking it closely to performance. New pay arrangements for the most senior positions in the UK and overseas have aligned senior salaries with government priorities and our current business model.

### A diverse workforce

We have taken steps this year to ensure that our workforce reflects fully the diversity of modern Britain. These included:

- providing 45 summer work placements for a wide range of potential recruits
- creating a diversity equality scheme (for the disabled)

### DIVERSITY TRAINING

The moral and business case for our diversity and equality agenda is compelling. We have increased our diversity training this year to help staff understand both the legal requirements and the positive impact of valuing diversity at work.

An e-learning module provides training for all staff, at home and overseas, at their desks. Since July 2006 all new entrants complete the e-learning module when they start work.

In addition, we have piloted overseas diversity workshops in three Posts in Africa, and the FCO is the first and only department to employ a communication liaison officer to work with our 20 deaf staff and their colleagues, providing deaf-awareness training based on individual needs.

- producing diversity action plans for directorates.

The proportion of women in senior posts has doubled since 2001, and applications from people belonging to minority ethnic groups rose to 38%. The FCO was one of the first (and few) departments to decide, when introducing new age-discrimination regulations in 2006, to do away with mandatory retirement ages altogether for staff below the senior management structure. These staff are now free to choose when to stop working for the FCO rather than being forced to leave at a fixed retirement age. In return, the FCO can continue to benefit from the skills and professional knowledge of experienced staff who still have much to contribute beyond previous retirement ages.

We have developed a new people strategy



which sets out the framework for staff management throughout the FCO.

### Security for our people

The terrorist threats in Iraq and Afghanistan pose special challenges. Staff working in these countries:

- are given hostile-environment training
- live and work in reinforced accommodation
- travel in armoured vehicles
- are guarded by close protection teams.

These measures have proved their worth. The number of rocket and mortar attacks on the British Consulate General compound at Basra Palace have increased substantially over the past year. The reinforced accommodation units have protected our staff from indirect fire. Armoured vehicles in Afghanistan and Iraq have saved lives and prevented injuries from targeted attacks by small-arms fire and roadside bombs.

In November 2006 we awarded a three-year contract (worth £19.6 million a year) to ArmorGroup to provide for static guarding and close-protection services in Afghanistan. We awarded a separate three-year contract, valued at approximately £1.5 million, to Control Risks in December 2006 to provide hostile-environment training.

To fight the wider threat, in 2006/07 the FCO has:

- continued its risk managed programme of strengthening physical security at missions and residences
- moved some vulnerable Posts, for example, Sana'a, Skopje, Chennai and Rabat, to more secure sites, working together with FCO Services
- provided specialised security briefings to staff and their families posted to over 50 high risk locations
- organised tailored security briefings for VIP visitors to dangerous locations, including ministers, MPs and members of the Foreign Affairs Committee
- ended a service level agreement with the British Council to provide overseas security advisory services (similar to the 2005 agreement with DfID)
- started building new embassies in Doha, Harare, Algiers and Manila
- improved physical security at FCO sites in the UK by building a new security wall outside the FCO main building and new access controls at Hanslope Park.

### Making the most of our estate

Our estate includes some 2,300 properties owned and on long lease in the UK and overseas. The book value is about £1.2 billion.



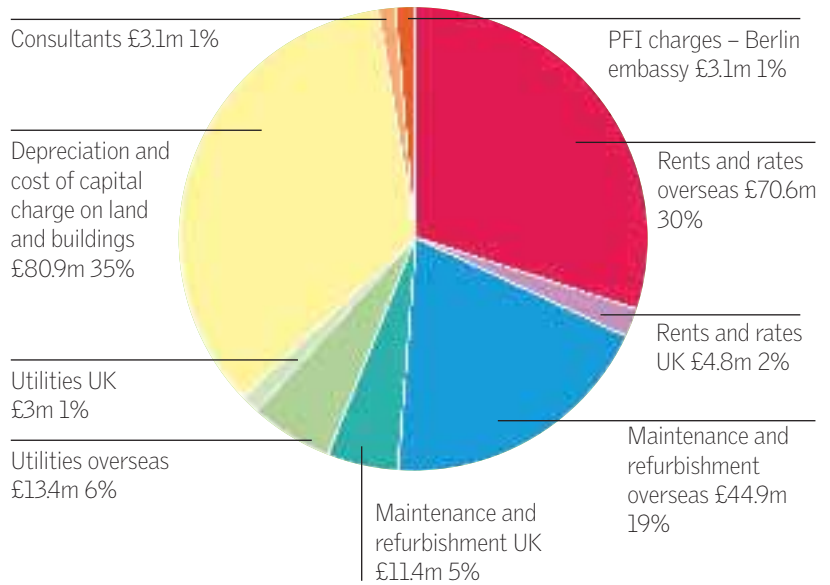
Estate running costs in 2005/06 totalled £235 million (see chart opposite): £210 million on the overseas estate and £25 million on the estate at home. We invested £78 million in home estates and £71.5 million in overseas estates. Gross proceeds from sales of FCO property in 2005/06 totalled £178 million. Since 1 April 2005 we have recycled 100% of our gross proceeds into our estate.

In the UK, we completed two major projects in the FCO main building – we refurbished the fourth floor, and fitted a new consular crisis centre. We made better use of our estate by moving out of leased offices in Albert Embankment (Vauxhall), and started our move from Apollo House (Croydon) to central London. We have started building our new information and communication technology (ICT) building for 400 staff at Hanslope Park, near Milton Keynes. Since selling part of the embassy compound in Bangkok for £49.9 million in April 2006, we expect sales revenue of around £57 million in 2006/07.

**Sustainable operations in our workplaces**

The FCO is committed to managing its estate and other operations in a sustainable way. All our major UK sites are covered by an environmental management system which enables us to provide a structured, documented approach to managing our environmental performance and responsibilities. Following a pilot project at nine Posts, we have introduced the principles of formal environmental management to 20 Posts. We are working with the Building

**Estate running costs 2005/06 (£m)**



**SANA'A**

Security, a modern working facility and environmental care were the main criteria for the new embassy offices in the Yemeni capital, Sana'a, which Dr Kim Howells, Minister of State for the Middle East, opened in January 2007. The opening coincided with the increase of DfID's development assistance to Yemen, more political engagement with Yemen, a new defence section and expansion of the Post's previously limited visa services. The design is environmentally sustainable and ensures much better compliance with the Disability Discrimination Act.





Research Establishment to apply their environmental assessment methods to our major new works overseas. We include both general and specific environmental requirements in tenders for estate services and contracts.

### IT enabling improved performance

Information is our raw material. Technology enables us to use it efficiently. We will pursue a revised information technology (IT) strategy that supports the FCO business strategy and reflects the Government's transformational government strategy.<sup>5</sup> Our key objective is a global system that:

- is flexible, fast and secure
- enables mobile working and virtual teams
- allows efficient service delivery to the public.

The growing importance of technology in transforming the FCO has been reflected in our recruiting a new professional chief information officer to the FCO Board.

We completed the global rollout of Prism (our resource management system) in May 2006. With the better management information it provides we were able to meet the Treasury's new deadlines for accounts for 2005/06. With Prism we can better monitor the Posts' accounts, and it will be crucial to the FCO's efforts to achieve efficiency savings by reducing the cost of corporate services.

The Future Firecrest Programme, which will deliver our next generation global IT

infrastructure and information management systems, is making good progress. We have substantially increased the effort we are putting in to both information management and preparation for change. Working with Hewlett-Packard, we have designed the new infrastructure to improve security (as required by the Cabinet Office). As a result, we now expect to begin the global rollout of the new infrastructure in early 2008. In the meantime we have been able to improve the performance of our existing IT systems which are now operating more reliably and efficiently. We have also extended our capability to work remotely and now deploy over 400 laptops providing secure remote access to Firecrest.

In 2006/07 we also:

- reduced our telecommunications charges by 39% through our partnerships with the private sector
- delivered biometric passports overseas
- established a project to deliver a new, improved web platform which will enable improved services to the public (see also section on public diplomacy).

### FCO Services – working with our service provider

FCO Services, the FCO's in-house service provider, employs about 1,100 staff and delivers over 130 chargeable products and services to FCO and non-FCO customers.

FCO Services became an Executive Agency on 1 April 2006 with the aim of

<sup>5</sup> See: [www.cabinet-office.gov.uk/e-government/strategy](http://www.cabinet-office.gov.uk/e-government/strategy)

becoming a trading fund (a service that can generate income) on 1 April 2008. Greater autonomy (self-government) will allow FCO Services to operate like a business and make efficiency gains and service improvements while remaining under FCO ownership and maintaining a close working relationship. The FCO retains the security of supplying products which are critical for our work and services while also benefiting from a more professional, competitive service provider delivering best value for money.

Achievements in 2006/07 include the following.

- We carried out surveys and installed communications in hazardous Posts such as Basra, Kabul and Lashkar Gar, which will enable them to continue operating.
- We successfully rolled out biometric passport and visa systems and:
  - we carried out a joint venture to deliver the Gipsy biometric passport issuing system to the Channel Islands, Isle of Man and Gibraltar, which received positive customer feedback
  - we introduced the BRIT biometric passport system which uses the most advanced e-passport so UK passport holders are still eligible to use the US visa waiver program (see also chapter on SP9)
  - we rolled out a new biometric UK visa registration system to 30 Posts overseas (see also chapter on SP8).
- We provided specialist expertise to the Serious Organised Crime Agency to meet



**Press and Public Affairs  
Officer, Adewale Adebajo,  
reviewing the day's papers,  
Abuja, February 2007**



**Video conference with the British Embassy Ankara at the British Consulate-General, Istanbul, February 2007**

their needs for a secure global IT infrastructure.

- We provided specialist support to the FCO's rapid deployment team to deal with consular emergencies such as the evacuation of Beirut.
- We built and fitted-out the FCO's new consular crisis centre also providing the IT and telephone system.
- We provided security expertise at events such as the NATO summit in Riga.

### Managing risks

The FCO launched its risk management framework in 2003 as part of the Cabinet Office's government-wide risk programme. The main priorities have been to:

- establish a logical and systematic

structure for reporting and managing risks

- include an awareness of risk management in all FCO business.

### The risk management framework

The FCO's risk management framework provides a structure for identifying, assessing and managing risks at all levels of the organisation. The framework has three main tiers. At the top is the top risks register. The FCO Board uses this to decide appropriate actions to reduce risk on the most immediate sources of danger. The FCO Board reviews the top risks register every three months. The register is backed up by operational and strategic risk registers which we manage at a regional and corporate level in the UK. These registers are supported by 'risk in the network procedures', which require all overseas Posts to review their risks every three months. We categorise risks as follows.

- Operational risks are those affecting our ability to operate or deliver services.
- Strategic risks are those associated with the UK's Strategic International Priorities which could impact seriously on the FCO's reputation, resources and operations.

### Building in risk management across the FCO

During 2006/07, we have worked with the Board and the Audit and Risk Committee to build in fully these formal structures.

Discussions about risk are now both prompt and are used in decision-making. Across the FCO, staff awareness and expertise is growing. Risk management training is available to all staff and we have tailored courses for new entrants, management officers and heads of mission. We regularly review and update our intranet guidance.

Risk assessment is now integrated into several processes including:

- policy submissions to ministers and the FCO Board
- capital and Global Opportunities Fund projects
- corporate business plans and individuals' objectives
- overseas self-audit.

## BUSINESS CONTINUITY

Best practice in the field of business continuity developed quickly following the terrorist incidents on 7 July 2005. The creation of our Business Continuity Unit in August 2006 has helped to raise awareness about business continuity throughout the FCO. Using guidance from the Cabinet Office, based on the National Risk Assessment, and the private sector, we are now well placed to respond appropriately to a serious incident or major emergency. A programme of business continuity exercises began in March 2007. We aim to introduce business continuity plans across our overseas network in 2007.

## weblinks

- Working for the FCO: [www.fco.gov.uk/recruitment](http://www.fco.gov.uk/recruitment)
- FCO Services: [www.fcoserVICES.gov.uk](http://www.fcoserVICES.gov.uk)
- Framework for sustainable development on the FCO estate: [www.fco.gov.uk](http://www.fco.gov.uk) > About the FCO > About Us > Objectives & Resources > Sustainable development
- FCO Risk Management Framework: [www.fco.gov.uk](http://www.fco.gov.uk) > About the FCO > About Us > Objectives & Resources > Risk Management Framework





## Financing the work of the FCO

### Improving the FCO's efficiency

As part of the 2004 Spending Review the FCO agreed to make more than 2.5% year on year efficiency savings. This adds up to £120 million by the end of 2007/08 of which £33 million will be delivered by the British Council and BBC World Service. In both 2004/05 and 2005/06 the FCO exceeded the planned savings set out in the initial project plan. By the end of 2006/07 Q3 the FCO estimates it will make efficiency savings of £64.1 million. The FCO is on track to deliver the remaining

£22.6 million savings in 2007/08 to meet its overall target. Details for each of the Office of Government Commerce's project categories are set out in Table 1 below.

The FCO's efficiency programme is divided into 27 separate projects, each with its own project manager and senior reporting officer (SRO). 21 of these projects were in the original plan, while six have since been added to provide a safeguard against unpredictable events and improve more areas of our activity. The overall SRO for the efficiency programme is the Finance Director.

**Table 1 Efficiency forecasts by Office of Government Commerce project categories 2004/05 to 2007/08**

Projects (£m)	2004/05 Outturn	2005/06 Outturn	2006/07 Up to Q3 Outturn <sup>2</sup>	2007/08 Forecasts
Estate projects	0.0	4.1	5.3	54
ICT efficiencies	0.2	0.9	1.1	3.7
Reductions in low priority activity	0.0	4.5	4.6	5.3
Pay Bill reduction <sup>1</sup>	0.2	5.7	8.2	31.5
Procurement efficiencies	2.9	7.6	8.2	16.7
Corporate Services	3.3	9.0	6.7	15.2
Local Efficiencies	0.0	0.0	1.2	4.4
Other	0.0	10.0	10.3	10.5
British Council Efficiency Programme	0.0	5.1	7.3	13.0
BBC World Service Efficiency Programme	0.0	7.1	12.0	20.1
<b>Total</b>	<b>6.6</b>	<b>53.9</b>	<b>64.9</b>	<b>125.8</b>
Of which:				
Cashable <sup>3</sup>	3.3	26.5	36.7	82.2
Non cashable <sup>4</sup>	3.3	27.3	28.2	43.6

Note: BBC Monitoring savings, as outlined in the FCO's original efficiency plan, of £4m (£2m 2005/06), are not included in the totals due to Office of Government Commerce measurement guidelines issued in April 2006.

<sup>1</sup> Paybill reduction savings are not solely from UK paybill reductions, but also include savings from other projects such as overtime reduction and local staff paybill savings.

<sup>2</sup> Outturns cannot be considered final until audited by the National Audit Office.

<sup>3</sup> Cashable efficiencies are achieved from reduced expenditure on inputs, e.g. workforce costs, to produce a constant or rising quantity and quality of service.

<sup>4</sup> Non-cashable efficiency gains are generated through productivity improvements – gains in quantity and quality of output for a fixed level of inputs, such as increasing frontline professionals' time spent delivering services.

Projects include reducing the pay bill, better procurement strategies and streamlining back-office functions.

The BBC World Service and the British Council have their own efficiency programmes, which are managed separately. The savings from their programmes are included in the FCO totals.

UK Trade & Investment report their efficiency savings separately from the rest of the FCO. Within UKTI's efficiency plan<sup>1</sup> is a commitment to release £20 million of resources from the FCO's overseas network for redeployment elsewhere.

In 2006/07, projects where there will be increased efficiency savings include further reductions in the UK pay bill (£5 million), further procurement savings in the UK and overseas (£2 million) and savings totalling £2.9 million from local efficiencies put in place by individual overseas Posts. These local efficiencies are in addition to the Posts' contribution to the major efficiency projects, such as local staff restructuring. We have reduced the efficiencies from ICT projects because of delays in rolling out the Future Firecrest programme. We now expect to achieve the efficiencies outside the timeframe of the SR04 programme. We anticipate that the six new projects that we have introduced will more than compensate for this shortfall.

The FCO's UK-based workforce reduced by 256 staff by the end of December 2006 (this does not include local staff employed at overseas missions). This compares with an interim target of reducing staff numbers by 265 by the end of March 2007. The FCO expects to meet its overall reductions of 310 by April 2008. These reductions do include

changes in staff numbers in consular and entry clearance services, which are funded by the fees paid by users.

By the end of December 2006, we had relocated 123 positions as part of the Lyons relocation project to move jobs out of London and the south east to other parts of the UK. The project remains on track with a further 171 positions identified for relocation by April 2010. We are continuing to identify more Posts which we can relocate. The overall relocation target is 450 by Q3 December 2010/11. The Office Government Commerce priority review team recently gave the project a green/amber rating, indicating we were meeting our targets early or on time.

As many of the FCO's efficiency projects directly affect back-office functions, we must maintain the level of support we give to frontline activities in line with the publicly agreed targets. The quality measures we use to ensure this include:

- key performance indicators
- service-level agreements
- feedback from user groups
- how closely we follow public-sector best practice guidelines.

Service quality has not suffered as a result of the efficiencies. Further information on the FCO's efficiency projects is contained in the FCO's Efficiency Technical Notes.<sup>2</sup>

<sup>1</sup> Details available at: [www.uktradeinvest.gov.uk/ukti/ShowDoc/BEA+Repository/345/380369](http://www.uktradeinvest.gov.uk/ukti/ShowDoc/BEA+Repository/345/380369).

<sup>2</sup> Available at: [www.fco.gov.uk/efficiencytechnicalnote](http://www.fco.gov.uk/efficiencytechnicalnote).



## Core tables

### Summary budget plans

Tables 2 and 3 show the total resources available to the FCO in 2007/08 compared with the forecast outturn for 2006/07. Table 2 shows the figures in cash terms (i.e. the actual resources that will be available in that

year). Table 3 shows the figures in constant terms at 2006/07 prices (so the 2007/08 figures have been recalculated to demonstrate how much they would be worth in 2006/07 and expressed as a percentage of 2006/07 outturn).

**Table 2 FCO Total budget in cash terms (Resource DEL, AME and Capital DEL) (£m)**

	2006/07 Forecast	2007/08 Plans
<b>RfR 1 Promoting internationally the interests of the UK and contributing to a strong world community.</b>		
Administration <sup>1</sup>	840	870
Programme	369	333
FCO capital	100	109
<b>British Council</b>	<b>187</b>	<b>193</b>
<b>BBC World Service</b>	<b>240</b>	<b>246</b>
<b>Total RfR 1</b>	<b>1,736</b>	<b>1,751</b>
<b>RfR 2 Conflict Prevention<sup>2</sup></b>	<b>344</b>	<b>256</b>

**Table 3 FCO Total budgets in constant prices expressed as % of 2006/07 forecast outturn (£m)**

	2006/07 Forecast	2007/08 Plans
<b>RfR 1 Promoting internationally the interests of the UK and contributing to a strong world community.</b>		
Administration <sup>1</sup>	100	101
Programme	100	88
FCO capital	100	106
British Council	100	100
BBC World Service	100	100
Total RfR 1	100	98
RfR 2 Conflict Prevention <sup>2</sup>	100	72

<sup>1</sup> Resource DEL figures reflect the reclassification of Impairments into Departmental AME across all years and the consequential elimination of impairment DUP in 2006/07 and 2007/08.

<sup>2</sup> 2007/08 plan figures underestimate total FCO resources because they do not include all of the conflict prevention expenditure which is transferred on an annual basis. Transfers will be made between conflict pool partners (FCO, MoD and DfID) at the time of the 2007/08 Supplementary Estimates.

Tables 4 to 9 are the 'common core' tables that are included in all departmental reports. Due to rounding, the individual table lines may not always add up to exactly the totals shown.

**Table 4 Total public spending for the Foreign and Commonwealth Office (£m)**

	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07 Forecast	2007/08
	Outturn	Outturn	Outturn	Outturn	Outturn	Outturn	Plans
<b>Consumption of resources:</b>							
<b>Resource DEL<sup>1</sup></b>							
Promoting the interests of the UK internationally and contributing to a strong world community	1,180	1,290	1,315	1,416	1,578	1,585	1,553
Conflict prevention	186	185	194	291	296	344	256
<b>Total resource budget DEL</b>	<b>1,366</b>	<b>1,476</b>	<b>1,509</b>	<b>1,708</b>	<b>1,874</b>	<b>1,930</b>	<b>1,809</b>
Of which: Near Cash	1,260	1,330	1,402	1,599	1,704	1,805	1,652
<b>Resource AME<sup>1</sup></b>							
Promoting the interests of the UK internationally and contributing to a strong world community <sup>2</sup>	38	60	40	3	22	12	50
<b>Total resource budget AME</b>	<b>38</b>	<b>60</b>	<b>40</b>	<b>3</b>	<b>22</b>	<b>12</b>	<b>50</b>
Of which: Near Cash	-	-	-	-	-	-	-
<b>Total resource budget</b>	<b>1,404</b>	<b>1,535</b>	<b>1,548</b>	<b>1,711</b>	<b>1,852</b>	<b>1,942</b>	<b>1,859</b>
Of which: Depreciation	97	127	104	70	86	96	167
Capital budget:							
<b>Capital DEL</b>							
Promoting the interests of the UK internationally and contributing to a strong world community	77	102	87	117	132	139	148
<b>Total capital budget</b>	<b>77</b>	<b>102</b>	<b>87</b>	<b>117</b>	<b>132</b>	<b>139</b>	<b>148</b>
<b>Total public spending<sup>3</sup></b>	<b>1,385</b>	<b>1,510</b>	<b>1,531</b>	<b>1,757</b>	<b>1,897</b>	<b>1,985</b>	<b>1,841</b>

1 Departmental expenditure limits established by spending reviews. Resource DEL figures reflect the reclassification of Impairments into Departmental AME across all years and the consequential elimination of impairment DUP in 2006/07 and 2007/08.

2 Negative figure in 2005/06 reflects the reversal of a non-cash impairment.

3 Total public spending is calculated as the total of the resource budget and the capital budget, less depreciation.

Explanations of trends are given in notes to Tables 5 and 6. A more detailed account of the FCO's expenditure can be found in the Resource Accounts (most recently HC1495 for 2005/06 published 20 July 2006).



Table 5 Resource budget for the Foreign and Commonwealth Office (£m)

	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07 Estimated Outturn	2007/08 Plans
	Outturn	Outturn	Outturn	Outturn	Outturn	Outturn	Plans
<b>Resource DEL</b>							
<b>Promoting the interests of the UK internationally and contributing to a strong world community</b>	1,180	1,290	1,315	1,416	1,578	1,585	1,553 <sup>1</sup>
of which:							
Delivering foreign policy	662	703	706	746	815	825	850
FCO programmes	134	142	151	199	251	232	154
International subscriptions <sup>2</sup>	75	98	112	113	123	125	128
BBC World Service <sup>3,4</sup>	171	201	189	194	208	209	215
British Council <sup>3</sup>	139	146	157	164	181	180	185
Peacekeeping							
Core FCO unallocated provision						15	22
<b>Conflict prevention</b>	<b>186</b>	<b>185</b>	<b>194</b>	<b>291</b>	<b>296</b>	<b>344</b>	<b>256<sup>5</sup></b>
of which:							
Conflict prevention	186	185	194	291	296	344	256
Conflict prevention unallocated provision	-	-	-	-	-	-	-
<b>Total resource budget (DEL)<sup>7</sup></b>	<b>1,366</b>	<b>1,476</b>	<b>1,509</b>	<b>1,708</b>	<b>1,874</b>	<b>1,930</b>	<b>1,809</b>
of which:							
Near Cash	1,260	1,330	1,402	1,599	1,704	1,805	1,652
of which:							
Pay	333	369	402	443	464	455	
Procurement	493	505	512	534	560	610	646
Grants and subsidies	295	310	331	457	498	547	439
Depreciation	59	67	64	67	109	84	117
<b>Resource AME</b>							
<b>Promoting the interests of the UK internationally and contributing to a strong world community</b>	38	60	40	3	-22	12	50
of which:							
Delivering foreign policy	38	60	40	3	-22	12	50
<b>Total resource budget (AME)<sup>6</sup></b>	<b>38</b>	<b>60</b>	<b>40</b>	<b>3</b>	<b>-22</b>	<b>12</b>	<b>50</b>
of which:							
Depreciation	38	60	40	3	-22	12	50
<b>Total resource budget</b>	<b>1,404</b>	<b>1,535</b>	<b>1,548</b>	<b>1,711</b>	<b>1,852</b>	<b>1,942</b>	<b>1,859</b>
of which: Depreciation	97	127	104	70	86	96	167

1 Plans for 2007/08 are lower than the forecast for 2006/07 because 2007/08 budgets will be adjusted at 2007/08 spring supplementary for the FCO/HMT international subscriptions 50/50 cost sharing agreement and any increase in Consular Premium income which are already reflected in the 2006/07 forecast outturn.

2 The figures for 2007/08 show the amount of international subscriptions which is expected to be met from the FCO's current budget. This is expected to be topped up at the spring supplementary under the cost sharing agreement reached between the Treasury and the FCO to share equally increases over and above the baseline of 102m for international subscriptions.

3 BBC World Service (BBCWS) and British Council Resource DEL figures have changed since the 2004/05 Departmental Report because of a change to the Treasury's budgeting framework. Capital grants which were previously scored in Resource DEL now form part of Capital DEL. There has been a corresponding increase in the Capital DEL for the BBCWS and the British Council (see Table 6).



4 The BBC World Service Broadcasting Service figure for 2006/07 and the plans figure for 2007/08 has been decreased by £6m in each year to reflect the transfer of responsibility for the BBC Monitoring Service to the Cabinet Office. BBC World Service broadcasting will no longer pay a subscription to BBC Monitoring so there is no net effect to their budget. The FCO has transferred £3m from its programme budget in 2006/07 and will in 2007/08 to the Cabinet Office and will no longer pay a subscription to BBC Monitoring.

5 Outturn figures show total FCO expenditure on conflict prevention 2007/08 plans as being underestimated because the Treasury will make further resources available for peacekeeping in the winter and/or spring supplementaries. 2007/08 figures show only the global programme funds for which the FCO is responsible. There will be further resources made available from the Treasury and transfers between pool partners at the time of the 2007/08 main and supplementary estimates.

6 Resource DEL figures reflect the reclassification of impairments into departmental AME across all years and the consequential elimination of impairment DUP in 2006/07 and 2007/08.

**Table 6 Capital budget for the Foreign and Commonwealth Office (£m)**

	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07 Forecast	2007/08
	Outturn	Outturn	Outturn	Outturn	Outturn	Outturn	Plans
<b>Resource DEL</b>							
<b>Promoting the interests of the UK internationally and contributing to a strong world economy</b>							
	77	102	87	117	132	139	148
of which:							
Delivering foreign policy <sup>1</sup>	55	96	50	78	93	99	108
BBC World Service <sup>2</sup>	17	-	31	31	31	31	31
British Council <sup>2</sup>	6	6	6	8	8	8	8
Unallocated Provision	-	-	-	-	-	1	1
<b>Total capital budget (DEL)</b>	<b>77</b>	<b>102</b>	<b>87</b>	<b>117</b>	<b>132</b>	<b>139</b>	<b>148</b>
of which:							
Capital expenditure on fixed assets net of sales <sup>3</sup>	55	96	50	78	93	99	108
Net lending to private sector	-	-	-	-	-	-	-
Capital support to public corporations	23	6	37	39	39	39	39
Capital support to local authorities	-	-	-	-	-	-	-
<b>Total capital budget AME</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>Total capital budget</b>	<b>77</b>	<b>102</b>	<b>87</b>	<b>117</b>	<b>132</b>	<b>139</b>	<b>148</b>
of which:							
Capital expenditure on fixed assets net of sales <sup>3</sup>	55	96	50	78	93	99	108
Less depreciation <sup>4</sup>	97	127	104	70	86	96	167
Net capital expenditure on tangible fixed assets <sup>5</sup>	-42	-30	-54	8	7	3	-59

1 The rise in net capital expenditure in 2002/03 is due mainly to a shortfall in capital receipts that year and the capitalisation of the Berlin Embassy PFI contract which was previously treated as off balance sheet. Capital expenditure rises again from 2004/05 due to extra resources to upgrade security at embassies and posts around the world, following a comprehensive review of security around the network.

2 BBC World Service (BBCWS) and British Council Capital DEL figures have increased since the 2004 Departmental Report because of a change to the Treasury's budgeting framework. Capital grants which were previously scored in Resource DEL now form part of Capital DEL. There has been a corresponding decrease in the Resource DEL for the BBCWS and the British Council (see Table 5).

3 Expenditure by the department and NDPBs on land, buildings and equipments, net of sales. Excludes spending on financial assets and grants, and public corporations' capital expenditure.

4 Included in resource budget.

5 Includes reclassified impairments provision in 2007/08.


**Table 7 Foreign and Commonwealth Office capital employed (£m)**

	2001/02 Outturn	2002/03 Outturn	2003/04 Outturn	2004/05 Outturn	2005/06 Outturn	2006/07 Forecast	2007/08 Projected
<b>Assets on balance sheet at end of year</b>							
<b>Fixed assets</b>							
Intangible	0	2	1	1	1	1	0
Tangible	1,262	1,246	1,227	1,254	1,479	1,470	1,497
of which:							
Non-residential land and buildings	561	568	478	492	592	580	611
Residential land and buildings	491	471	540	554	696	703	713
Information technology	31	46	54	40	40	66	74
Plant and machinery	13	12	14	14	16	19	20
Vehicles	13	13	25	21	18	15	12
Antiques and works of art		20	19	19	20	20	20
Furniture and fittings <sup>1</sup>	103	71	55	43	0	0	0
Assets in the course of construction	51	45	43	71	97	67	47
<b>Current assets</b>							
Stocks	10	10	8	9	8	8	7
Debtors	149	144	140	226	232	229	230
Cash at bank and in hand	15	72	39	76	117	117	40
Creditors <1 year	-83	-126	-97	-250	-299	-175	-167
Creditors >1 year	0	-33	-32	-32	-33	-33	-32
Provisions <sup>2</sup>	-30	-30	-47	-66	-71	-67	-63
<b>Total capital employed</b>	<b>1,325</b>	<b>1,285</b>	<b>1,240</b>	<b>1,217</b>	<b>1,434</b>	<b>1,550</b>	<b>1,512</b>

1 With effect from 1 April 2005 furniture and fittings have been reclassified as administration expenditure.

2 Provisions are liabilities of uncertain timing or amount.

Table 8 Administrative budget for the FCO (£m)

	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07 Estimated	2007/08
	Outturn	Outturn	Outturn	Outturn	Outturn	Outturn	Plans
<b>Administration expenditure<sup>1</sup></b>							
Paybill <sup>2</sup>	333	369	402	419	455	455	
Other	390	390	369	401	457	513	
<b>Total administration expenditure</b>	<b>723</b>	<b>759</b>	<b>771</b>	<b>819</b>	<b>912</b>	<b>967</b>	<b>972</b>
Administrative income	-62	-56	-64	-74	-97	-128	-102
<b>Total administration budget</b>	<b>662</b>	<b>703</b>	<b>706</b>	<b>746</b>	<b>815</b>	<b>840</b>	<b>870</b>
<b>Analysis by activity</b>							
Obj 1	132	117	144	188	SP1	96	
Obj 2	116	133	106	138	SP2	40	
Obj 3	132	158	146	142	SP3	143	
Obj 4	62	83	70	89	SP4	149	
Obj 5	181	143	189	174	SP5	236	
Obj 6					SP6	102	
Obj 7	14	17	14	14	SP7	15	
Impairments treated as exceptional items <sup>24</sup>		53	38	-	SP8	34	
<b>Total administration budget</b>	<b>662</b>	<b>703</b>	<b>706</b>	<b>746</b>	<b>815</b>	<b>840</b>	<b>870</b>

## Key

Objective 1: A secure United Kingdom within a safer and more peaceful world.

Objective 2: Enhanced competitiveness of companies in the UK through overseas sales and investments; and a continuing high level of quality foreign direct investment. (Through UK Trade & Investment, formerly BTI, shared with DTI).

Objective 3: Increased prosperity and a better quality of life in the UK and worldwide, through effective economic and political governance globally.

Objective 4: A strong role for the UK in a strong Europe, responsive to people's needs.

Objective 5: International decisions and actions which advance UK objectives and interests. Authoritative advice and support to the whole of Government on international issues. Positive foreign perceptions of the UK and the Government's policies.

Objective 6: High quality consular services to British nationals abroad. Effective regulation of entry to, and settlement in, the UK in the interests of sustainable growth and social inclusion. (Through UKvisas, shared with the Home Office).

Objective 7: Secure and well-governed United Kingdom Overseas Territories enjoying sustainable development and growing prosperity.

Strategic Priority 1: Making the world safer from global terrorism and weapons of mass destruction.

Strategic Priority 2: Protection of the UK from illegal immigration, drug trafficking and other international crime.

Strategic Priority 3: An international system based on the rule of law, which is better able to resolve disputes and prevent conflicts.

Strategic Priority 4: An effective EU in a secure neighbourhood.

Strategic Priority 5: Promotion of UK economic interests in an open and expanding global economy.

Strategic Priority 6: Sustainable development, underpinned by democracy, good governance and human rights.

Strategic Priority 7: Security of UK and global energy supplies.

Strategic Priority 8: Security and good governance of the UK's Overseas Territories.

1 Resource DEL figures reflect the reclassification of Impairments into Departmental AME across all years and the consequential elimination of impairment DUP in 2006/07 and 2007/08.

2 Paybill figures from 2001/02 include the salaries and related costs of locally employed staff overseas.

Note: Activities have been costed by objective in the Resource Accounts up to 2004/05. From 2005/06 (the first year of the period covered by the 2004 Spending Review) activities will be costed by Strategic Priority.



Table 9 Staff numbers

	Staff-years 2000/01 Actual	2001/02 Actual	2002/03 Actual	2003/04 Actual	2004/05 Actual	2005/06 Actual	2006/07 Estimated outturn	2007/08 Plans
<b>FCO</b>								
CS FTEs <sup>1</sup>	5,500	5,620	5,857	5,917	6,117	6,044	6,190	6,245
Overtime <sup>2</sup>	150	150	249	202	150	170	160	100
Casuals <sup>3</sup>	17	20	0	0	8	19	14	4
<b>Total</b>	<b>5,667</b>	<b>5,790</b>	<b>6,106</b>	<b>6,119</b>	<b>6,275</b>	<b>6,233</b>	<b>6,364</b>	<b>6,349</b>

1 Actuals reflect staff in post at the end of each financial year.

2 Overtime figure is based on average equivalent number of staff working overtime over year.

3 Casual staff defined as staff employed full-time or part-time for a short period only, normally not exceeding 12 months.

In accordance with Treasury guidance these figures show UK based staff only.

At 1 June 2006 there were a further 10,000 (approximately) locally engaged staff overseas.

Note: The numbers for 2005/06 onwards have changed since the 2005 Departmental Report because the 2005 numbers included the planned efficiency reductions of 310 but did not reflect the expected increase of 500 (to 1,176 in 2008) in self-funded entry clearance and consular staff.

Table 10 Diversity statistics for UK staff

For the FCO to maintain and improve its standards of excellence, we need wider skill sets, an ability to draw from and include as broad a talent pool as possible and to be seen to be in touch with modern Britain. While we have made progress, we still recognise that there is much more still to be done. We follow a ten-point plan (drawn up in line with Cabinet Office guidance) which sets out how we are going to achieve the stretching targets we have set for 2008. Each Directorate in the FCO has also drawn up an action plan to help create and sustain a culture that values diverse talents and skills. Our diversity targets are for UK based staff. In addition the FCO has an international workforce of local staff from every culture and background. In many cases local staff are doing work which a few years ago would have been done by UK based diplomats. These staff give us a very diverse workforce with a wide range of language and other skills.

Grade	Male	Female	%	Minority	%	Disability	%	Total
SMS	347	72	17.2	12	2.90	11	2.6	419
D band	700	326	31.8	32	3.10	33	3.2	1,026
C band	1,145	720	38.6	83	4.50	67	3.6	1,865
B band	761	782	50.7	159	10.30	59	3.8	1,543
A band	521	671	56.3	221	18.50	87	7.3	1,192
<b>Total</b>	<b>3,474</b>	<b>2,571</b>	<b>42.5</b>	<b>507</b>	<b>8.4</b>	<b>257</b>	<b>4.3</b>	<b>6,045</b>

Note: Figures as at 1 February 2007.

During 2006 the FCO resurveyed staff on diversity. The above figures reflect in part the improved management information this exercise provided.

Table 11 Resource allocation

Resource budget within departmental expenditure limits (DEL)

2007/08 Provision £000

**RFR 1: Promoting internationally the interests of the UK and contributing to a strong world community**  
**Section A: (Administration, programmes and international organisations subscriptions)**

ADMINISTRATION		
(i)	Centrally controlled administration budgets (HR, IT, Finance, Security)	604,521
(ii)	Locally engaged staff salaries and terminal benefits for about 9,200 locally engaged staff	141,868
(iii)	Home and overseas accommodation costs. Accommodation charges, rates payable to the Valuation Office Agency of Inland Revenue, and maintenance of Foreign and Commonwealth Office buildings in the UK. Rents and other charges including repair of furniture and equipment office and residential accommodation overseas	79,206
(iv)	Budgets devolved to directorates in the UK. Includes delegated local budgets of 233 overseas Posts including utilities, building maintenance and furnishings, official entertainment etc.	263,625
(v)	Information services. Publicity services at home and overseas; the cost of other information services	8,187
(vi)	Government Hospitality Fund grant-in-aid	1,800
(vii)	Lancaster House general expenditure	1,920
(viii)	Wilton Park Executive Agency	1,957
(ix)	Depreciation	116,624
(x)	Outward secondments	2,000
(xi)	Capital charges	39,835
(xii)	Of which full cost of consular and visa services, now classified as programme	306,536
<b>Total gross administration costs</b>		<b>955,007</b>
PROGRAMME		
<b>Grants and subscriptions etc. to international organisations</b>		
<b>(1)</b>	<b>United Nations regular budget</b> The UK's share is currently 6.127% of the General Assembly budget.	<b>69,617</b>
<b>(2)</b>	<b>Commonwealth Secretariat</b> The UK's share is currently 30% of the Secretariat's expenses.	<b>4,180</b>
<b>(3)</b>	<b>Council of Europe</b> The UK's share is: (i) 12.151% of general expenses (ii) 13.688% of pension contributions for the secretarial staff (iii) 10.512% of the extraordinary budget (iv) 12.151% of European Youth Foundation (v) 13.404% of Venice Commission	<b>19,408</b>
<b>(4)</b>	<b>Western European Union</b> The UK's share is currently 17.43% of general expenses	<b>1,645</b>
<b>(5)</b>	<b>Organisation for Economic Cooperation and Development (OECD)</b> The UK's share is currently 7.236% of general expenses	<b>12,877</b>
<b>(6)</b>	<b>OSCE</b> (i) 9.35% of Secretariat and institutions	<b>3,297</b>
<b>(7)</b>	<b>North Atlantic Treaty Organisation (NATO)</b> Most of the UK's share of 15.046% of certain general expenses of the International Staff Secretariat (civil) budget. The balance is paid by the Ministry of Defence.	<b>17,399</b>
<b>Total international subscriptions</b>		<b>128,423</b>





Table 11 continued

### Scholarships

#### Scholarships awards and other assistance to UK overseas students

(i)	Payments to the Commonwealth Scholarship and Fellowship Plan; provision is made for scholars from Australia, Canada, New Zealand, Brunei Darussalam, Cyprus, Malta, Singapore and Bahamas and for corresponding administrative expenses	2,050
(ii)	Payments for the Chevening Scholarships and Fellowships Programme for overseas scholars and fellow	32,289

#### Marshall Aid Commemoration Commission grant-in-aid

Grant for the provision of up to 40 university scholarships for two to three years tenable in the UK by graduates from the USA.

2,200

#### Total scholarships

36,539

### Global Opportunites Fund

(i)	Counter terrorism	8,800
(ii)	Drugs and crime	5,950
(iii)	Engaging with the Islamic world	8,200
(iv)	Overseas Territories	5,000
(v)	Economic governance	5,000
(vi)	Sustainable development	1,600
(vii)	Climate change and energy	4,700
(viii)	Migration	1,500
(ix)	Re-uniting Europe	6,150
(x)	Afghan counter-narcotics	16,300

#### Total Global Opportunites Fund

63,200

### Consular and Visa Operations

Full cost of consular and visa operations

292,473

### Other FCO programmes and grants

Bilateral programme budgets devolved to Directorates

23,350

Westminster Foundation for Democracy Grant in Aid

4,100

### Miscellaneous payments to individuals

(i)	Advances, against undertakings, to repay for the repatriation and relief pending repatriation of distressed British nationals and their dependants, also emergency evacuations.	80
(ii)	Payment of relief to distressed British nationals and their dependants overseas who are not repatriated, also associated medical and funeral costs.	20
(iii)	Ex gratia allowances to dependants of persons killed in Cyprus during the 1955/60 emergency.	29

### General services

(i)	Payment to the British Airports Authority for special facilities for entitled passengers.	3,135
(ii)	Foreign Compensation Commission. Salaries etc. of UK based staff.	52

#### Total other FCO programmes and grants

30,766

### Total Section A

1,506,408

Table 11 continued

Section B: BBC World Service Broadcasting	215,043
Section C: British Council	185,003
Section D: BBC World Service capital grant	31,000
Section E: British Council capital grant	7,800
<b>Gross resource budget within departmental expenditure limits (DEL)</b>	<b>1,945,254</b>
<b>Resource appropriations in aid</b>	
<b>Administration</b>	
(i) Refunds of salaries of seconded diplomatic staff	1,300
(ii) Receipts for the sale of information material overseas	49
(iii) Receipts at home and local budgets overseas from legalisation fees telephone and postage recoveries, medical scheme recoveries, subletting, sales of surplus materials, bank interest and other sundry receipts	1,420
(iv) Receipts from government departments	87,426
(v) Lancaster House receipts from other customers	87
(vi) Wilton Park Executive Agency	1,679
(vii) Sales into wider markets	10,000
<b>Total administration appropriations in aid</b>	<b>101,961</b>
<b>Programme</b>	
(viii) Receipts for visa and other services provided at consular offices	279,249
(ix) Distressed British nationals repayment of advances	65
(x) DfID payments to the Commonwealth Foundation	247
<b>Total programme appropriations in aid</b>	<b>279,561</b>
<b>Total resource appropriations in aid</b>	<b>381,522</b>
<b>Net RfR1 resource budget within departmental expenditure limits (DEL)</b>	<b>1,563,732</b>
<b>Non-budget Annually Managed Expenditure (AME)</b>	
(1) Reimbursements of certain duties, taxes and licence fees	18,000
(2) Impairment provision reclassified to AME	50,000
<b>Total non-budget</b>	<b>68,000</b>
<b>Total resource estimate provision RFR 1</b>	<b>1,631,732</b>
<b>RFR 2: Conflict prevention</b>	
<b>Spending in departmental expenditure limits (DEL)</b>	
Section A Sub-Saharan Africa – Programme expenditure	4,510
Section B – Programmes Expenditure	50,240
Section C Sub-Saharan Africa – Peacekeeping	100,141
Section D Global – Peacekeeping	101,269
<b>Total resource estimate provision RFR 2</b>	<b>256,160</b>
<b>Total resource estimate provision for FCO 2006/07</b>	<b>1,837,892</b>
<i>Reconciliation to resource budget in Table 4</i>	
Add common foreign and security policy attribution	5,862
Add departmental unallocated provision	22,000
Deduct expenditure on reimbursement of duties, taxes and licences (outside DEL)	-18,000
Deduct British Council/BBC World Service Capital Grant, reclassified as capital.	-38,550
<b>Total FCO resource budget</b>	<b>1,859,204</b>



Table 11 continued

## Capital budget

<b>RFR 1: Promoting internationally the interests of the UK and contributing to a strong world community</b>		
(i)	Purchase of computers, computer technology including word processors, ADP systems and wireless and telegraphic equipment	36,000
(ii)	Overseas estate, land, office and residential accommodation etc. and the construction of new buildings and alterations for representational purposes	70,703
(iii)	Official transport, office machinery, furniture and fittings and misc. expenditure for use in the UK and abroad	11,500
	<b>Gross capital expenditure</b>	<b>118,203</b>
(i)	Receipts from the sale of certain land and buildings	10,000
	<b>Capital appropriations in aid</b>	<b>10,000</b>
	<b>Net FCO estimate provision for capital 2006/07</b>	<b>108,203</b>
<i>Reconciliation to capital budget in Table 4</i>		
	Add capital grants	38,550
	Add departmental unallocated provision	1,000
	<b>Total FCO capital budget</b>	<b>147,753</b>

Table 12 Long term capital projects 2006/07 (capital costs only)

Details of capital projects over £1 million

£(m)

	Original estimate of year of completion	Current estimate of expenditure				
		Current estimate of completion	Current estimates of capital cost (m)	Expenditure in previous years	Estimated expenditure 2007/08	To be spent in future years
<b>IT projects</b>						
FCOWeb	2005	2009	5900	2300	3500	0.100
Future Firecrest Programme <sup>1</sup>	2004	2010	169900	49600	41.100	79.200
High Classification systems programme	2004	2009	5.220	1.100	3420	0.700
<b>Estate Building projects</b>						
Contracts let:						
ALGIERS Office	2006	2008	17870	6.054	7.271	4.545
BANGKOK Compound security works	2005	2007	1.377	1.167	0.210	0.000
BANGKOK Staff Housing	2005	2008	10.802	4.121	4.921	1.760
COLOMBO Office	2003	2008	10.922	5.722	5.200	0.000
DOHA Office, Residence and amenities	2000	2007	12.339	7.510	4.639	0.190
GENEVA Office	2006	2007	5.529	2.069	3.460	0.000
HANSLOPE PARK Compound power upgrade	2005	2007	1.742	1.489	0.235	0.000
HANSLOPE PARK Compound security works	2006	2007	4.977	0.627	4.350	0.000
HANSLOPE PARK ICT building	2005	2008	32.180	15.992	16.172	0.016
HANSLOPE PARK UPS units for ICT	2006	2007	3.500	0.954	2.546	0.000
HARARE Office	2006	2008	14.688	8.118	6.050	0.500
ISLAMABAD/KARACHI staff housing	2005	2007	6.500	4.931	1.569	0.000
ISTANBUL Office	2006	2007	3.778	2.653	1.125	0.000
JAKARTA Office security works	2006	2007	3.500	2.267	1.233	0.000
LASHKAR GAH Office and staff housing	2006	2007	4.500	3.600	0.900	0.000
MOSCOW Residence	2007	2008	10.879	2.641	6.649	1.589
MUNICH Office	2006	2007	1.500	1.050	0.450	0.000
<b>Security works</b>						
Tokyo guardhouse/perimeter defences	2006	2008	1400	-	1400	0.000

<sup>1</sup> The Knowledge Management Programme has been merged with Future Firecrest.

Note: FCOWeb has been separately identified as in the previous year, but it is technically part of the Future Firecrest Programme and should be shown as part of the Future Firecrest Programme figures.



**Table 13 Resource budget outturn by Strategic Priority (£m)<sup>1</sup>**

**Aim: To work for the United Kingdom's interests in a safe, just and prosperous world.**

**Strategic Priorities (SP):**

- SP1** A world safer from global terrorism and weapons of mass destruction (WMD).  
**SP2** Protection of the UK from illegal immigration, drug trafficking and other international crime.  
**SP3** An international system based on the rule of law, which is better able to resolve disputes and prevent conflicts.  
**SP4** An effective EU in a secure neighbourhood.  
**SP5** Promotion of UK economic interests in an open and expanding global economy.  
**SP6** Sustainable development, underpinned by democracy, good governance and human rights.  
**SP7** Security of UK and global energy supplies.  
**SP8** Security and good governance of the UK's Overseas Territories.  
**Consular** High quality consular services to British nationals abroad. Effective regulation of entry to, and settlement in, the UK in the interests of sustainable growth and social inclusion.  
**UKvisas** Entry clearance through UKvisas.



SP1		£170m	9%
SP2		£83m	4%
SP3		£584m	32%
SP4		£283m	15%
SP5		£336m	18%
SP6		£276m	15%
SP7		£27m	1%
SP8		£60m	3%
Consular & UKvisas		£63m	3%

Reconciliation to core Table 4 2005/06 Resource net outturn	(£m)
2005/06 net outturn resource accounts Schedule 5	1,882
Add common foreign and security policy attribution (not in resource accounts)	7
Add gains and losses from sale of capital assets	1
Add operating income not classified as or in excess to appropriations in aid <sup>2</sup>	19
Deduct expenditure on reimbursement of duties, taxes and licences (outside of DEL)	-18
Deduct British Council and BBCWS Capital Grant reclassified as capital	-39
<b>Table 4 2005/06 Resource DEL net outturn</b>	<b>1,852</b>

<sup>1</sup> Objectives were revised this year in order to more closely realign them with the FCO Strategic Priorities. It is not considered appropriate to restate prior year figures.

<sup>2</sup> Includes £8.3m excess cash receipts and £10.4m non-supply income (see note 31 to the 2005/06 Resource Accounts).



**Table 14 UK contributions to UN organisations, peacekeeping and international criminal tribunals**

Figures are correct at time of going to press

**UK Contributions to UN System 2006**

UK assessed contributions to UN system	(£)	Funding dept
Basel Convention	170,749	DEFRA
Bonn Convention on Migratory Species	172,230	DEFRA
Cartagena Protocol to the Convention on Biological Diversity	101,757	DEFRA
CMS – African–Eurasian Migratory Waterbirds Agreement (AEWA)	66,085	DEFRA
CMS – Agreement on the Conservation of Bats in Europe (EUROBATS)	36,264	DEFRA
CMS – Agreement on the Conservation of Cetaceans (ASCOBANS)	24,913	DEFRA
Convention on Biological Diversity	362,197	DEFRA
Convention on International Trade in Endangered Species	172,431	DEFRA
Food and Agriculture Organisation	13,202,956	DfID
Framework Convention on Climate Change – Core Convention Budget	498,325	DEFRA
Framework Convention on Climate Change – Kyoto Protocol	403,560	DEFRA
International Atomic Energy Agency – regular budget	10,994,536	DTI
International Civil Aviation Organisation	1,946,371	DfT
International Criminal Court	6,746,441	FCO
International Criminal Tribunal for Rwanda	4,719,345	FCO
International Criminal Tribunal for Yugoslavia	5,319,942	FCO
International Labour Organisation	9,618,181	DWP
International Maritime Organisation	1,040,068	MCA
International Seabed Authority (UNCLOS)	196,022	FCO/MoD/DEFRA/DfT/DTI
International Tribunal for the Law of the Sea (UNCLOS)	470,524	FCO/MoD/DEFRA/DfT/DTI
Permanent Court of Arbitration	34,000	FCO
Ramsar Convention	102,930	DEFRA
UN Disengagement Observer Force (UNDOF)	1,975,404	FCO
UN Economic Commission for Europe Convention on Long-Range Trans-Boundary Air Pollution	170,489	DEFRA
UN Educational Scientific and Cultural Organisation	11,112,006	DfID
UN Industrial Development Organisation	4,783,132	DfID
UN Integrated Mission in Timor-Leste (UNMIT)	5,319,568	FCO
UN Interim Force in Lebanon (UNIFIL)	11,402,043	FCO
UN Interim Mission in Kosovo (UNMIK)	8,119,902	FCO
UN Mission for the Referendum in Western Sahara (MINURSO)	1,677,678	FCO
UN Mission in Ethiopia and Eritrea (UNMEE)	5,380,003	FCO
UN Mission in Haiti (MINUSTAH)	19,830,588	FCO
UN Integrated Office in Sierra Leone (UNIOSIL)	578,067	FCO
UN Mission in Sudan (UNMIS)	41,800,010	FCO
UN Observer Mission in Georgia (UNOMIG)	1,221,990	FCO
UN Mission in Liberia (UNMIL)	24,840,766	FCO
UN Operation in Burundi (UNOB)	8,778,174	FCO
UN Operation in Cote d'Ivoire (UNOCI)	18,720,977	FCO
UN Mission in the Democratic Republic of Congo (MONUC)	44,939,895	FCO
UN Peacekeeping Force in Cyprus (UNFICYP)	1,161,143	FCO
United Nations Regular Budget	59,222,512	FCO
Universal Postal Union	963,614	DTI
World Health Organisation	15,334,267	DoH
World Heritage Fund	100,000	DCMS
World Intellectual Property Organisation	500,868	Patent Office
World Meteorological Organisation	1,740,338	Met Office
World Tourism Organisation	203,247	DCMS
<b>Sub-total assessed contributions</b>		<b>£346,276,508</b>



Table 14 continued

UK voluntary contributions to the UN system	(£)	Funding dept
Basel Convention Technical Co-operation Trust Fund	212,203	DEFRA
Bonn Convention on Migratory Species	30,000	DEFRA
CMS – Agreement on the Conservation of Bats in Europe (EUROBATS)	36,000	DEFRA
CMS – Agreement on the Conservation of Cetaceans (ASCOBANS)	15,000	DEFRA
CMS – Agreement on the Conservation of Cetaceans in the Mediterranean (ACCOBAMS)	6,992	DEFRA
Conservation and Management of Marine Turtles and their Habitats of the Indian Ocean and SE Asia	30,000	DEFRA
Convention for Protection of the Marine Environment in North Atlantic	206,000	DEFRA
Convention on International Trade in Endangered Species	134,000	DEFRA
Food and Agriculture Organisation	9,702,301	DfID
Global Environment Facility	29,457,000	DfID
Great Ape Survival Project	50,000	DEFRA
Inter-governmental Panel on Climate Change	104,167	DEFRA
International Atomic Energy Agency – Leadership Management Support	58,000	DTI
International Atomic Energy Agency – Nuclear Security Fund	485,000	DTI
International Atomic Energy Agency – Safeguards Support	217,884	DTI
International Atomic Energy Agency – Technical Co-operation Fund	2,656,536	DTI
International Civil Aviation Organisation Aviation Security Plan of Action (AVSEC)	71,931	DFT
International Civil Aviation Organisation Universal Safety Oversight Audit Programmes (USOAP)	100,000	DFT
International Criminal Court	65,000	FCO
International Criminal Tribunal for Yugoslavia – Bosnia War Crimes Chamber	150,000	FCO
International Fund for Agricultural Development	5,931,174	DfID
International Labour Organisation	3,742,140	DfID
International Maritime Organisation	160,000	MCA
International Telecommunication Union	1,397,556	DTI
Khmer Rouge Tribunal	500,000	FCO
Montreal Protocol (Ozone) Trust Fund	137,043	DEFRA
Office of High Commissioner for Human Rights Commissioner National Institutions	100,000	FCO
Office of High Commissioner for Human Rights Fund for Technical Co-operation	650,000	FCO
Office of High Commissioner for Human Rights Fund for Victims of Torture	200,000	FCO
Office of High Commissioner for Human Rights Justice / Rule of Law Unit	100,000	FCO
Ramsar Convention	10,000	DEFRA
Special Court for Sierra Leone	2,000,898	FCO
UN AIDS	10,000,000	DfID
UN Centre for Human Settlements	100,000	DfID
UN Children's Fund	22,500,000	DFID
UN Children's Fund	30,000	FCO
UN Democracy Fund	341,641	FCO
UN Department for Disarmament Affairs – Lima Regional Centre	169,893	FCO/DfID
UN Development Fund for Women	3,000,000	DfID
UN Development Programme	9,360,356	FCO
UN Development Programme	57,000,000	DfID
UN Educational Scientific and Cultural Organisation	1,000,000	DfID
UN Environment Programme	4,200,000	DEFRA
UN Environment Programme / UN Development Programme: Harmonising Operational Procedures	20,000	FCO
UN Framework Convention on Climate Change – Clean Development Mechanism	394,063	DEFRA
UN Framework Convention on Climate Change – Compilation and Accounting database	15,976	DEFRA
UN Framework Convention on Climate Change – International Transaction Log	26,626	DEFRA
UN Framework Convention on Climate Change – Joint Implementation Workshops	74,553	DEFRA
UN Framework Convention on Climate Change Trust Fund for Developing Country Participation	110,000	DEFRA
UN Framework Convention on Climate Change Trust Fund for Supplementary Activities	15,000	DEFRA
UN Fund for Population	20,000,000	DfID
UN Global Compact	90,000	FCO
UN Global Compact – civil society co-ordinator (funding over 3 years 2006/08)	225,000	FCO
UN High Commissioner for Refugees	1,000,000	Home Office
UN High Commissioner for Refugees	384,543	FCO
UN High Commissioner for Refugees	19,000,000	DfID
UNHCR Office – Bogota	56,250	FCO

Table 14 continued

UK voluntary contributions to the UN system	(£)	Funding dept
UNHCR Office – Caracas	44,390	FCO
UN Mission in Kosovo (UNMIK)	4,017,211	FCO
UN Mission in Liberia (UNMIL)	400,000	FCO
UN Integrated Office in Sierra Leone (UNIOSIL)	238,041	FCO
UN Mission in Sudan (UNMIS)	1,091,692	FCO
UN Mission on the Democratic Republic of Congo (MONUC)	800,000	FCO
UN Monitoring, Verification and Inspection Commission (UNMOVIC)	148,465	FCO
UN Observer Mission in Georgia (UNOMIG)	720,000	FCO
UN Office for Drugs Control	3,651,494	FCO
UN Office for the Co-ordination of Humanitarian Affairs	7,145,000	DfID
UN Peacekeeping Force in Cyprus (UNFICYP)	14,548,951	FCO
UN Policy Division	not available*	DfID
UN Relief and Works Agency	15,000,000	DfID
Vienna Convention (Ozone) Trust Fund	16,608	DEFRA
World Food Programme	2,500,000	DfID
World Health Organisation	not available*	DoH
World Health Organisation	not available*	DfID
World Heritage Bilateral Programme	25,000	DCMS
World Meteorological Organisation	1,270,687	Met Office
<b>Sub-total voluntary contributions</b>		<b>£259,448,265</b>
<b>Total</b>		<b>£605,724,773</b>

\*at time of going to press.

Table 15 UK contributions to non-UN peacekeeping

		2006/07 Programme/Activity (RAB) forecast expenditure
<b>SUB-SAHARAN AFRICA</b>		
<b>Assessed contributions</b>		
<b>Country/Region</b>		
Democratic Republic of Congo	EUSEC DRC	642,791
Democratic Republic of Congo	EUPOL Kinshasa	629,888
Democratic Republic of Congo	EUFOR DRC	1,981,500
Rwanda	ICTR	4,833,526
Sudan	EU Support to AMIS	200,277
	<b>Total</b>	<b>8,287,982</b>
<b>Non-assessed contributions</b>		
<b>Country/Region</b>		
Comoros	AU Mission	236,705
Democratic Republic of Congo	EUSEC DRC	44,533
Sierra Leone	Special Court for Sierra Leone	2,040,000
Sudan	AMIS	35,000,000
Sudan	EU Support to AMIS	399,758
	<b>Total</b>	<b>37,720,996</b>



Table 15 continued

		2006/07 Programme/Activity (RAB) forecast expenditure
<b>GLOBAL (NON SUB-SAHARAN AFRICAN)</b>		
<b>Assessed contributions</b>		
<b>Country/Region</b>		
Afghanistan	ESDP Mission	50,000
Albania	OSCE	268,321
Armenia	OSCE	115,077
Azerbaijan	OSCE	128,501
Belarus	OSCE	65,991
Bosnia and Herzegovina	EUPM	2,382,417
Bosnia and Herzegovina	OSCE	1,203,091
Croatia	OSCE	600,454
Estonia Military Pensions	OSCE	8,557
Georgia	OSCE	752,684
Indonesia (Aceh)	AMM	211,855
Iraq	EUJUST LEX	1,256,640
Kazakhstan	OSCE	139,488
Kosovo	EUPOL Kosovo	1,280,651
Kosovo	OSCE	2,248,668
Kyrgyzstan	OSCE	190,077
Macedonia	OSCE	733,563
Middle East	EUBAM Rafah	666,551
Moldova	OSCE	114,540
Montenegro	OSCE	41,665
Nagorno-Karabakh	OSCE	149,784
Occupied Palestinian Territories	EUPOL COPPS	722,275
Serbia	OSCE	675,765
Tajikistan	OSCE	264,591
Turkmenistan	OSCE	72,971
Ukraine	OSCE	164,360
Uzbekistan	OSCE	129,449
Western Balkans	EUMM	626,925
	<b>Total</b>	<b>15,264,911</b>
<b>Non-assessed contributions</b>		
<b>Country/Region</b>		
Albania	OSCE	216,368
Azerbaijan	OSCE	60,000
Balkans	Peace Support Operation	53,000,000
Belarus	OSCE	60,000
Bosnia and Herzegovina	EUPM	1,687,076
Bosnia and Herzegovina	OSCE	260,000
Cambodia	Khmer Rouge Tribunal	500,000
Croatia	OSCE	86,000
Georgia	Border Support Team	65,000
Georgia	OSCE	288,000
Indonesia (Aceh)	AMM	309,707
Iraq	CivPol	13,073,337
Iraq	EUJUST LEX	1,074,637
Jordan	CivPol	2,686,718
Kosovo	OSCE	360,000
Kosovo	Policing & Rule of Law	99,952
Kyrgyzstan	OSCE	8,000

Table 15 continued

	Programme/Activity	2006/07 (RAB) forecast expenditure
Macedonia	EUPAT	8,142
Macedonia	OSCE	355,000
Middle East	EUBAM Rafah	156,794
Moldova	EUBAM	85,000
Moldova	OSCE	60,000
Nagorno-Karabakh	OSCE	60,000
Occupied Palestinian Territories	EUPOL COPPS	114,927
OSCE	OSCE Secretariat	293,288
Serbia	OSCE	325,000
Tajikistan	OSCE	30,000
Western Balkans	EUMM	199,589
	<b>Total</b>	<b>75,522,535</b>

	2006/07 Forecast expenditure
<b>GLOBAL (NON SUB-SAHARAN AFRICAN)</b>	
Total non-assessed	75,522,535
Total assessed	15,264,911
<b>GLOBAL (NON SUB-SAHARAN AFRICAN) TOTAL</b>	<b>90,787,446</b>
<b>SUB-SAHARAN AFRICA</b>	
Total non-assessed	37,720,996
Total assessed	8,287,982
<b>SUB-SAHARAN AFRICA TOTAL</b>	<b>46,008,978</b>
<b>Total</b>	<b>136,796,424</b>

Note: assessed costs are obligatory contributions to international organisations. The UK pays a share of the costs of each mission based on the rate of assessment of the relevant organisation.

Non-assessed costs are voluntary contributions that the UK makes to peacekeeping efforts. This can be military or civilian personnel contributed to a mission or additional funding.

Table 16 Appointments to NDPBs

Appointments are now published on the FCO website:  
[www.fco.gov.uk/ndpbs](http://www.fco.gov.uk/ndpbs)

FCO Non-departmental public bodies are:  
Westminster Foundation for Democracy  
British Association for Central and Eastern Europe  
British Council  
Marshall Aid Commemoration Commission  
Great Britain China Centre  
Diplomatic Service Appeal Board  
Wilton Park Academic Council  
Government Hospitality Advisory Committee  
for the Purchase of Wine

Table 17 Exceptions to fair and open competition

Our fundamental principle for recruitment is that selection for appointment is made on merit within a framework of fair and open competition.

The following exceptions were made during the period in line with the Civil Service Commissioners' recruitment code.

The category all of the exemptions fall into is short-term appointments (up to a maximum of five years).

<b>Extensions</b>	(to the advertised term, including conversion of appointees to permanent positions)
<b>Specialists</b>	(where only one source is capable of providing the necessary products or services because of the uniqueness or high degree of specialisation required).
<b>New Deal</b>	(appointments made in line with the Jobcentre Plus New Deal scheme, under the Department for Work and Pensions)

<b>Extensions</b>	<b>49</b>
<b>Specialists</b>	<b>0</b>
<b>New Deal</b>	<b>0</b>



**Table 18 Contingent liabilities**

Nature of liability	Amount outstanding at 31 March 2006 (£000)
Liabilities disclosed under FRS 12:	
Disputed claims for rents payable on overseas properties	851
Potential overseas national insurance liabilities and various other related claims	2,416
Not required to be disclosed under FRS12 but included for Parliamentary reporting:	
Indemnities given by the British Council to the owners of objects exhibited overseas against loss or damage	21,708

**Table 19 Grade 1 salaries**

Senior management structure payband 4 (Grade 1) Salary range (£)*	Number of Officers
180,000 – 189,999	2
170,000 – 179,999	2
160,000 – 169,999	1
150,000 – 159,999	0
140,000 – 149,999	2
130,000 – 139,999	5
120,000 – 129,999	5
110,000 – 119,999	7
100,000 – 109,999	6
90,000 – 99,999	3
<b>Total</b>	<b>33</b>

\*Basic salary only

**Table 20 Senior salaries**

Other senior officer salaries Salary range (£)*	Number of Officers
115,000 – 119,999	1
110,000 – 114,999	2
105,000 – 109,999	4
100,000 – 104,999	5
95,000 – 99,999	7
90,000 – 94,999	12
85,000 – 89,999	16
80,000 – 84,999	73
75,000 – 79,999	11
70,000 – 74,999	34
65,000 – 69,999	76
60,000 – 64,999	84
55,000 – 59,999	59
<b>Total</b>	<b>384</b>

**Table 21 Consultants**

Expenditure on external consultants and contractors in 2005/06 amounted to £354m. The great majority of this expenditure was associated with our major IT and estate construction programmes. The top five suppliers, in terms of expenditure, within this period were as follows.

Supplier	Amount (£)
Hewlett Packard	£16.9m
3M United Kingdom Plc	£3.79m
Fujitsu Services	£3.73m
PA Consulting Group	£3.64m
Parity Resources Limited	£2.9m

Table 22 Sponsorship £5,000 and over

Post/UK	Description of project	Total forecast project cost	Name of sponsor/s	Value of sponsorship (£) cash (£)	Value of sponsorship (£) in kind (£)
Rio de Janeiro	Queen's Birthday Party (QBP)	21,750	GSK	1,250	
			PriceWaterhouse	1,250	
			Wellstream	1,250	
			Shell	1,250	
			Benfield	1,250	
			Rio Tinto	1,250	
			Rolls-Royce	1,250	
			BG	1,250	
			KPMG	1,250	
			Pinheiro Neto	1,250	
			PGS	1,000	
			BP	750	
			BRASCO	625	
			Royal & SunAlliance	375	
			Nathan Medeiros	250	
			Studio Alfa		2,250
			Diatec		250
			Copacabana Palace Hotel		3,750
<b>Total</b>		<b>£21,750</b>	<b>Sub totals</b>	<b>£15,500</b>	<b>£6,250</b>
			<b>Total sponsorship</b>	<b>£21,750</b>	

Corporate sponsorship helps to reduce the overall burden on the taxpayer of the costs of our activities at home and overseas.

We have produced guidelines for departments and Posts which identify best practice and incorporate Cabinet Office guidance on issues of propriety.

Note: In 2006/07 there were no major projects that attracted sponsorship from companies. However, the Queen's Birthday Party in Rio de Janeiro attracted sponsorship from 18 different companies. The total value of this sponsorship amounted to £21,750 against total forecast project costs of £21,750.

Table 23 Freedom of Information (FOI) statistics

FOI STATISTICS						
2006						
	Full & partial disclosure	Full refusal incl. >£600*	Info not held	Clarification sought	Unresolved at year end	Total received
	442 (43%)	215 (21%)	123 (12%)	195 (19%)	50 (5%)	1,025

\* Includes requests where handling costs would have exceeded £600.

NB: Full year figures not yet validated by DCA.

#### Comparative figures 2005–2006

	2005	2006	Difference
Requests	1,315	1,025	-22%
Internal	80	72	-10%
Information Commissioner's Office complaints	17	50	294%
Data Protection Act requests	67	111	165%







## Assessing our performance against PSA targets

This chapter gives details about our performance against all FCO PSA targets, including those shared with other government departments. During 2006/07 the FCO has worked towards nine PSA targets set during the 2004 spending review (SR04).

The FCO measures performance against PSA targets using scorecards developed from PSA technical notes, which detail the full text of the agreement between FCO and the Treasury (HMT). For this report, we commissioned performance assessments from FCO PSA monitors against all indicators listed in the technical note.

We summarise our progress towards the nine SR04 PSA targets using traffic light assessments and written descriptions of our performance. We base our overall assessment of progress towards the target on several indicator assessments. We use the following assessment terms, reflecting the Treasury's public expenditure system (PES/2006/18) guidance:

### SR04 PSA targets – performance assessments for targets and indicators

<b>Green</b>		<b>Met early</b> – where there is no possibility of subsequent slippage during the lifetime of the target <i>or</i> <b>Ahead</b> - if progress exceeds plans and expectations.
<b>Amber</b>		<b>On course</b> – progress in line with plans and expectations.
<b>Red</b>		<b>Slippage</b> – progress is slower than expected by reference to the targets' technical note.
<b>White</b>		<b>Not assessed</b> – target for which data is not available or indicator is no longer relevant.

1 FCO Autumn Performance Report, December 2006: [www.fco.gov.uk/Files/kfile/Autumn\\_Performance\\_Report\\_FINAL1,0.pdf](http://www.fco.gov.uk/Files/kfile/Autumn_Performance_Report_FINAL1,0.pdf) (Annexes at: [www.fco.gov.uk/Files/kfile/AutumnPerformanceReport2006\\_Annex\\_191206,0.pdf](http://www.fco.gov.uk/Files/kfile/AutumnPerformanceReport2006_Annex_191206,0.pdf))  
 2 Results of audit conducted by National Audit Office between December 2006 and January 2007 available at [www.nao.org.uk](http://www.nao.org.uk)

The performance assessments within this report update those in the Autumn Performance Report 2006.<sup>1</sup>

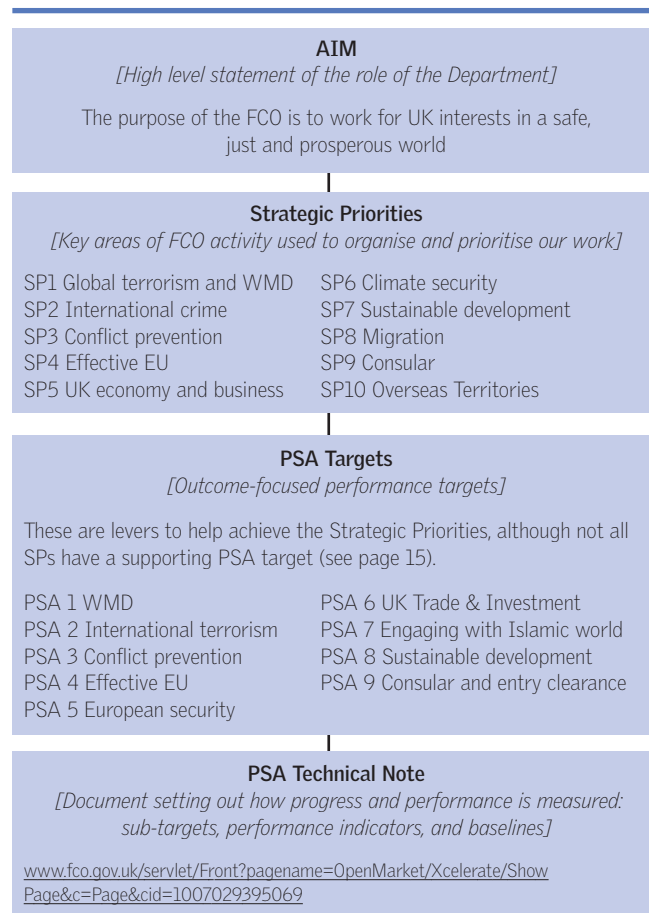
### Data quality and sources

The National Audit Office conducted an audit between December 2006 and January 2007 of the data systems supporting all FCO PSA targets and will issue their findings later this year.<sup>2</sup> The quality and availability of data sources supporting narrative statements and links to further sources of information are shown on page 169.

### Tracking recent performance

The nine SR04 PSA targets are supported by 71 indicators or sub-targets. There is a summary of all performance assessments given against these targets and indicators between April 2005 and March 2007 on page 170.

## Structure of the SR04 Public Service Agreement (PSA)



## Progress towards PSA targets

### Summary of FCO performance towards SR04 PSA targets

Overall performance 1 April 2006 – 31 March 2007

**PSA 1** – To deter, check and roll back programmes for the development of **WMD** and related delivery systems in countries of concern, and to reduce the supply of, and demand for, such weapons worldwide.



Amber – On course

**PSA 2** – To reduce the risk from **international terrorism** so that UK citizens can go about their business freely and with confidence.



Amber – On course

**PSA 3** – By 2007/08, improved effectiveness of UK and international support for **conflict prevention**, through addressing long-term structural causes of conflict, managing regional and national tension and violence, and supporting post-conflict reconstruction, where the UK can make a significant contribution, in particular Africa, Asia, the Balkans and the Middle East.



Amber – Broadly on course with minor slippage<sup>1</sup>

**PSA 4** – A reformed and **effective** (post-enlargement) **EU**, as measured by progress towards achieving UK policy priorities including a robust and effective Common Foreign and Security Policy (CFSP) which complements North Atlantic Treaty Organisation (NATO).



Amber – On course

**PSA 5** – Play a leading role in the development of the **European security agenda**, and enhance capabilities to undertake timely and effective security operations, by successfully encouraging a more efficient and effective NATO, a more coherent and effective ESDP operating in strategic partnership with NATO, and enhanced European defence capabilities.



Amber – On course

**PSA 6** – By 2008, deliver a measurable improvement in the business performance of **UK Trade & Investment's** (UKTI) international trade customers with an emphasis on new to export firms; and maintain the UK as the prime location in the EU for foreign direct investment.



Amber – On course

**PSA 7** – To increase understanding of, and **engagement with, Islamic countries** and communities and to work with them to promote peaceful political, economic and social reform.



Amber – On course

**PSA 8** – To promote **sustainable development**, underpinned by democracy, good governance and human rights, particularly through effective delivery of programmes in these and related fields.



Amber – On course

**PSA 9** – Effective and efficient **consular and entry clearance services**, as measured by specific underlying targets.



Amber – On course

### Targets outstanding from previous reviews

One target set in the 2002 spending review (SR02) remains outstanding. A final assessment of SR02 PSA 4 – Conflict Prevention – will be made in autumn 2007 (data from 2006 becomes available in autumn 2007). The Autumn Performance Report 2006 (pages 34–37) has the latest update.

<sup>1</sup> PSA 3 uses a different assessment term. Please refer to page 153 for an explanation.



## SR04 PSA 1 – WMD target

**To deter, check and roll back programmes for the development of WMD and related delivery systems in countries of concern, and to reduce the supply of and demand for such weapons worldwide.**

Following the publication of *Active Diplomacy For A Changing World: The UK's International Priorities*, this PSA target now links to revised **Strategic Priority 1: Making the world safer from global terrorism and weapons of mass destruction.**

This target is made up of four indicators, A–D, listed below. The overall assessment is an aggregation of these progress assessments.



**Amber –  
On course**

### Overall summary of progress 1 April 2006 – 31 March 2007

We have consolidated progress and continued to expand the range and depth of our counter-proliferation work. However, there have been challenges to the nuclear non-proliferation regime. On 9 October 2006 North Korea (DPRK) carried out a partially successful nuclear test. We remain seriously concerned about Iran's nuclear programme. We continue to address these challenges. Awareness of the threat continues to grow through UK efforts in the Proliferation Security Initiative, the newly established Global Initiative to Combat Nuclear Terrorism and successful negotiation of a two-year extension of the 1540 Committee's mandate in UNSCR 1673. Rules have been strengthened in export control regimes and other bodies. Through the G8 Global Partnership the UK assisted other donor countries with implementation of a wide range of projects including submarine dismantling, chemical weapon destruction and the redirection of scientists.

Target indicator	Progress assessment 1 April 2006 – 31 March 2007
A) Contribution towards rolling back programmes or potential emerging programmes in countries of concern; and consolidating progress already made.	<p><b>Red – Slippage</b> The Democratic People's Republic of Korea (DPRK) carried out a partially successful nuclear test on 9 October 2006. The UN Security Council adopted Resolution 1718 on 14 October 2006 urging the DPRK to cease immediately all further nuclear testing, observe a moratorium on nuclear and missile testing and rejoin the Non Proliferation Treaty (NPT). On 13 February 2007, the Six Party Talks led to a positive initial outcome, with DPRK agreeing to close the Yongbyon reactor. Our work before and during this reporting period to raise awareness of the WMD threat and to achieve consensus ensured that the international community was well placed to take appropriate action.</p> <p>Iran has continued to defy the international community with its enrichment-related, reprocessing and heavy-water related activities. Our lobbying contributed towards the unanimous adoption of UNSCR 1737, which imposed sanctions and other measures on Iran if they continued with these activities. The International Atomic Energy Agency (IAEA) confirmed on 22 February that Iran had not suspended enrichment and heavy-water related activities, and negotiations for further action through the UN are under way.</p> <p>We have continued to bring India and Pakistan closer to the non-proliferation mainstream (for example in our support of the US India Civil Nuclear Co-operation Initiative). We are examining what financial measures we might use against proliferators, which could be a valuable measure in rolling back programmes of concern.</p>
B) Success in raising awareness of the scale and nature of the WMD threat and increased commitment to non-proliferation norms, leading to more robust action by the international community.	<p><b>Amber – On course</b> The Proliferation Security Initiative (PSI) has attracted many new adherents. Over 80 countries have agreed to take more action against proliferation, and to share information and best practice. 23 June 2006 saw the largest gathering so far with 20 countries attending a PSI meeting. The FCO closely supported the MoD in the UK-led maritime industry workshop in November 2006.</p> <p>We have been an effective and proactive supporter of the implementation of UNSCR 1540 both in New York and elsewhere, and successfully negotiated a two-year extension of the 1540 Committee's mandate in UNSCR 1673. This also allowed greater concentration on implementation of the resolution.</p> <p>The UK is an initial partner nation of the Global Initiative to Combat Nuclear Terrorism. This initiative aims to increase countries' commitment to reducing the risk of acquisition, transport or use by terrorists of nuclear materials and radioactive substances. The UK attended the first two meetings and has helped to steer this initiative to focus on areas where it can make a real difference, including working to complement existing activities, with the IAEA.</p>



## Target indicator

Progress assessment 1 April 2006 – 31 March 2007

We have recently funded Missile Technology Control Regime (MTCR) technical consultations with India, hosted two export control seminars for Pakistan and co-funded a UNSCR 1540 seminar in Beijing. We have played a leading role in the launch of the China leg of the EU Pilot Project Export Control Outreach Programme, participating heavily in the customs training event and leading the delivery of the licensing seminar.

C) UK's contribution to strengthening international instruments, organisations and export control regimes to counter WMD development and proliferation.

● **Amber – On course** Lobbying, building consensus, policy formulation and interventions at various meetings and conferences have contributed to strengthening key international instruments and regimes:

- Chemical Weapons Convention: preparations have begun for the Review Conference in 2008 for which the UK will chair the preparatory Working Group.
- Sixth Review Conference of the Biological and Toxin Weapons Convention: reached a successful conclusion and agreed a further intersessional work programme and a support unit within the UN.
- Nuclear Suppliers Group (NSG): took forward work towards agreement on transfers of 'Enrichment and Reprocessing' technology. The group encouraged vigilance in relation to current proliferation challenges and urged Iran to implement confidence-building measures; the NSG chair also condemned North Korea's October nuclear test.
- MTCR: UK efforts were key to ensuring a reference to North Korea was included in the plenary press statement.
- Australia Group: the UK continues to play a major role, including being active on outreach and making influential policy contributions during the plenary.

D) UK support for the development of co-operative threat reduction schemes.

● **Amber – On course** The Global Partnership annual report to the G8 for the St Petersburg Summit committed the Partnership to a review of its work over the first half of the ten-year commitment, and a forward-looking report for the work that remains to be done. The UK has restructured its efforts on threat reduction with the introduction of a pooled budget and strengthened governance through a Ministerial Oversight Board. We have provided assistance to other donor countries on submarine dismantling, the redirection of scientists (by providing sustainable employment for former WMD scientists to reduce the risk that their expertise will be misused by states or terrorists) and chemical weapon destruction. We led efforts to agree the text of the new stability instrument which will allow increased spending by the EU Commission on infrastructure support for Global Threat Reduction (GTR) projects, to meet the commitment of €1 billion to the Global Partnership. We secured approval in principle for EU funding for the Shchych'ye Chemical Weapons Destruction Facility. The UK contribution to chemical weapons projects at Shchych'ye is forecast as £2.42 million for 2006/07.

## Data sources

All indicators are drawn together from a variety of cross-referenced sources. Internal FCO reporting will be a mixture of sources but mainly e-telegrams and minutes.

Indicator A: UN website and internal FCO reporting.

Indicator B: Various external websites (PSI, UN etc.) and internal FCO reporting.

Indicator C: Websites of the various export control regimes and internal FCO reporting.

Indicator D: Global Partnership Fourth Annual report and internal FCO reporting.



## SR04 PSA 2 – Terrorism target

**To reduce the risk from international terrorism so that UK citizens can go about their business freely and with confidence.**

Following the publication of *Active Diplomacy For A Changing World: The UK's International Priorities*, this PSA target now links to *revised Strategic Priority 1: Making the world safer from global terrorism and weapons of mass destruction*.

This target is made up of six indicators, A–F, listed below. The overall assessment is an aggregation of these progress assessments.




**Amber –  
On course**

### Overall summary of progress 1 April 2006 – 31 March 2007

Progress towards this target is measured by six indicators – all Amber (on course).

Target indicator	Progress assessment 1 April 2006 – 31 March 2007
A) Raised awareness of the scale and nature of the terrorist threat, leading to more robust action by the international community.	<p>● <b>Amber – On course</b> Extensive UK briefing of international partners on our assessment following recent UK investigations.</p>
B) A clear determination of the scope for preventive action against terrorist targets overseas; effective decision-making mechanisms in place to authorise such action; and well co-ordinated capabilities for such action.	<p>● <b>Amber – On course</b> There has been significant progress in co-operation with other government departments as part of a co-ordinated Whitehall process. We intend to test our planning assumptions in a forthcoming exercise.</p>
C) Evidence that UK interventions have helped develop political will and effective counter-terrorism capacities.	<p>● <b>Amber – On course</b> Shift in overseas priorities for counter-terrorism (CT) capacity building agreed September 2006; improved methodology for assessing partners' CT capability, including key capability gaps, pioneered for overseas disruption activities in February 2007, with the intention of spreading this best practice to other parts of our overseas effort. Successful defeat of appeals against deportation by foreign terrorist suspects in the Special Immigrations Appeal Commission have validated the assurances secured from third countries (Libya, Jordan, Algeria, Lebanon) about the return of such suspects.</p>
D) Evidence that UK interventions have helped develop effective international mechanisms for countering terrorism, including for targeting terrorist financing.	<p>● <b>Amber – On course</b> UK leading development of UN Al Qa'ida and Taliban sanctions regime, securing good support from key partners, including the US. The UK input helped to reach agreement on the September 2006 United Nations General Assembly resolution on the UN CT strategy. We continue to take forward the EU CT action plan developed during our 2005 EU presidency. We led the effort to create a more rigorous system for designating terrorist groups in the light of recent EU court cases. Other FCO-led achievements include progress on a code of conduct on charity regulation and agreement on an EU radicalisation strategy.</p>
E) Reduction in the vulnerability to terrorism of UK citizens and interests overseas, including civil aviation and maritime vulnerabilities, through security enhancements by host nations, international action, and practical and credible advice.	<p>● <b>Amber – On course</b> The terrorism section of FCO travel advice is continually updated to reflect events and changes in the threat. We took action, in support of the Department for Transport and the Home Office, to increase international understanding of emerging aviation threat methodology and have subsequently helped them take that work forward in both the EU and G8.</p>

Target indicator	Progress assessment 1 April 2006 – 31 March 2007
F) FCO contribution to the expansion of UK and international capacity to deal with the consequences of terrorist attacks overseas.	 <b>Amber – On course</b> FCO senior official CT exercise was held in September 2006. Foreign observers attended a major UK CT exercise in October 2006 and planning has firmed up a for a major Government overseas exercise as part of a US-led exercise in early 2008.
Other information	In the reporting period we have continued to lead the Government's response to the kidnapping of UK nationals by terrorist groups overseas. We led on the response to the kidnapping of five members of the British diplomatic community in Ethiopia who were abducted and later released in March 2007.
<b>Data sources</b> Indicator A: Post reporting. Whitehall contacts Indicator B: CONTEST action plans Indicator C: Public court judgements and CONTEST action plans Indicator D: UNGA resolutions; EU documents Indicator E: Public travel advice. Post reporting Indicator F: Internal Government reporting.	




## SR04 PSA 3 – Conflict prevention target

**By 2007/08, improved effectiveness of UK and international support for conflict prevention, through addressing long-term structural causes of conflict, managing regional and national tension and violence, and supporting post-conflict reconstruction, where the UK can make a significant contribution, in particular Africa, Asia, the Balkans and the Middle East. This target is shared with Department for International Development (DfID) and Ministry of Defence (MoD).**

Following the publication of *Active Diplomacy For A Changing World: The UK's International Priorities*, this PSA target links to revised **Strategic Priority 3: Preventing and resolving conflict through a strong international neighbourhood**.

The target is made up of 12 indicators, A1–A9 and B1–B2, listed below. The overall assessment is an aggregation of these progress assessments.

### Assessments terms for this target only

-  **Green – met/ahead/on course**
-  **Amber – broadly on course, with minor slippage**
-  **Red – not on course, major slippage**

**Rationale:** FCO, MoD and DfID have jointly agreed modified assessment terms (see above) from standard Treasury guidance to be used for this PSA target. Each department has previously used differing terms to describe the traffic lights according to the way that each department assesses its own PSA targets. Following agreement with the Treasury, slightly modified assessment terms are being used for this target only to ensure consistency between departments.



**Amber – Broadly on course – minor slippage**

### Overall summary of progress 1 April 2006 – 31 March 2007

Progress has been made towards achieving the PSA target by 2008. Nine of the 12 indicators are broadly on course to meet their targets; the UN peacekeeping target has been met ahead of schedule and the MEPP and Iraq targets continue to be assessed as not on course. The indicator for Sierra Leone has slipped from 'met' to 'broadly on course' due to concerns about the elections. This period has seen improvements in the situation in the Balkans with the UK Government's efforts focusing on Kosovo's final status process and Bosnia and Herzegovina holding successful elections. The UK Government made a significant contribution to the success of presidential, parliamentary and provincial elections held in the Democratic Republic of Congo (DRC); declared credible and transparent by all observers.



## Target indicator

Progress assessment 1 April 2006 – 31 March 2007

## A) Progress towards durable peace in areas of priority

**1) Afghanistan:** By end 2007/08:

Accountable and democratic structures for Afghanistan's governing institutions and armed forces, representing Afghanistan's ethnic diversity, and operating with respect for human rights.

**● Amber – Broadly on course – minor slippage** Despite significant challenges resulting from the difficult security situation, there has been further good progress. To build the capacity of the Afghan National Police and the broader justice sector, the UK Government has funded the deployment of five police mentors and a senior police adviser to help senior Afghan police officers with the re-organisation of the Afghan National Police in Helmand. A governance adviser was also deployed to promote the development of transparent provincial governance.

The tri-departmental Helmand quick-impact projects fund has increased its activity. The UK Government is also funding a UN High Commission for Refugees Afghan refugee registration programme, a donation to a new Pashtun BBC radio programme, and sending Afghan military personnel on a regional disaster management course.

**2) Balkans:** By end 2007/08: Western Balkan states at peace within and between themselves and continuing on the path to closer integration with the EU and NATO.

**● Amber – Broadly on course – minor slippage** The Western Balkan states remain at peace within and between themselves, but inter-ethnic tensions persist. Serbia was awarded NATO Partnership for Peace (PfP) status, but lack of co-operation with the International Criminal Tribunal for the Former Yugoslavia continues to stall their Stabilisation and Association Agreement. Bosnia and Montenegro were also invited to join PfP.

The UK Government has provided considerable support both multilaterally (through the EU and NATO) and bilaterally, to help establish the conditions that will help the process of integration, with particular diplomatic focus on Kosovo's final status process. Conflict prevention programmes are helping states and ethnic communities to address the underlying causes of instability in the Balkans, helping to remove the barriers to further EU and NATO integration.

**3) Democratic Republic of Congo (DRC):** By end 2007/08:

Reduced cross border interference, a stable government in Kinshasa overseeing accountable security services and a reduction in militia operating outside such democratic government control. (This target will focus on DRC but will necessarily take account of wider Great Lakes conflict dynamics).

**● Amber – Broadly on course – minor slippage** The UK Government made a significant contribution to the success of presidential, parliamentary and provincial assembly elections in DRC in the second half of 2006 which were declared credible and transparent by all observers. A new government has now been appointed and the Government supported local election monitoring (by DfID, FCO and UK parliamentarians) through funding of the Independent Electoral Commission.

Steady improvement in regional relations has reduced the threat of border interference in Eastern Congo. Armed groups are still operating but there have been reductions in activity in Ituri, Kivu and Katanga. Internally displaced person (IDP) numbers are thought likely to have reduced.

Following the election, priority UK Government programmes include a focus on reform of DRC's security services to counter on-going abuses by the army and police.

**4) Iraq:** By end 2007/08: A stable, united and law abiding state, within its present borders, co-operating with the international community, no longer posing a threat to its neighbours or to international security, abiding by all its international obligations and providing effective, representative and inclusive government for all its people.

**● Red – Not on course – major slippage** Progress towards Iraqi self-reliance continues, but sectarian violence, particularly in Baghdad, remains a significant problem. However, Prime Minister Maliki's determination to implement an effective Baghdad Security Plan is encouraging.

Najaf province was handed over to Provincial Iraqi Control (PIC) in December. The UK's transition plans continue, but Basra remains a significant challenge, with police corruption and infiltration by militias the main obstacle. The UK Government-funded policing project is making some progress, in particular the establishment of a Department of Internal Affairs to tackle corrupt and criminal elements of the Iraqi Police Service. Operation Sinbad continues to make progress, with the Iraqi Army leading the latter stages of the operation in Basra.

**5) Middle East Peace Process (MEPP):** By end 2007/08:

Maximising the opportunity of Israeli withdrawal from Gaza and parts of the West Bank, significant progress towards a negotiated settlement resulting in the emergence of an independent, democratic, and viable Palestinian state with a reformed security sector, living side by side in peace and security with Israel.

**● Red – Not on course – major slippage** The security situation has deteriorated, with emerging intra-Palestinian violence. However, there have been some positive developments, and the Israeli-Palestinian Gaza ceasefire agreed on 25 November is holding. Talks between Hamas and Fatah on a National Unity government continued.

The UK Government continues to drive forward an initiative to build Palestinian Capacity, engaging international partners, especially the EU. The Government is providing technical support to the Office of the President to enable long-term reform, and planning for the economic regeneration of the Occupied Territories once the political situation allows. We have also helped maintain some areas of the Palestinian Authority Security Forces (PASF), and are encouraging their further development through engagement with the United States security co-ordinator's team.

Target indicator	Progress assessment 1 April 2006 – 31 March 2007
<p><b>6) Nepal:</b> By end 2007/08: A stable Nepal with a durable cease-fire in place with the Maoists, democratic institutions restored with respect for human rights and significant progress towards a constitutional settlement.</p>	<p><b>Amber – Broadly on course – minor slippage</b> Substantial progress has been made towards the restoration of democracy. Peace talks between the Government of Nepal and Maoists resulted in the signing of a Comprehensive Peace Accord and the adoption of an interim constitution and formation of an interim parliament, including Maoist MPs. There are, however, potential difficulties following riots in the Terai, a lack of political agreement on the election system to be used and questions over Maoist commitment to the weapons management process.</p> <p>The UK has played a significant part in the peace process, through our support for the UN and engaging closely with EU partners, India and the US. We have continued to support democracy building and inclusion through engagement and funding of influential NGOs and civil society, and reducing human rights violations through co-operation with the Office of the UN High Commissioner for Human Rights.</p>
<p><b>7) Nigeria:</b> By end 2007/08: Local and central government effectively managing and resolving conflict and a reduction in the number of people affected by conflict.</p>	<p><b>Amber – Broadly on course – minor slippage</b> Tensions and politically-motivated crime are increasing due to the election campaign; including the murder of some potential candidates for governor and a rise in hostage taking in the Niger Delta. The political situation is likely to worsen in the run-up to the presidential elections in April 2007.</p> <p>The UK Government is supporting a coalition of NGOs working on a large-scale information campaign against violence during the elections. Through radio, television and other channels of information, this campaign is reaching millions of Nigerians spreading messages about political tolerance and peaceful elections. The campaign is targeting disenfranchised youth easily manipulated for political reasons.</p>
<p><b>8) Sierra Leone:</b> By end 2007/08: On-going stable and democratic government overseeing accountable security services and a reduction in regional militia.</p>	<p><b>Amber – Broadly on course – minor slippage</b> Government remains stable ahead of the mid-2007 presidential and legislative elections. Approaching elections have caused a general slowdown in government, including progress on Anti-Corruption Commission prosecutions. Allegations of manipulation in electoral preparations have been made against all parties, suggesting an increased risk that elections will not be free and/or credible (hence the move from an assessment of 'ahead', in the FCO 2006 Autumn Performance Report, to 'broadly on course').</p> <p>The UK Government's substantial assistance is credited for the professionalism and accountability of the security services. It continues to provide a large amount of technical assistance to help increase the sustainability of the security sector. Ex-combatants within the region are not currently posing a direct threat to Sierra Leone.</p>
<p><b>9) Sudan:</b> By end 2007/08: A fully implemented comprehensive peace agreement between the Government of Sudan and the Sudan People's Liberation Movement (SPLM), progress towards a stable and democratic government, a reduction in militia operating outside democratic control, and a reduction in the number of deaths through violent conflict.</p>	<p><b>Amber – Broadly on course – minor slippage</b> The UK Government continues to press for full implementation of the Comprehensive Peace Agreement (CPA) and provides technical assistance on disarmament, demobilisation and re-integration planning in support of the CPA. The UK Government funds support to the Sudanese People's Liberation Army to transform it from a guerrilla fighting force to a disciplined armed force developing civil control and operating with respect for human rights and the rule of law.</p> <p>On Darfur, progress has been slow and erratic. The UK Government continues to push for progress on the military and political tracks agreed by the international community in November 2006 and press the non-signatory groups to eschew violence and adopt the Darfur Peace Agreement. It also continues to push the Government of Sudan to consent to transition to a hybrid UN-African Union (AU) mission in Darfur and has provided significant resources to the existing AU mission. But the humanitarian situation is precarious owing to the difficult security situation and the climate of fear affecting humanitarian organisations following a series of attacks.</p>





## Target indicator

Progress assessment 1 April 2006 – 31 March 2007

**B) Increased capacity and effectiveness of peace-keeping, conflict prevention and peace support work in:****1) The United Nations:**

a) By end 2007/08: All potential UN peacekeeping missions should follow the principles of integrated and comprehensive planning set out in the Brahimi Report of 2000 incorporating these from the onset of the planning process and carrying them forward into mission deployment with appropriate training of personnel and systematic processes for learning lessons and applying best practice.

● **Amber – Broadly on course – minor slippage** All new mandates take account of the multi-dimensional nature of UN missions based on Brahimi principles. A recent example is UN Security Council Resolution 1706 on Sudan, adopted in August 2006. This resolution called for an integrated strategy for the disarmament, resettlement and repatriation of foreign combatants in Sudan, incorporating military, political, social and justice-related aspects. Integrated planning for this mission took place under a high level UN Secretary General directive; however, it has not yet deployed due to Sudanese objections. The Integrated Missions Planning Process has still to be firmly embedded in pan-UN culture.

b) By end 2007/08: A 5% increase in the number of effective peacekeepers in regional and international Peace Support operations under a UN mandate, with adjustments where necessary for changes in the demand for peacekeepers.

● **Green – Met** The UK Government supports work to improve the quantity and quality of peacekeepers. There are now 60% more military and police deployed on UN Peace Support Operations (PSOs) than there were in 2004. The UK Government continues to support the development of the UN's best practice, including the standard training modules for peacekeepers and Disarmament Demobilisation Reintegration (DDR) standards. It works with a range of current and potential troop contributing countries to improve their capacity for peacekeeping. Recent examples include China and Mongolia: since 2004 China has increased its contribution to UN PSO by 62%, and Mongolia has increased its contribution 50 fold.

**2) African peacekeeping**

By end 2007/08: Increased capacity in the African Union (AU) and sub-regional security organisations to manage peacekeeping missions.

● **Amber – Broadly on course – minor slippage** UK Government support remains instrumental in helping the AU develop the African Standby Force (ASF). Key conceptual ASF documentation was agreed in October 2006.

Progress towards the AU's target of five regional brigades remains uneven. The UK Government's top priorities are the West (ECOWAS – the Economic Community of West African States) which is making good progress, and the East (EASBRIG – the East African Standby Brigade) which in January took an important step forward by creating a new political umbrella body. Short-term crisis response on Darfur and Somalia is necessarily affecting AU prioritisation, diverting resources from long-term ASF development.

The UK Government continues to make major contributions to expanding the pool of trained African peacekeeping personnel (some 11,000 African personnel since 2004).

**Data sources**

Indicator A1: A variety of sources, all cross-referenced. UN reporting takes precedence, but also draws on reporting from the Embassy, DfID and MoD, other international partners, including NATO and close allies, the media and academic, NGO and think-tank representatives.

Indicator A2: Data on the implementation of Global Conflict Prevention Pool (GCPP) funded projects comes from a variety of sources, depending on who is managing (i.e. UK Posts, project managers in international organisations and charities), and is interrogated by departmental project sponsors. Data on the progress of Balkan states towards the PSA target for SRO4 is again assessed by Posts, and by international organisations such as the EU and NATO, and is informed by wider media, academic and NGO reporting.

Indicator A3: Election monitoring reports; UN reports; UK Government reporting (diplomatic and other); IDP figures not available at time of publication but reporting suggests a reduction.

Indicator A4: Reporting from Embassy and Consulate, Multi-National Division South East (MND SE) Provincial reconstruction Team, GCPP project managers, Multi-National Security Transition Command-Iraq (MNSTC-I), DfID and MoD.

Indicator A5: Our information on developments in the region comes from reporting from Posts, the media and contacts with international partners.

Indicator A6: Embassy reporting (including GCPP-funded human rights advisor), DfID, UN Office for the High Commissioner for Human Rights, NGO and media reporting, dialogue with the Office of the Personal Representative of the UN Secretary General. Continuing dialogue with Nepal National Human Rights Commission, other human rights groups and national bodies.

Indicator A7: UK Government, Government of Nigeria and NGO reporting. Statistics on deaths not yet available.

Indicator A8: UK Government, UN and NGO reporting. Statistics on deaths not available at time of publication.

Indicator A9: UK Government, UN and NGO reporting. Statistics on deaths not available at time of publication.

Indicator B1a: UN's own statistical information from their website and the Department of Peacekeeping Operations (DPKO) Peacekeeping Best Practices Section reporting.

Indicator B1b: UN's own statistical information from their website and the DPKO Peacekeeping Best Practices Section reporting.

Indicator B2: African Union, G8 and UK Government reporting.

## SR04 PSA 4 – European Union target

**A reformed and effective (post-enlargement) EU, as measured by progress towards achieving UK policy priorities including a robust and effective Common Foreign and Security Policy (CFSP) which complements the North Atlantic Treaty Organisation (NATO).**

Following the publication of *Active Diplomacy For A Changing World: The UK's International Priorities*, this PSA target now links to *revised Strategic Priority 4: Building an effective and globally competitive EU in a secure neighbourhood.*

This target is made up of 15 indicators, A–O listed below. The overall assessment is an aggregation of these progress assessments.



**Amber –  
On course**

### Overall summary of progress 1 April 2006 – 31 March 2007

A busy year where the EU has focussed on delivery, building on the Hampton Court Informal Summit of 2005. This year has seen good progress in areas of direct relevance to the EU's citizens: jobs, growth, migration, climate change and energy. The success story of enlargement continued with Romania and Bulgaria joining the EU at the start of this year. The FCO was at the heart of the full range of EU activity, working with the rest of Whitehall, and through its network of overseas Posts, towards the delivery of the Government's priorities.

Target indicator	Progress assessment 1 April 2006 – 31 March 2007
A) Well-prepared priority dossiers for the UK Presidency as a result of effective co-ordination with Irish, Dutch and Luxembourg presidencies.	<b>Green – Met early</b> This indicator was assessed in the FCO Departmental Report 2005/06 as 'Green - Met early'.
B) Robust and cost-effective arrangements for a successfully run UK presidency in place well ahead of 1 July 2005.	<b>Green – Met early</b> This indicator was assessed in the FCO Departmental Report 2005/06 as 'Green - Met early'.
C) Strong UK input to the development of the EU's crisis management capacity, both military and civilian and the civilian–military interface, leading to a more operational, capable European Security and Defence Policy (ESDP) working in closer co-operation with the UN, NATO and Organisation for Security and Co-operation in Europe (OSCE).	<b>Amber – On course</b> Continuing progress on EU policy-making apparatus and delivering greater civilian–military integration. Closer co-operation with UN and NATO. Developing EU crisis management capacity. Missions in Kosovo and Afghanistan in preparation.
D) An enhanced EU role in tackling terrorism, WMD, crime, drugs and corruption (including action with third countries, particularly neighbouring countries and regions), as a result of UK lobbying.	<b>Amber – On course</b> Continuing efforts on track.
E) Evidence of enhanced EU role in achieving foreign policy objectives, and a more capable, coherent and robust CFSP through implementation of the European Security Strategy, as a result of UK leadership.	<b>Amber – On course</b> Progress on CFSP, including improving coherence of the EU's external policies. Progress in dealings with partners in key areas such as Iraq, Iran and Afghanistan.



Target indicator	Progress assessment 1 April 2006 – 31 March 2007
<p>F) Movement towards a long-term resolution of the Gibraltar dispute that is acceptable to all parties. Fuller enjoyment by the territory of its rights, and greater respect for its obligations under EU and international law, in co-operation with the Government of Gibraltar.</p>	<p><b>Green – Ahead</b> Wide ranging trilateral agreement secured (including pensions and airport); draft constitution agreed.</p>
<p>G) Use December 2004 European Council decision to open accession negotiations with Turkey further to tie that country to measurable improvements in economic performance, human rights and Justice and Home Affairs (JHA) issues (drugs, asylum), or minimise the damage in these and other areas from a negative decision.</p>	<p><b>Amber – On course</b> Continuing efforts across the board to keep the process moving forwards. The December 2006 European Council reiterated the EU's commitment to Turkey on enlargement.</p>
<p>H) Better integration of new EU members into European security, economic, social and JHA system(s) as a result of UK interventions.</p>	<p><b>Amber – On course</b> New member states playing increasingly active role across the board.</p>
<p>I) Stronger EU relationship with Russia as a result of UK interventions that leads to more joint activity to improve security in third countries or regions, in particular those areas contiguous to the enlarged EU.</p>	<p><b>Amber – On course</b> Continuing activity across the board. Discussion between EU heads and President Putin at Lahti Informal EU Summit on 20 October 2006. EU-Russia Summit on 24 November 2006. EU internal agreement to a mandate for a successor to the Partnership and Cooperation Agreement with Russia stalled.</p>
<p>J) Ratification and successful entry into force of new constitution; smooth introduction of new provisions (e.g. President of European Council); more efficient functioning of EU as a result.</p>	<p><b>White – Not assessed</b> Indicator became irrelevant when the Government decided not to proceed with UK ratification of the Constitutional Treaty following the French and Dutch 'no' votes in 2005.</p>
<p>K) Agreement on EU financing arrangements for 2006/13 which keeps spending at 1% of EU Gross National Income (GNI), reforms regional policy, and protects the UK's net financial position.</p>	<p><b>Amber – On course</b> Inter-Institutional Agreement between the European Parliament, Commission and Council in May 2006 confirmed the key elements of the December 2005 deal.</p>
<p>L) Ongoing reform of Common Agricultural Policy (CAP).</p>	<p><b>Amber – On course</b> Preparation for the 2008 reform of the CAP, and the subsequent review of the EU Budget in 2008/09.</p>
<p>M) JHA arrangements in which UK participates when it wants to, and which are compatible with and enhance UK's own approach to e.g. asylum and immigration issues.</p>	<p><b>Amber – On course</b> Good progress on migration including in the Mediterranean and Africa. Fundamental Rights Agency established on 1 March 2007 in Vienna. European Evidence Warrant agreed.</p>

Target indicator	Progress assessment 1 April 2006 – 31 March 2007
N) A Lisbon process which visibly generates political momentum behind economic reform, and which produces better European economic performance.	<p>● <b>Amber – On course</b> Services Directive agreed. Progress on mobile phone roaming. Good outcome on Better Regulation at June European Council. Hampton Court delivery agenda moving forwards in relevant areas for example innovation. Successful March 2007 European Council saw good progress on economic reform, better regulation and liberalisation of the energy market (as well as a major leap forward in the EU's efforts to tackle climate change and energy security).</p>
O) Greater domestic awareness of EU issues and a more mature debate about them.	<p>● <b>Amber – On course</b> Work continuing. Minister for Europe taking forward broad-ranging communications effort.</p>

#### Data sources

Largely based on our own assessments, but reflected in the following external documents:

*European Council Conclusions*, June 2006.


Various Council Conclusions during the reporting period.

## SR04 PSA 5 – NATO/ESDP target

**Play a leading role in the development of the European security agenda, and enhance capabilities to undertake timely and effective security operations, by successfully encouraging a more efficient and effective NATO, a more coherent and effective ESDP operating in strategic partnership with NATO, and enhanced European defence capabilities. This target is shared with the Ministry of Defence (MoD).**

Following the publication of *Active Diplomacy For A Changing World: The UK's International Priorities*, this PSA target now links to *revised Strategic Priority 3: Preventing and resolving conflict through a strong international neighbourhood* and *revised Strategic Priority 4: Building an effective and globally competitive EU in a secure neighbourhood (indicator C)*.

This target is made up of three indicators, A–C listed below. The overall assessment is an aggregation of these progress assessments.

  
**Amber – On course**

#### Overall summary of progress 1 April 2006 - 31 March 2007

FCO with MoD has helped secure improvements in the EU's and NATO's ability to respond effectively to security challenges. It has achieved this through promoting improved capabilities (e.g. strategic lift initiative), more efficient structures and organisational arrangements (in particular civilian / military integration), and better co-operation between EU and NATO and other organisations and countries. Progress is hard to achieve because of EU and NATO institutional issues and difficulties in increasing European defence spending.

Target indicator	Progress assessment 1 April 2006 – 31 March 2007
A) A more efficient and effective NATO.	<p>● <b>Amber – On course</b> The FCO played a leading role in supporting NATO's transformation of its partnerships with non-allies. The agreement on this at the Riga Summit in November 2006 will allow both NATO and partners to get more out of their relationships.</p> <p>The FCO is contributing to work on a comprehensive approach to operations. This involves improving NATO's crisis management structures, and co-operation at all levels with partners, the UN, EU and others.</p> <p>The FCO has supported – with the MoD – development of NATO's expeditionary capabilities, including by encouraging contributions to NATO's Response Force and acquisition of strategic airlift. Although challenges remain, good progress has been made: the NATO Response Force was declared fully operational at the Riga Summit. FCO – with MoD – has continued to lobby for a reduction in caveats applied by nations during operations, which reduce the effectiveness of deployed troops.</p> <p>The FCO has supported changes in NATO's resource management (e.g. rationalisation and reduction in the NATO Science Budget). A recent success was the establishment of a NATO Office of Resources.</p>



Target indicator	Progress assessment 1 April 2006 – 31 March 2007
B) A more coherent and effective European security and defence policy (ESDP).	<p>● <b>Amber – On course</b> The FCO has supported a more coherent approach between ESDP missions and other organisations, e.g. NATO and the UN, both during the planning and implementation phases. Challenges remain in furthering EU–NATO co-operation, but some progress has been made, e.g. on Kosovo where both the EU and NATO will be engaged. This co-operation has supported complementarity between the EU and NATO and helped avoid duplication.</p> <p>The FCO has pushed for an increasingly ambitious operational role for the EU. Successes include the monitoring mission in Aceh, Indonesia, and the policing and military missions in the Democratic Republic of Congo that helped ensure security during the Presidential elections.</p> <p>The FCO – with the MoD – has continued work on the tri-presidency approach to improve civil–military co-ordination.</p> <p>FCO has continued to support the Secretary General and High Representative Javier Solana’s plans for restructuring crisis management structures, which reflect UK objectives for greater civilian–military integration. There has been some progress on restructuring.</p>
C) Enhanced European defence capabilities.	<p>● <b>Amber – On course</b> The FCO has supported – with MoD – in EU, NATO and in bilateral contacts the UK’s Strategic Airlift Initiative. Almost all EU member states and NATO Allies have calculated their airlift requirements using UK methodology. This is an important step towards meeting strategic lift shortfalls.</p> <p>The FCO – with the MoD – has worked with member states and the EU military staff to scrutinise contributions towards the ESDP headline goal. The FCO and MoD are supporting the next phase of work – the Progress Catalogue – which provides the basis for identifying capability shortfalls.</p> <p>The FCO – with the MoD – have supported the development of the European Battlegroups initiative, which reached full operational capability on 1 January 2007.</p> <p>The FCO – with the MoD - supported the EU’s Code of Conduct on Defence Procurement. This came into effect in July 2006 and should enhance the openness and competitiveness of the European defence market and industry. UK lobbying contributed to a majority of member states supporting the initiative.</p>

#### Data sources

Indicator A: NATO documents, UK Delegation to NATO.

Indicator B: EU documents, UK Representation to EU.

Indicator C: EU and NATO documents, UK Representation to the EU, UK Delegation to NATO.

## SR04 PSA 6 – Trade and investment target

By 2008, deliver a measurable improvement in the business performance of UK Trade & Investment's (UKTI) international trade customers with an emphasis on new to export firms; and maintain the UK as the prime location in the EU for foreign direct investment. This target is shared with Department of Trade and Industry (DTI).

Following the publication of *Active Diplomacy For A Changing World: The UK's International Priorities*, this PSA target now links to *revised Strategic Priority 5: Supporting the UK economy and business through an open and expanding global economy, science and innovation and secure energy supplies*.

This target is made up of five indicators, A–E, listed below. The overall assessment is an aggregation of these progress assessments.



### Overall summary of progress 1 April 2006 – 31 March 2007

UKTI is on course to achieve its SR04 PSA target.

**Amber –  
On course**

Target indicator	Progress assessment 1 April 2006 – 31 March 2007
A) At least a 30 percentage point increase by 2007/08 in the proportion of UK Trade & Investment trade development resources focused on new-to-export firms.	<b>Amber – On course</b> According to internal management accounting data, as of July 2006 the shift in resources to new-to-export firms was on course to be delivered by the end of the SR04 period. In July a new five-year strategy was published, to deliver the key elements of the March 2006 Budget announcement of an enhanced role for UKTI. The strategy charts a new direction for UKTI that will require significant organisational change and redistribution of resources to deliver new priorities. It also confirms that new-to-export firms will continue to be an important client group for UKTI.
B) At least 40% of new-to-export firms assisted by UKTI improve their business performance within two years.	<b>Green – Ahead</b> PIMS result to Q3 2006/07 is 52%.
C) At least 50% of established exporters assisted by UK Trade & Investment improve their business performance within two years.	<b>Green – Ahead</b> PIMS result to Q3 2006/07 is 51%.
D) Improve the UK's ranking within Europe in terms of the Gross Domestic Product (GDP) adjusted stock of EU foreign direct investment based on the United Nations Conference on Trade and Development (UNCTAD) World Investment Report.	<b>Amber – On course</b> Based on the UNCTAD World Investment Report 2006 the UK's ranking has increased from a revised final ranking of 15th in 2004 to a provisional ranking of 10th in 2005 (this ranking may be subject to further revision).
E) The number of successful inward investment projects secured by UKTI in each year of the Spending Review of which 75% are knowledge-driven. The target is: 374 (in 2005/06), 440 (in 2006/07) and 524 (in 2007/08).	<b>Amber – On course</b> 438 successes (figure revised since publication of Inward Investment Annual Review in July) achieved in 2005/06; of these, 73% were knowledge-driven.  Q1–Q3 2006/07 scorecards from Posts report that 350 successes have been achieved of which 74% are knowledge driven; figures and percentages are provisional and remain to be verified.





Target indicator	Progress assessment 1 April 2006 – 31 March 2007
Other information	As noted above, in July a new five-year strategy was published, to deliver the key elements of the March 2006 Budget announcement of an enhanced role for UKTI. The strategy charts a new direction for UKTI that will require significant organisational change and re-distribution of resources to deliver new priorities.

#### Data sources

Indicator A: The shift in trade development resources dedicated to new-to-export firms is tracked by monitoring the resources budgets that support UKTI's trade development work.

Indicator B: Data obtained through UKTI's *Performance and Impacts Monitoring Survey* (PIMS). The position at Q3 2006/07 is an average for performance from Q4 2005/06 to Q3 2006/07. Future reporting will be based on a rolling annual average, based on performance reports for the most recent four quarters.

Indicator C: Data obtained through UKTI's *Performance and Impacts Monitoring Survey* (PIMS). The position at Q3 2006/07 is an average for performance from Q4 2005/06 to Q3 2006/07. Future reporting will be based on a rolling annual average, based on performance reports for the most recent four quarters.

Indicator D: UNCTAD *World Investment Report*, September 2006.

Indicator E: Data based on UKTI's electronic project tracking system, audited by DTI's Internal Audit team and the National Audit Office.

## SR04 PSA 7 - Islam target

### To increase understanding of, and engagement with, Islamic countries and communities and to work with them to promote peaceful political, economic and social reform.

Following the publication of *Active Diplomacy For A Changing World: The UK's International Priorities*, this PSA target now links to *new Strategic Priority 7: Promoting sustainable development and poverty reduction underpinned by human rights, democracy, good governance and protection of the environment*.


This target is made up of eight indicators, A–B7, listed below. The overall assessment is an aggregation of these progress assessments.



**Amber –  
On course**

#### Overall summary of progress 1 April 2006 – 31 March 2007

The FCO funded a large number of new projects, has increased dialogue and engagement with Islamic countries and augmented its efforts to promote reform in these countries. The FCO is engaging with an expanding range of figures in both government and civil society and continues to play a key role in promoting reform and facilitating debate within the Islamic world. Public commitments have been made to economic, social and political change by bodies such as the Organisation of the Islamic Conference and the Gulf Co-operation Council as well as the ASEAN countries.

Target indicator	Progress assessment 1 April 2006 – 31 March 2007
A) Evidence that reform in Islamic countries is high on the international agenda and that the right themes are being supported and driven forward by multilateral institutions, eg. G8, UN, EU and NATO.	 <b>Amber – On course</b> The FCO played a key role in persuading the G8 BMENA (Broader Middle East and North Africa) Forum for the Future to promote the rule of law, empowerment of women and transparency. As a result of FCO lobbying, participants at the Forum endorsed the Chair's statement, which reiterated the region's commitment to undertake reform, in line with the 2004 Sea Island Summit Declaration. The FCO, working with the United Nations Development Programme (UNDP) and Asia Foundation in Pakistan, funded projects educating new voters and women. Working with DfID and UNDP in Bangladesh, the FCO funded a project promoting increased respect for human rights in police training.

B) Evidence, verified by subsequent United Nations Development Programme (UNDP) reports and visible progress against the Millennium Development Goals, of:

Target indicator	Progress assessment 1 April 2006 – 31 March 2007
1) Greater political pluralism in Islamic countries as a result of UK contribution.	<p>● <b>Amber – On course</b> The FCO funded a project to send lawyers to Jordan to help re-draft explanatory parliamentary papers. This helped increase the transparency of the Jordanian parliament.</p> <p>The FCO funded a series of radio programmes to create a platform for influential mainstream figures to articulate the case for a progressive, tolerant, democratic society in Bangladesh. Aired at peak times, the programmes reach a large audience and have a big impact.</p> <p>Pakistan has appointed its first independent electoral commissioner. This will help to ensure increased fairness and impartiality of elections as well as boost voters' confidence in the electoral system. This appointment came shortly after an FCO project with the Pakistani Institute for Legislative Development and Transparency (PILDAT) to establish a forum for political dialogue.</p>
2) Successful legal and penal reform at national level leading to a more independent and impartial judiciary operating in accordance with UN principles.	<p>● <b>Amber – On course</b> FCO projects in Libya, Morocco and Sudan led to reform of penal systems and a new code of conduct for prison systems. In Libya, this successful project also led to the transfer of authority for prisons from the interior ministry to the justice ministry, increasing the independence of that body. The FCO sponsored the first meeting of North African and Middle Eastern prison officers in Morocco, with the International Centre for Prison Studies. This project strengthened the ability of prison officers to implement reforms in prison, independent of governmental interference.</p> <p>FCO projects supported the establishment of independent public prosecutors offices in Yemen, Jordan, Egypt, Morocco and Lebanon, leading to increased impartiality and an improvement in the administration of justice.</p>
3) Evidence of increased governmental accountability, including the establishment of a free media and strengthened civil society organisations.	<p>● <b>Red – Slippage</b> The FCO has worked hard to try to achieve this objective across the Islamic World. Success has been patchy, and it is not possible to state that progress has been made across the board. However, where the FCO has intervened, its projects have been effective. For example:</p> <ul style="list-style-type: none"> <li>• In Pakistan, the FCO funded a successful project with PILDAT bringing together youth representatives from the UK and Pakistan. One recommendation was to improve the democratic participation of civil society, while another was to increase the international exchanges of Pakistani civil society organisations. In Yemen, the FCO funded training for local journalists covering the presidential elections.</li> <li>• The FCO funded a prize for the best young investigative journalist in Jordan. The effects of this has been to improve the quality of media reporting, therefore increasing government accountability.</li> </ul>
4) A strengthened civil society as a consequence of the development of indigenous non-governmental organisations (NGOs), enhanced legislative process, strengthened public administration/civil service.	<p>● <b>Amber – On course</b> As a result of FCO-funded projects in a range of countries, there has been an increase in the strength of civil society. In particular, this has resulted in improved NGO capacity in Saudi Arabia, and an increase in the profile of civil society in Jordan. The FCO funded a project in three key Muslim areas in Kenya, improving the service offered by the police and thus building confidence in the policing system. In Oman and Saudi Arabia, the FCO is working in partnership with the Charity Commission and with the British NGO, INTRAC (International NGO Training and Research Centre) to build NGO capacity, as follow-up to the Two Kingdoms Conference with Saudi Arabia.</p>
5) An increase in the representation of women in national and local government as well as in civil society and international organisations.	<p>● <b>Amber – On course</b> The FCO part-funded a UNIFEM (United Nations Development Fund for Women) Arab women's parliamentarian project in the Middle East. In Bahrain, 22 of the 24 women who ran in the 2006 parliamentary and municipal elections were trained by this project. In 2002, only eight women stood for Parliament in Bahrain. In the United Arab Emirates (UAE), one of those trained by the project was elected to parliament. Kuwait has held its first elections under universal suffrage. In Egypt the FCO supported the establishment of an Ombudsman Office of the National Council for Women, which has dealt with 600–900 complaints per month since its establishment.</p>
6) The removal of barriers to international investment in the Middle East. This should enable the promotion of economic prosperity through UK-backed reform of key institutions and the bureaucracy leading to more and deeper business relations with the UK.	<p>● <b>Amber – On course</b> By 2010 Qatar will be the second most significant single foreign gas supplier to the UK. The UK is the largest foreign investor in Egypt, where overseas investment has increased almost ten-fold in five years. FCO part-funded an initiative to improve investment policies, public governance and administration in the region. As a result Bahrain, Egypt, Jordan, Lebanon, Morocco, Tunisia and Dubai have drawn up Investment Country Action Plans including public governance reform objectives. FCO funding and project management has encouraged Morocco and Bahrain to establish Centres for Entrepreneurial Excellence to train young people in business skills. An FCO project in Saudi Arabia has provided young entrepreneurs with the skills necessary to develop small and medium enterprises.</p>



### Target indicator

Progress assessment 1 April 2006 – 31 March 2007

7) The fostering and promotion of a moderate version of Islam in Islamic countries and the UK. A greater understanding between Islam and the West as a consequence of supporting Islamic efforts to promote mainstream Islam.

**Amber – On course** An FCO project, The Muslims of Europe Conference, in Istanbul in June 2006 brought together 100 of the top Muslim scholars, academics and clerics from around the world. The conference resulted in a joint declaration promoting mutual understanding, tolerance and moderation.

The FCO and the Indonesian Foreign Ministry established a joint advisory group, which made recommendations to both governments promoting mainstream Islam, peaceful dialogue and tolerance.

The FCO funds a project, the 'Radical Middle Way' roadshow, which exposes young British Muslims to the views of international mainstream Muslim scholars. This project has attracted over 70,000 young British Muslims and has over 50,000 hits per month on its website. The podcast of the Roadshow spent over three months in the top 20 of i-Tunes' international spirituality and religion section.

### Other information

In December 2006 Demos, the independent think tank and research institute, was complimentary about FCO's Radical Middle Way roadshows.

The FCO sent delegations of British Muslims to 20 countries to promote moderate mainstream Islam and a projection of religious tolerance in the UK.

FCO-sponsored conferences at Wilton Park specifically aimed at challenging the extremist message.

The FCO funded a documentary called 'Compatibility of Democracy and Islam', creating a platform to bring young Bangladeshis into the mainstream and spread and receive messages of tolerance and dialogue.

### Data sources

Indicator A: G8 BMENA website ([www.g8bmena.org](http://www.g8bmena.org)) refers to Democracy Assistance Dialogue.

Indicator B1: [www.pildat.org](http://www.pildat.org). An independent report by the British High Commission in Islamabad on the forum is also available.

Indicator B2: More information at [www.prisonstudies.org](http://www.prisonstudies.org), [www.UNODC.org](http://www.UNODC.org); [www.bbcdialogue.co.uk](http://www.bbcdialogue.co.uk); [www.barhumanrights.org.uk](http://www.barhumanrights.org.uk); [www.ledapnigeria.org](http://www.ledapnigeria.org).

Indicator B3: The BBC carried out independent evaluations of the media projects across the Middle East.

Indicator B4: Internal FCO reporting.

Indicator B5: [www.UNIFEM.org](http://www.UNIFEM.org); [www.ncwegypt.com](http://www.ncwegypt.com); [www.aiwfonline.co.uk](http://www.aiwfonline.co.uk) (Arab International Women's Forum). The Chairperson wrote to the FCO as follows: "I write to say how much we appreciated your efforts and co-operation and those of your team for the AIWF round-table discussion hosted by the FCO."

Indicator B6: In recent years, MENA countries have adopted policies aimed at attracting foreign investment in line with the international tendency to move away from relatively closed and dirigiste economic strategies. In some cases, countries are reversing their economic development strategy after attempting in earlier decades to finance development by investing their trade surpluses abroad. OECD website: [www.oecd.org/dataoecd/57/1/36086643.pdf](http://www.oecd.org/dataoecd/57/1/36086643.pdf).

Indicator B7: Internal FCO reporting.

Other information: [www.demos.co.uk](http://www.demos.co.uk): *Bringing it Home: Community-based approaches to counter-terrorism* "The Radical Middle Way project ... is an attempt to have a more public conversation about Islam and the different understandings of the faith with high-profile and reputable speakers, such as Hamza Yousef. As one advocate of the idea explained: 'The project aims to create intellectual space to engage on issues that are confusing and challenging to young people.' The events ... succeed in reaching a good cross-section of people, with women making up more than half of the audience, and three-quarters aged under 25 years. These kinds of forums are rare within Muslim communities because mosques tend to shy away from politics. Young people, therefore, have very few arenas in which to debate the issues that matter to them."

More information on Wilton Park conferences available at: [www.wiltonpark.org.uk](http://www.wiltonpark.org.uk).

## SR04 PSA 8 - Sustainable development target

**To promote sustainable development, underpinned by democracy, good governance and human rights, particularly through effective delivery of programmes in these and related fields.**

Following the publication of *Active Diplomacy For A Changing World: The UK's International Priorities*, this PSA target now links to **new Strategic Priority 7: Promoting sustainable development and poverty reduction underpinned by human rights, democracy, good governance and protection of the environment.**

This target is made up of seven indicators, A–G, listed below. The overall assessment is an aggregation of these progress assessments.



**Amber –  
On course**

### Overall summary of progress 1 April 2006 – 31 March 2007

Progress towards this target is measured by seven underpinning indicators:

Four indicators – On course (Amber)

Three indicators – Met early (Green)

Target indicator	Progress assessment 1 April 2006 – 31 March 2007
A) More countries implementing measures to increase access to information, public participation and access to justice on environmental matters.	<p>● <b>Amber – On course</b> The FCO's continued political and financial support for The Access Initiative (TAI) saw the Indonesian government announce its intention to join Principle 10 of the Rio Declaration (PP10), the first ASEAN country to do so.</p> <p>The Swedish Government submitted draft commitments to join PP10 after a joint FCO/World Resources Institute (PP10 Secretariat) visit. Posts continue to lobby Denmark, Finland and Norway in support of PP10.</p> <p>PP10 discussed as part of the UK/Brazil Sustainable Development Dialogue (SDD).</p> <p>The UK/Mexico SDD signed in October 2006, explicitly mentioned improving co-operation on Principle 10.</p>
B) Improved natural resource management.	<p>● <b>Amber – On course</b> UK-India SDD agreed working groups on illegal trade in wildlife, sustainable forestry and desertification, and corporate social responsibility. Workplans are being agreed.</p> <p>UK-China SDD agreed priority themes: sustainable consumption and production, natural resource management, sustainable development capacity building and governance, and urban development. A draft work plan takes forward projects and working groups up to October 2008. The UK-funded World Summit on Sustainable Development (WSSD) Implementation Fund project is helping Chinese wood product producers meet demands for legal and sustainable timber.</p> <p>The Foreign Secretary and former Mexican Foreign Minister Derbez launched the UK-Mexico SDD on 3 October 2006.</p> <p>Brazil hosted the first UK-Brazil SDD senior officials meeting where agreement was reached on priorities on sustainable forestry management. The meeting also focused on wildlife crime, the Convention on Biological Diversity and PP10. A plan for future action has been produced.</p> <p>We continue to work with the Travel Foundation (an independent charity set up by the FCO to implement the Sustainable Tourism initiative launched by the Prime Minister). We help disseminate information (e.g. tips on having a more sustainable holiday) on the FCO's 'Know Before You Go' website. We fund projects to promote sustainable tourism through our Global Opportunities Fund Sustainable Development Programme.</p> <p>We worked closely with DEFRA to provide funding and top-level UK support for the tri-government declaration on Heart of Borneo, signed by the governments of Brunei, Indonesia and Malaysia on 12 February 2007. Picking up on an earlier World Wildlife Fund (WWF) proposal, this agreement should ensure the management of forest resources, conserve a network of protected areas, and encourage sustainable land use in the Heart of Borneo area. The three countries have committed themselves to co-operate based on SD principles through research and development, sustainable use, protection, education and training.</p>
C) Greater international commitment to tackling illegal logging.	<p>● <b>Amber – On course</b> UK and Brazil agree to co-operate on avoided deforestation and forest restoration, forestry reforms, and access to global markets for non-timber forest products. Further discussions are planned.</p> <p>The G8 Illegal Logging review has not yet been finalised. Russia's Ministry of Natural Resources expects to finalise the review in spring 2007. In March 2007, Japan hosted illegal logging meetings with G8 and key timber producer and consumer countries in advance of their G8 presidency.</p> <p>Posts are working with DfID to conclude voluntary partnership agreements with key timber-producing countries (Malaysia, Indonesia, and Ghana) by the end of 2007. Agreements with Cameroon, Liberia, Congo and Central African Republic are expected to commence in 2007. There is also interest from DRC, Gabon, Guyana, Ecuador and Papua New Guinea.</p> <p>Formation of a UK-China Sustainable Forestry Working Group at the request of the Chinese. Ian Pearson's (DEFRA minister) visit to China in October 2006 led to agreement to improve sustainable forest management and practices including forest landscape, restoration and certification.</p>



Target indicator	Progress assessment 1 April 2006 – 31 March 2007
D) Increased implementation of Environment Charters in the Overseas Territories (OTs).	<p><b>● Amber – On course</b> The Overseas Territories Environment Programme continues to support the UK OTs with the implementation of their environment charters. The fourth bidding round, for 2007/08, has been completed. The Assessment Panel recommended 22 of 39 projects for approval, totalling £702,000 and ranging from environmental education projects to the eradication of invasive species.</p> <p>On-going projects include habitat restoration, drafting environmental legislation, improving environmental education, species protection and economic valuation toolkits to be used by the territories to justify sustainable development.</p>
E) An increase in the number of countries that have abolished the death penalty, or announced a moratorium in its use – from 120 countries in March 2005 to 125 in March 2008.	<p><b>● Green – Met early</b> Amnesty International reports a total of 129 countries as being abolitionist in law or practice. Although the target has been achieved, we are aiming for a further two countries to abolish or implement a moratorium by March 2008.</p> <p>Since March 2005 three countries – Mexico, Liberia and the Philippines – have formally abolished the death penalty. The Serbia and Montenegro split provided one extra country which is abolitionist in all crimes, and Amnesty now considers five more countries to have a moratorium in place: Gabon, Ghana, Kyrgyzstan, Malawi and Swaziland. In addition, President Karimov of Uzbekistan signed a decree abolishing the death penalty from 1 January 2008. We will seek to ensure this comes into force.</p> <p>The FCO has worked with EU partners and through bilateral lobbying and projects, for example:</p> <ul style="list-style-type: none"> <li>• In the Philippines, consistent EU pressure, lobbying and support for abolitionist NGOs over past years has been widely recognised (including in Philippine newspaper editorials) as a significant contributing factor to abolition.</li> <li>• In Kyrgyzstan, an FCO-funded project is supporting internal debate on the future of the death penalty and providing technical assistance to introduce legislation formally abolishing the death penalty in law and reviewing humane alternatives.</li> </ul>
F) An increase in the number of ratifications of the UN's six core human rights treaties by six per year over the three years.	<p><b>● Green – Met early</b> Steady progress: from a baseline of 986 in April 2005 we are up to 1,010 by March 2007 – an increase of 24 (the split of Serbia and Montenegro added an extra six ratifications).</p> <p>We have encouraged states to ratify core treaties through bilateral lobbying and multilateral action in the EU and OSCE. Although this target has been met we will work to ensure continued progress over the next year.</p> <p>In addition to the six core treaties covered by this target, we have been closely involved in negotiation of two new core UN human rights instruments: the Conventions on Rights of Persons with Disabilities (with Department for Work and Pensions) and on Enforced Disappearances. The UN General Assembly approved these in December 2006. We are lobbying for their ratification and implementation, focusing in particular on the Disabled Rights Convention.</p>
G) An increase in the number of countries that have ratified the Optional Protocol to the Convention Against Torture (OPCAT) – 21 countries to ratify between 2005 and 2008.	<p><b>● Green – Met early</b> Met on 10 July 2006, when the Czech Republic became the 21st country to ratify. As of February 2007, 32 countries have ratified. The FCO played a significant part in bringing OPCAT into force (June 2006) through lobbying for ratifications, including using the EU presidency, and through funding a key NGO, the Association for the Prevention of Torture.</p> <p>We continue to lobby for both wider ratification and implementation of the Convention and its Optional Protocol. UK also lobbied successfully for a UK candidate in the first elections for the OPCAT subcommittee in December 2006.</p>

#### Data sources

Indicator A: Internal FCO reporting. Further information at [www.pp10.org](http://www.pp10.org).

Indicator B: Internal FCO reporting. Further information at [www.un.org/events/wssd/](http://www.un.org/events/wssd/) and [www.thetravelfoundation.org.uk](http://www.thetravelfoundation.org.uk).

Indicator C: Internal FCO reporting.

Indicator D: Internal FCO reporting.

Indicator E: Amnesty International death penalty website: [web.amnesty.org/pages/deathpenalty-index-eng](http://web.amnesty.org/pages/deathpenalty-index-eng) and reporting from FCO Posts/EU.

Indicator F: UN OHCHR [www.ohchr.org.english](http://www.ohchr.org.english) and reporting from FCO Posts/EU.

Indicator G: UN OHCHR: [www.ohchr.org.english](http://www.ohchr.org.english), OPCAT: [www.ohchr.org/english/law/cat-one.htm](http://www.ohchr.org/english/law/cat-one.htm) and reporting from FCO Posts/EU.

## SR04 PSA 9 – Entry clearance and consular target

Effective and efficient consular and entry clearance services, as measured by specific underlying targets. Entry clearance part of this target is shared with UKvisas and Home Office.

Following the publication of *Active Diplomacy For A Changing World: The UK's International Priorities*, the entry clearance part of the target now links to *new Strategic Priority 8: Managing migration and combating illegal immigration*. The consular part of the target now links to *new Strategic Priority 9: Delivering high-quality support for British nationals abroad, in normal times and in crises*.

This target is made up of 11 indicators, A1–4 (entry clearance) and B1–7 (consular), listed below. The overall assessment is an aggregation of these progress assessments.



Amber –  
On course

### Overall summary of progress 1 April 2006 – 31 March 2007

**Entry Clearance:** Our overall PSA performance for Entry Clearance on target indicators 1–3 has steadily improved over this period and since September 2006 at a global level we have consistently exceeded all three target indicators. The number of visa-issuing Posts achieving all three targets has also been steadily increasing. The targets are now included in UKvisas' 'Balanced Scorecard' system of measurement that was introduced at the beginning of the reporting period. This has helped to drive PSA performance, as well as performance across the business, at all our Posts around the world. On target indicator 4, with the global rollout of risk assessment units (RAUs) continuing throughout the year, we have now met (and exceeded) the 2006/07 target of 70% of visa applications handled by Posts with RAUs. Entry clearance data only up to 28 February 2007.


**Consular:** This report covers our performance against the customer service target in 2006/07 only. Performance against the six remaining targets will be reported in the Autumn Performance Report and will cover the period 2006/07 as the PSA data will be taken from the Consular Annual Return that refers to that period. We had hoped that from September 2006 we would be in a position to provide up to date quarterly data on three indicators (passports, detainees and hospitalisations) via new reports within our passport and assistance databases. However, we have encountered further delays in getting these reports available from our respective IT systems.

### Target indicator


### Progress assessment 1 April 2006 – 31 March 2007

#### A) Entry clearance


1) 90% of straightforward non-settlement visa applications to be processed and available for return to the applicant within 24 hours from the date of receipt by a visa section of the application and all supporting documents including the fee.

 **Green – Ahead** February 2007 = 95% achieved globally  
(Note: Provisional figure only)

2) 90% of non-settlement applications requiring further enquiries or interview to be decided within 15 working days from the date of receipt by a visa section of the application and all supporting documents including the fee.

 **Green – Ahead** February 2007 = 96% achieved globally  
(Note: Provisional figure only)

3) 90% of applicants for settlement visas to be interviewed within 12 weeks (except at Posts where ministers have agreed alternative targets).

 **Green – Ahead** February 2007 = 96% achieved globally  
(Note: Provisional figure only)





Target indicator	Progress assessment 1 April 2006 – 31 March 2007
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4) 60% of visa applications to be processed by posts with Risk Assessment Units or visa assessment teams in 2005/06, rising to 70% in 2006/07 and 75% in 2007/08.

**Green – Ahead** February 2007 = 72%  
(Note: Provisional figure only)

### B) Consular

1) 90% of overseas passports issued within ten working days from receipt of correct fee and correctly completed application.

**White – not assessed.** We had hoped to be able to provide up-to-date quarterly data from September 2006 on this indicator via reports commissioned from our passport system. However, these reports are not available. We will therefore report against this indicator in the September 2007 quarterly return once results of the Consular Annual Return for 2006/07 have been collated.

2) 99% of hospitalised consular cases contacted within 24 hours of notification.

**White – not assessed.** We had hoped to be able to provide quarterly data for this indicator via reports within our assistance database. However, these reports are not available. We will therefore report against this indicator in the September 2007 quarterly return once results of the Consular Annual Return for 2006/07 have been collated.

3) 98% of detainees contacted within 24 hours of notification of arrest, and detainee visited as soon as possible thereafter if detainee wishes.

**White – not assessed.** We had hoped to be able to provide quarterly data for this indicator via reports within our assistance database. However, these reports are not available. We will therefore report against this indicator in the September quarterly return once results of the Consular Annual Return for 2006/07 have been collated.

4) 98% of notarial acts carried out within one working day from receipt of correct fee and correctly completed application.

**White – not assessed.** To be assessed in the September 2007 quarterly return when the results of the Consular Annual Return for 2006/07 are collated.

5) 98% of birth registrations carried out within five working days from receipt of correct fee and correctly completed application.

**White – not assessed.** To be assessed in the September 2007 quarterly return when the results of the Consular Annual Return for 2006/07 are collated.

6) 98% of death registrations carried out within three working days from receipt of correct fee and correctly completed application.

**White – not assessed.** To be assessed in the September 2007 quarterly return when the results of the Consular Annual Return for 2006/07 have been collated.

7) Service delivery. 75% of a cross-section of users satisfied with the delivery of consular services.

**Green – Met** 98.9% of respondents were satisfied with the delivery of consular services. 75.8% felt the service received was very good; 18.1% – Good; 5% – Satisfactory; 0.7% – Unsatisfactory; 0.4% – Poor. During the random week of 5–11 November 2006, all Posts which carry out consular work gave a questionnaire to each consular customer. 2,155 questionnaires were completed and returned. Based on a sample of 26 Posts, the return rate was 38.8%. These 26 Posts received 31% of all returns.

### Data sources

Indicator A1: Automated Monthly Statistical Report drawn from the visa case-working system Proviso.

Indicator A2: Automated Monthly Statistical Report drawn from the visa case-working system Proviso.

Indicator A3: Automated Monthly Statistical Report drawn from the visa case-working system Proviso.

Indicator A4: Automated Monthly Statistical Report drawn from the visa case-working system Proviso.

Indicator B1: Passports, currently sampling but due to be replaced by quarterly electronic collection by March 2007 but this timing has slipped.

Indicator B2: Hospitalisation, currently sampling but due to be replaced by quarterly electronic collection once Compass NG (the upgraded Assistance work database) is rolled out by spring 2007.

Indicator B3: Detainees, currently by sampling but due to be replaced by electronic collection once Compass NG is rolled out by spring 2007.

Indicator B4: Notarial, currently by sampling and no change likely on the horizon.

Indicator B5: Birth registration, currently by sampling but will be via Compass NG once the printing of certificates direct from the system is put in place (anticipated in summer 2007).

Indicator B6: Death certificates, as birth certificates.

Indicator B7: Data from the Consular Annual Return. All Posts that carry out consular work were asked to give a questionnaire to each consular customer they saw during the week 5–11 November 2006. 2,155 completed questionnaires were received, 98.9% of respondents were satisfied or above. We asked 26 Posts spread across the global network to record how many questionnaires they distributed. These 26 Posts gave out a total of 1,698 questionnaires. 659 of these questionnaires were completed and returned to us, giving a return rate of 38.8%.

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## Further reading

*FCO Resource Accounts 2005/06* – (20 July 2006). The management commentary of the Resource Accounts provides additional information on the role of the FCO, current priorities and recent PSA reporting.  
[www.fco.gov.uk/Files/kfile/05-06accounts060912.pdf](http://www.fco.gov.uk/Files/kfile/05-06accounts060912.pdf)

*FCO Autumn Performance Report 2006* (December 2006)  
[www.fco.gov.uk/servlet/Front?pagename=OpenMarket/Xcelerate/ShowPage&c=Page&cid=1165344520243](http://www.fco.gov.uk/servlet/Front?pagename=OpenMarket/Xcelerate/ShowPage&c=Page&cid=1165344520243)

*FCO Departmental Report 2005/06* (May 2006)  
[www.fco.gov.uk/Files/kfile/FCO\\_DeptRep2006\\_PSAsec,0.pdf](http://www.fco.gov.uk/Files/kfile/FCO_DeptRep2006_PSAsec,0.pdf)

FCO White Paper: *Active Diplomacy For A Changing World* (March 2006, updated June 2006)  
[www.fco.gov.uk/servlet/Front?pagename=OpenMarket/Xcelerate/ShowPage&c=Page&cid=1007029394997](http://www.fco.gov.uk/servlet/Front?pagename=OpenMarket/Xcelerate/ShowPage&c=Page&cid=1007029394997)

*National Audit Office (NAO) Survey Report: PSA targets – Performance Information* (March 2006)  
[www.nao.org.uk/publications/nao\\_reports/05-06/Acting\\_on\\_Information.pdf](http://www.nao.org.uk/publications/nao_reports/05-06/Acting_on_Information.pdf)



## 2005/08 Summary of PSA target assessment progress

PSA target and Director General (DG) responsible for delivery	Indicator	Performance indicator area	Departmental Report 2006/07 rating	Autumn Performance Report 2006 rating	Departmental Report 2005/06 rating	Autumn Performance Report 2005 rating
			04/06–03/07	04/06–09/06	04/05–03/06	04/05–09/05
<b>PSA 1 WMD:</b> David Richmond, DG Defence & Intelligence	A	Rolling back WMD programmes	● Red	● Red	● Amber	● Amber
	B	Awareness of WMD threat	● Amber	● Amber	● Amber	● Amber
	C	Instruments to counter WMD	● Amber	● Amber	● Amber	● Amber
	D	Threat reduction schemes	● Amber	● Amber	● Amber	● Amber
<b>Total indicators</b>	<b>4</b>	<b>Overall rating</b>	● Amber	● Amber	● Amber	● Amber
<b>PSA 2 TERRORISM:</b> David Richmond, DG Defence & Intelligence	A	Awareness of terrorist threat	● Amber	● Amber	● Amber	● Amber
	B	Preventive action	● Amber	● Amber	● Amber	● Amber
	C	Political will to counter terrorism	● Amber	● Amber	● Amber	● Amber
	D	Mechanisms for counter terrorism	● Amber	● Amber	● Amber	● Green
	E	Reduction in the vulnerability	● Amber	● Amber	● Amber	● Amber
	F	Capacity to deal with consequences	● Amber	● Amber	● Amber	● Amber
<b>Total indicators</b>	<b>6</b>	<b>Overall rating</b>	● Amber	● Amber	● Amber	● Amber
<b>PSA 3 CONFLICT PREVENTION:</b> Mark Lyall Grant, DG Political	A1	Afghanistan	● Amber	● Amber	● Amber	● Green
	A2	Balkans	● Amber	● Amber	● Amber	● Amber
	A3	DRC	● Amber	● Amber	● Amber	● Amber
	A4	Iraq	● Red	● Red	● Amber	● Amber
	A5	MEPP	● Red	● Red	● Red	● Amber
	A6	Nepal	● Amber	● Amber	● Red	● Red
	A7	Nigeria	● Amber	● Amber	● Amber	● Amber
	A8	Sierra Leone	● Amber	● Green	● Amber	● Amber
	A9	Sudan	● Amber	● Amber	● Red	● Red
	B1a	UN peacekeeping	● Amber	● Amber	● Amber	● Amber
	B1b	UN peacekeepers	● Green	● Green	● Green	● Green
	B2	African peacekeeping	● Amber	● Amber	● Amber	● Amber
<b>Total indicators</b>	<b>12</b>	<b>Overall rating</b>	● Amber	● Amber	● Amber	● Amber
<b>PSA 4 EFFECTIVE EU:</b> Martin Donnelly, DG Europe & Globalisation	A	Dossiers for UK presidency	● Green	● Green	● Green	● Green
	B	Arrangements for presidency	● Green	● Green	● Green	● Green
	C	EU crisis management capacity	● Amber	● Amber	● Amber	● Green
	D	EU role in tackling terrorism	● Amber	● Amber	● Amber	● Green
	E	Capable, coherent and robust CFSP	● Amber	● Amber	● Amber	● Green
	F	Resolution of Gibraltar dispute	● Green	● Green	● Amber	● Amber
	G	Turkey accession negotiations	● Amber	● Amber	● Amber	● Green
	H	Integration of new EU members	● Amber	● Amber	● Amber	● Green
	I	Strong relationship with Russia	● Amber	● Amber	● Amber	● Amber
	J	Ratification of Constitution	○ White	○ White	○ White	○ White

PSA target and Director General (DG) responsible for delivery	Indicator	Performance indicator area	Departmental Report 2006/07 rating	Autumn Performance Report 2006 rating	Departmental Report 2005/06 rating	Autumn Performance Report 2005 rating
			04/06–03/07	04/06–09/06	04/05–03/06	04/05–09/05
<b>PSA 4 EFFECTIVE EU (Cont.)</b>	K	Agreement of financing arrangements	● Amber	● Amber	● Amber	● Amber
	L	Ongoing reform of CAP	● Amber	● Amber	● Amber	● Amber
	M	JHA arrangements	● Amber	● Amber	● Amber	● Amber
	N	Lisbon process	● Amber	● Amber	● Amber	● Amber
	O	Domestic awareness of EU	● Amber	● Amber	● Red	● Green
<b>Total indicators</b>	<b>15</b>	<b>Overall rating</b>	● Amber	● Amber	● Amber	● Amber
<b>PSA 5 EUROPEAN SECURITY:</b> Mark Lyall Grant, DG Political	A	Efficient and effective NATO	● Amber	● Amber	● Amber	● Amber
	B	Coherent and effective ESDP	● Amber	● Amber	● Amber	● Green
	C	Enhanced defence capabilities	● Amber	● Amber	● Amber	● Green
<b>Total indicators</b>	<b>3</b>	<b>Overall rating</b>	● Amber	● Amber	● Amber	● Green
<b>PSA 6 UKTI:</b> Andrew Cahn, Chief Executive UKTI	A	Development resources	● Amber	● Amber	● Amber	● Amber
	B	Firms assisted	● Green	● Green	● Amber	● Green
	C	Business performance	● Green	● Green	● Green	● Green
	D	UK GDP FDI ranking	● Amber	● Amber	● Amber	● Green
	E	Inward investment	● Amber	● Amber	● Amber	● Amber
<b>Total indicators</b>	<b>5</b>	<b>Overall rating</b>	● Amber	● Amber	● Amber	● Green
<b>PSA 7 ISLAMIC COUNTRIES:</b> Mark Lyall Grant, DG Political	A	Reform on international agenda	● Amber	● Amber	● Amber	● Green
	B1	Political pluralism	● Amber	● Amber	● Amber	● Amber
	B2	Legal and penal reform	● Amber	● Amber	● Red	● Amber
	B3	Governmental accountability	● Red	● Red	● Red	● Amber
	B4	Strengthened civil society	● Amber	● Amber	● Amber	● Amber
	B5	Representation of women in government	● Amber	● Amber	● Amber	● Green
	B6	Removal of barriers to investment	● Amber	● Amber	● Red	● Amber
	B7	Promotion of moderate Islam	● Amber	● Amber	● Red	● Amber
<b>Total indicators</b>	<b>8</b>	<b>Overall rating</b>	● Amber	● Amber	● Amber	● Amber
<b>PSA 8 SUSTAINABLE DEVELOPMENT:</b> Martin Donnelly, DG Europe & Globalisation	A	Access to information	● Amber	● Amber	● Amber	● Green
	B	Natural resource management	● Amber	● Amber	● Amber	● Green
	C	Tackling illegal logging	● Amber	● Amber	● Amber	● Green
	D	Environment charters in OTs	● Amber	● Amber	● Amber	● Green
	E	Countries abolishing death penalty	● Green	● Green	● Amber	● Green
	F	UN core human rights treaties	● Green	● Amber	● Red	● Green
	G	Countries ratifying OPCAT	● Green	● Green	● Amber	● Green
<b>Total indicators</b>	<b>7</b>	<b>Overall rating</b>	● Amber	● Amber	● Amber	● Green



## 2005/08 PSA target assessment progress (Cont.)

PSA target and Director General (DG) responsible for delivery	Indicator	Performance indicator area	Departmental Report 2006/07 rating	Autumn Performance Report 2006 rating	Departmental Report 2005/06 rating	Autumn Performance Report 2005 rating	
			04/06–03/07	04/06–09/06	04/05–03/06	04/05–09/05	
<b>PSA 9 ENTRY CLEARANCE AND CONSULAR:</b> Dickie Stagg, DG Change & Delivery	A1	Visa applications	● Green	● Amber	● Green	● Green	
	A2	Non settlement applications	● Green	● Green	● Green	● Green	
	A3	Settlement visas	● Green	● Amber	● Green	● Green	
	A4	Risk assessment units	● Green	● Amber	● Red	● Green	
	B1	Overseas passports issued	○ White	● Amber	● Red	● Red	
	B2	Hospitalised cases contacted	○ White	● Green	● Green	● Green	
	B3	Detainees contacted	○ White	● Green	● Amber	● Amber	
	B4	Notarial acts carried out	○ White	● Green	● Green	● Green	
	B5	Birth registrations carried out	○ White	● Red	● Amber	● Amber	
	B6	Death registrations carried out	○ White	● Red	● Amber	● Amber	
	B7	Service delivery – satisfaction	● Green	○ White	● Green	○ White	
	<b>Total indicators</b>	<b>11</b>	<b>Overall rating</b>	● Amber	● Amber	● Amber	● Amber
	<b>Total indicators 2005/08 PSA</b>	<b>71</b>					

- Green Met early or ahead
- Amber On course
- Red Slippage
- White Not assessed

# Annexes





## Better regulation

The FCO did not introduce any new primary legislation in 2006/07, we did not make any regulatory impact assessments (to analyse the effect of policy change) and there were no regulatory reform orders. We produced 14 pieces of delegated legislation (secondary legislation we produced to reduce pressure on parliamentary time).

### Building in a better regulation culture

We have increased our outreach to staff to embed a better regulation culture (which reduces or removes unnecessary regulation). Courses aimed at policy officers now highlight the importance of considering better regulation when formulating policy. We are also restructuring our Better Regulation Unit which will increase the capacity to undertake work on better regulation. We are working with the Better Regulation Executive to improve our approach to better regulation and to put in place what we learn from assessments.

### Simplifying and reducing administrative burdens

The FCO remains committed to better regulation and produced a simplification plan<sup>1</sup> which we published in December 2006. As a department with a legislation programme which is not heavily focused on business, the plan considers the effect FCO legislation has on stakeholders – mainly members of the public – but also recognised that there are some effects on business and the London diplomatic community.

Measures include:

- simplifying visa application forms including making them more accessible online in line with recommendations of the Hampton Report
- introducing web-based procedures for registering births and deaths overseas and paying for consular services by credit and debit cards.

We are also looking at ways to increase our use of third-party organisations to carry out visa-related administrative tasks (but not issuing visas).

### The EU better regulation agenda

The FCO continues to work through Posts, including the UK Representation to the EU, Brussels, to make progress on the better-regulation agenda at EU level. We have seen some significant achievements in Brussels. The Austrian and Finnish presidencies both built on the successes of the UK presidency in using impact assessments and developing work between different institutions. The FCO has organised a number of exchanges and seminars with member states which have provided UK expertise and best practice to new member states in particular. Looking forward, we hope that the target of a 25% reduction in EU administrative burdens agreed at the 2007 spring European Council will help the Commission and member states focus on removing the unnecessary and burdensome rules that frustrate business and citizens.

## weblinks

- Better Regulation Executive:  
[www.cabinet-office.gov.uk/regulation](http://www.cabinet-office.gov.uk/regulation)

<sup>1</sup> *Better Regulation – the FCO Simplification Plan*, December 2006:  
[www.fco.gov.uk/Files/kfile/FCOBetterRegulation111206.pdf](http://www.fco.gov.uk/Files/kfile/FCOBetterRegulation111206.pdf)

## Bibliography of publications 2006/07

This bibliography is selective. Publications are available on the FCO website: [www.fco.gov.uk](http://www.fco.gov.uk) > Access to Information > Official Documents.

A full list of treaties is available on the FCO website: [www.fco.gov.uk/treaties](http://www.fco.gov.uk/treaties).

### Regular publications

*The London Diplomatic List (Incorporating Directory of International Organisations)*. 2006 ed. TSO. 31 January 2007. ISBN 0115917926. Price £12

### Parliamentary publications

*Six-monthly Report on Hong Kong: July – December 2006*. 28 February 2007. Cm 7037. TSO. Price £5

*Draft Regulations to Impose a Uniform Format for Residence Permits for Third Country Nationals*. 1 February 2007. HC 141-i. TSO. ISBN 0215032373. Price £4

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*Prospects for the EU in 2007: the German Presidency of the European Union Jan–June 2007*. 31 January 2007. Cm 7024. TSO. ISBN 0101702426. Price £7.50

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*Second report 2006–07. Visit to Guantanamo Bay. 21 January 2007*. HC 44. TSO. ISBN 0215032012. Price £14.50

*First report 2006–07. The work of the Committee in 2005 and 2006*. 16 January 2007. HC 206. TSO. ISBN 0215031989. Price £11

*The Middle East*. 18 December 2006. HC 1583-i. TSO. ISBN 0215031849. Price £5.50

*Active Diplomacy for a Changing World: the FCO's Strategic Priorities*. 14 December 2006. HC 167. TSO. ISBN 0215031806. Price £7

*Eighth report 2005–06: Foreign and Commonwealth Office Annual Report 2005–06, Together with Formal Minutes, Oral and Written Evidence*. 8 November 2006. HC 1371. TSO. ISBN 0215031245. Price £20

*Miscellaneous Matters*. 26 October 2006. HC1329. TSO. ISBN 0215030990. Price £5.50

*Seventh Report 2005–06. East Asia*. 13 August 2006. HC 860-I. TSO. ISBN 0215030516. Price £17.50

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[www.fco.gov.uk/pressreleases](http://www.fco.gov.uk/pressreleases)

# Index

T indicates a table

## A

Abbas, Mahmoud 40, 55  
 accession 6, 18, 49, 51, 52, 57  
 Aceh 160  
*Active Diplomacy for a Changing World: The UK's International Priorities* (FCO) 14, 97, 116  
 administration / administrative budget 133 (T8)  
 administration expenditure 133 (T8)  
 administrative burdens 51, 173  
 Advisory Panel on Country Information 84  
 Afghan Drugs Interdepartmental Unit (ADIDU) 37  
 Afghan National Police 154  
 Afghanistan 4, 16, 17, 24, 33, 34, 36, 37, 39, 43, 47, 55, 110, 118, 120, 154  
 Afghanistan Compact 43  
 Africa 56, 73, 86  
 African Conflict Prevention Pool (ACPP) 44–5, 46, 81  
 African Standby Force (ASF) 44, 156  
 African Union (AU) 42, 44, 45, 47, 155, 156  
 Age Concern 99  
 agreements 21, 28, 34, 41, 56, 60, 104  
 Ahtisaari, Martti 44  
 Albania 36  
 Algeria 27, 28  
 Algiers 120  
 Al Qaeda 152  
 Amman 62  
 Amnesty International 94, 166  
 Anguilla (UK Overseas Territory) 104, 106, 107  
 Anholt, Simon 109  
 Ankara Agreement Protocol 52  
 Annan, Kofi 26  
*Annual Report on Human Rights* (FCO) 81  
 Antarctic Treaty consultative meeting, Edinburgh 103, 105  
 Anti-Bribery Convention 62  
 Antigua 34  
 appointments 118–20  
 Arabic television service 110  
 Arbitration and Conciliation Advisory Service (ACAS) 60  
 ArmorGroup 118, 120  
 Arms Trade Treaty: *see* International Arms Trade Treaty  
 Ascension Island: *see* St Helena and her Dependencies (UK Overseas Territory)  
 Ashton, John, Special Representative for Climate Change 15, 70, 73  
 assisted voluntary returns (AVRs) 85  
 Association for the Prevention of Torture 166  
 Association of South East Asian Nations (ASEAN) 56, 162, 165  
 asylum 50, 84  
 asylum seekers 20, 83, 84–5  
 Audit and Risk Committee 10, 124  
 Australia Group 28, 151

Autumn Performance Report (APR) 34–7, 148, 149, 167  
*Avoiding Penalties* campaign 96  
 awards 21, 30

## B

Baghdad 17, 42, 154  
 Bahrain 164  
 balanced scorecard 88, 167  
 Balkans 44, 45, 53, 153, 154  
 Bangkok 121  
 Bangladesh 162, 163, 164  
 Barbados 34  
 Basra 17, 43, 46, 120, 123, 127  
 BBC Arabic television 26  
 BBC World Service 46, 109–10, 112, 126, 127  
 Beckett, Margaret, Secretary of State for Foreign & Commonwealth Affairs 4–5, 8, 19, 24, 69, 71, 112  
 Belarus 79  
 Bermuda (UK Overseas Territory) 104  
 better regulation 51, 173  
 Better Regulation Executive 173  
 Better Regulation Unit 173  
 bibliography 174–5  
 bilateral assistance 54, 56, 57  
 Biological and Toxin Weapons Convention Review Conference 28, 151  
 biological weapons 28, 31  
 biometrics 4, 21, 89, 90, 93, 100  
 bioprospecting 62  
 Blair, Tony, Prime Minister 69, 70, 71  
 Board, FCO 7, 9, 10, 116, 122, 124  
 Bolivia 35  
 bombings, London 113  
 Border and Immigration Agency: *see* Immigration and Nationality Directorate  
 Bosnia and Herzegovina 44, 53, 153, 154  
 Brahimi principles 156  
 Brazil 20, 36, 165  
 BRIT 123  
 British Antarctic Survey 103  
 British Antarctic Territory (UK Overseas Territory) 104  
 British Association for Central and Eastern Europe: *see* Non-Departmental Public Bodies  
 British Council 26, 87, 89, 109, 110, 112, 117, 120, 126, 127  
 British Indian Ocean Territory (BIOT) (UK Overseas Territory) 104  
 British Museum 93  
 British nationals abroad 93–101  
 British Red Cross 99  
 British Sovereign Base Areas on Cyprus (UK Overseas Territory) 104  
 British Virgin Islands (BVI) (UK Overseas Territory) 104, 105  
 Broader Middle East and North Africa (BMENA) Forum 162  
 Brown, Gordon, Chancellor of the Exchequer 60, 61  
 Brussels 49, 51, 52, 60, 110, 173

Budget 2006 19, 66  
 budget plans, FCO 112, 128 (T2, T3)  
 Building Research Establishment 121–2  
 Bulgaria 6, 18, 49, 51–2, 53, 57  
 Burma 79  
 Burundi 17, 46  
 business 4, 19, 61, 62  
 business continuity 125  
 Business Continuity Unit 125  
 business planning 7  
 business strategy 116, 122

## C

Cabinet Office 116, 122, 124, 125  
 Cahn, Andrew, Chief Executive, UKTI 9, 15, 171  
 California 71  
 call centre 21  
 Cambodia 46  
 Canada 61  
 cannabis 107  
 Capability Review 7, 116  
 capital budget 131 (T6)  
 capital employed 132 (T7)  
 capital projects 139 (T12)  
 carbon capture / storage 50, 70, 72  
 Carbon Trust 73  
 Caribbean 16, 34, 78, 106  
 Carl, Andy 39  
 Carter of Coles, Lord 109  
 Casale, Silvia 79  
 Caucasus 45  
 Cavendish Laboratory, University of Cambridge 59, 63  
 Cayman Islands (UK Overseas Territory) 104, 107  
 Change Committee 10, 116–17  
 change programme 116–17  
 Chapman, Nigel 109  
 Charity Commission 27, 163  
 Charter Mark 89  
 Chatham House 114  
 chemical weapons 31  
 Chemical Weapons Convention 28, 151  
 Chennai 120  
 Chevening scholarship 110  
 Chief Information Officer 7, 10  
 child abduction 94  
 child rights 114  
 child sex abuse 35  
 China 18, 19, 60, 67, 72, 73, 80, 81, 165  
 Chinese Academy of Social Sciences (CASS) 73  
 City of London 66  
 civil society 17, 46, 61, 65  
 civil war 20, 40  
 climate change 14, 50, 67–73  
 Climate Change Convention (COP12) 73  
 Climate Change Levy 73  
 climate security 4, 6, 14, 19  
 cocaine 16, 17, 34, 35, 36, 37, 107  
*Code of Good Practice for Corporate Governance in Central Government Departments* (HMT) 10



- Collins, Sarah 93  
 Colombia 33, 34, 81  
 Common Agricultural Policy (CAP) 158  
 Common Foreign and Security Policy (CFSP) 80, 157  
 Commonwealth 19, 77  
 Commonwealth Games 111  
 Commonwealth Ministerial Action Group (CMAG) 77  
 Commonwealth scholarship 110  
 Commonwealth Secretariat 135 (T11)  
 common core tables 128–47  
 communications 10, 119  
 Comprehensive Peace Agreement (CPA) 155  
 computer chip 101  
 Conciliation Resources 39  
 Confederation of British Industry (CBI) 19, 114  
 conflict cycle 39  
 conflict prevention and resolution 39, 47, 153–6  
 Constitutional Treaty 53, 158  
 consular crisis centre 21, 99, 124  
 consular services 4, 6, 93–101, 167, 168  
 consular strategy 93, 97–9, 100–1, 117  
 consultants 146 (T21)  
 consultation 89, 94, 98  
 Contact Group 44  
 CONTEST (UK Government's Counter-Terrorist Strategy) 24  
 Continental Early Warning System 45  
 contingent liabilities 146 (T18)  
 Control Risks 120  
 Convention on Biological Diversity 165  
 Cordoba trilateral agreements 21, 104, 158  
 corporate governance 10  
 corporate social responsibility 4, 61  
 cost benefit analysis 37, 57, 73, 100, 107  
 Council of Europe 135 (T11)  
 counter-narcotics 16, 34, 36, 43  
 counter-proliferation 31  
 counter-terrorism (CT) 16, 26–7, 152–3  
 crime 16–17, 22, 34, 36, 107  
 Crimestoppers UK 35  
 criminal tribunal 46  
 Croatia 18, 53  
 Crown Prosecution Service (CPS) 36  
 current assets 132 (T7)  
 Cyprus 52, 96–7
- D**  
 Dahab 97  
 Darfur 4, 20, 42, 45, 46, 47, 79, 155, 156  
 Davidson, Martin 109  
 death penalty 80, 94, 99, 166  
 Democratic Republic of Congo (DRC) 20, 39, 40, 46, 153, 154, 160  
 Demos 164  
 Department of Constitutional Affairs 84  
 Department for Education and Skills (DfES) 61  
 Department for Environment, Food and Rural Affairs (DEFRA) 6, 19, 70, 71, 72, 76, 77, 165  
 Department for International Development (DfID) 6, 17, 19, 30, 36, 40, 45, 46, 70, 71, 76, 79, 86, 107, 117, 120, 121  
 Department of Trade and Industry (DTI) 18, 19, 30, 66, 67, 70, 71, 72, 161  
 Department for Transport (DfT) 27, 152  
 Department for Work and Pensions (DWP) 79  
 departmental expenditure limits (DEL) 128 (T1)  
 deportation 27–8  
 Derbez, Luis Ernesto 165  
 Dhi Qar 17, 43  
 diamonds 62  
 diplomacy 47  
 Diplomatic Service Appeal Board: see Non-Departmental Public Bodies  
 Director General Finance 7, 10  
 Directors General (DGs) 116  
*Dirty Money* 35  
 disability rights 79, 111, 166  
 Disability Rights Commission 111  
 Disarmament Demobilisation Reintegration (DDR) 156  
 diversity 119–20  
 diversity equality scheme 119  
 diversity statistics 134 (T10)  
 Doha 120  
 Doha Development Agenda (DDA) 18, 56, 59, 60  
 Donnelly, Martin, DG Europe & Globalisation 9, 15, 170–1  
 DPRK: see North Korea  
 drugs 16–17, 33, 34, 36, 37, 107  
 drug trafficking 16–17, 37
- E**  
 E3+3 (UK, France, Germany + US, Russia, China) 16, 28, 30  
 East African Standby Brigade (EASBRIG) 156  
 Economic Community of West African States (ECOWAS) 156  
 Economic Governance Programme (GOF) 61  
 Education for All initiative 6  
 efficiency forecasts 126 (T1)  
 efficiency programme 126–7  
 efficiency savings 126  
 Egypt 163  
 e-learning 119  
 election observers 19–20  
 Emissions Trading Scheme (ETS) 72, 73, 77  
 energy security 18, 50, 51, 64–5  
 Energy White Paper 64  
 enforced disappearances 79, 166  
 enlargement, EU 18, 49, 52, 157, 158  
 entry clearance 89, 167–8  
 entry clearance officer (ECO) 89  
 environment 76–8  
 Environment Charters 166  
 environmental governance 77  
 environmental management 76, 78, 180, 118, 121–2  
 e-passport 123  
 equality 119  
 estate, FCO 120–1, 139 (T12)  
 Ethiopia 16, 20, 24  
 European Battlegroups Initiative 160  
 European Commission 42, 51, 56, 65  
 European Commission Strategic Energy Review 18  
 European Council 18, 19, 50, 51, 56, 65, 72, 77, 80, 159, 173  
 European Council Conclusions 86  
 European Development Fund 106  
 European Evidence Warrant 158  
 European Force for Bosnia and Herzegovina 44  
 European Neighbourhood Partnership Instrument 57  
 European Neighbourhood Policy 56, 57  
 European Parliament 55  
 European Security and Defence Policy (ESDP) 157, 159–60  
 European Union (EU) 4, 26, 44, 49, 55, 56, 60, 157–9  
*The EU and Africa: Towards a Strategic Partnership* 56  
 EU delivery agents 16–17  
 EU Pilot Project Export Control Outreach Programme 151  
 EU presidency 26, 34, 49, 53, 55, 56, 65, 157, 173  
 EU rule of law mission 17  
 excise fraud 33  
 expenditure 148  
 Export Licensing Team 30  
 exports 161–2  
 external appointments 7, 10  
 extractives industry transparency initiative 62  
 extremism 16, 23, 26
- F**  
 facilities management 117  
 faith groups 114  
 Falkland Islands (UK Overseas Territory) 104, 106  
 Farsi television service 110  
 Fatah 154  
 FCO: see Foreign and Commonwealth Office  
*FCO Business Strategy* 116  
 FCO Services 120, 122–4  
 FCOWeb platform 110  
 Ferrero-Waldner, Benita, EU Commissioner 99  
 Fiji 77, 97  
 Finance Committee 10  
 finger scan 101  
 Fitzgerald, Kevin 109  
 fixed assets 132 (T7)  
 forced marriage 94–5  
 Forced Marriage Unit 95  
 Foreign Affairs Committee 120  
 Foreign and Commonwealth Office 4, 6–7, 21, 66–7, 90  
 foreign policy 5, 14, 19, 24, 55, 148  
 Foreign Secretary 27

forests 76, 80, 165  
 Freedom of Information (FOI) 147 (T23)  
 Fundamental Rights Agency 158  
 Future Firecrest Programme 117, 122, 127

## G

G8 26, 60  
 G8 Global Partnership 18, 31, 150, 151  
 G8 presidency 26, 71, 76  
 Gabon 166  
 GAVI Alliance 78  
 Gaza 40, 154  
 gender 80, 163  
 genocide 45  
 Georgia 40–1, 56  
 Germany: *see* World Cup  
 Ghana 33, 34, 37, 165, 166  
 Gibraltar (UK Overseas Territory) 6, 21, 56, 104–5, 158  
 Gibraltar Constitution 106, 158  
 Gipsy 123  
 Gleneagles Dialogue Energy and Environment Ministerial Meeting 72  
 Global Conflict Prevention Pool (GCPP) 41, 45, 156  
 Global Initiative to Combat Nuclear Terrorism 31, 150  
 globalisation 6, 7, 10, 34, 59  
 Global Opportunities Fund (GOF) 25, 26–7, 53, 57, 60, 61, 65, 73, 78, 80, 81, 112, 136 (T11), 165  
 Global Threat Reduction (GTR) 151  
 good governance 4, 105  
 Government Diamond Office 62  
 grant-in-aid 81, 109  
 Great Britain China Centre: *see* Non-Departmental Public Bodies  
 Greece 95  
 greenhouse gas emissions 50, 70, 72, 73  
 Green Scorpions 78  
 Gulf Co-operation Council 162

## H

Hamas 40, 154  
 Hampton Court summit 49, 50, 65, 157, 159  
 Hampton Report 173  
 Hanslope Park 120, 121  
 Harare 120  
 Hariri, Rafic 41  
 Hawking, Professor Stephen 64  
 Heart of Borneo 165  
 Helmand 43, 46, 154  
 heroin 16, 17, 34, 36, 37  
 Hewlett-Packard 122  
 Hibiscus 35  
 High-Seas Taskforce 76  
 historians, FCO 175  
 Hizbollah 17, 41  
 HM Revenue & Customs (HMRC) 16, 33, 36, 37  
 HM Treasury (HMT) 6, 78, 122, 148  
 Holy See 60, 78

Home Office (HO) 6, 20, 31, 36, 50, 83, 84, 85, 86, 87, 90, 152, 167  
 Hong Kong 99, 124  
 Hoon, Geoff, Minister for Europe 8, 41, 49, 53, 55  
 hostages 16, 24  
 Howells, Dr Kim, Minister of State 8, 23, 33, 34, 39, 121  
 hub and spoke 90  
 Hudson, Lucian, Director Communications 109  
 human rights 4, 20, 79, 80–1, 114, 166  
 human resources, FCO 7, 117, 118  
 Human Resources Committee 10  
 hurricanes 107  
 Hussain, Mirza Tahir 94

## I

Identity and Passport Service (IPS) 100, 101  
 immigration 20, 50, 84–6  
 Immigration Advisory Service 89  
 Immigration and Nationality Directorate (IND) 84, 85, 87  
 Independent Electoral Commission 154  
 India 18, 19, 56, 63, 67, 165  
 indicators 148  
 Indonesia 76, 164, 165  
 information and communication technology (ICT) 121, 127  
 information technology (IT) 7, 100, 122, 139 (T12), 167  
 innovation 50–1  
 Institute for Public Policy Research (IPPR) 101  
 Integrated Missions Planning Process 156  
 interchange 117  
 Inter-Institutional Agreement 158  
 internally displaced person (IDP) 154  
 International Arms Trade Treaty 4, 16, 29  
 International Atomic Energy Agency (IAEA) 28, 30, 31, 150  
 International Centre for Prison Studies 163  
 International Chamber of Commerce 114  
 International Compact 42  
 International Criminal Court 42  
 International Criminal Tribunal for the former Yugoslavia (ICTY) 154  
 international criminal tribunals 46  
 International Energy Agency (IEA) 65, 72  
 International Finance Facility for Immunisation (IFFIm) 6, 60, 78  
 International Financial Institutions (IFIs) 65  
 International Labour Office (ILO) 111  
 International Monetary Fund (IMF) 60, 61, 65  
 International NGO Training and Research Centre (INTRAC) 163  
 International Organisation for Migration (IOM) 83  
 International Security Assistance Force (ISAF) 43  
 International SOS 99  
 International Whaling Commission 76  
 Investment Committee 10  
 Investment Country Action Plans 163

inward investment 67, 161–2  
 Ionscan 37  
 Iran 4, 6, 16, 23, 24, 28, 30, 36, 55, 56, 79, 81, 120, 150  
 Iraq 4, 6, 17, 39, 42–3, 46, 47, 55, 153, 154  
 Iraq Reconstruction Service Medal 113  
 Islamic Relief 25  
 Islamic world 162–4  
 Israel 6, 17, 40, 41, 154  
 iTunes 26

## J

Jamaica 37  
 Japan 165  
 Jeddah 97  
 Johnston, Alistair, Vice Chairman, KPMG, UK 9  
 Jordan 24, 27, 163  
 journalists, imprisoned 81  
 Justice and Home Affairs (JHA) 50, 158

## K

Kabul 36, 43, 123  
 Kaduna 36  
 Kan-Dapaah, Albert 33  
 Karimov, Islam 166  
 Karzai, Hamid 34, 43  
 Kazakhstan 34, 65  
 Kember, Norman 23, 27  
 Kenya 27, 163  
 Kimberley Process 62  
 Know Before You Go campaign 21, 98–9, 165  
 Kofi Annan International Peace Training Centre 45  
 Kosovo 44, 45, 153, 154, 160  
 Kufuor, John 34  
 Kuwait 163  
 Kyrgyzstan 166

## L

Lahti summit 50, 56, 65, 158  
 Lashkar Gar 17, 43, 123  
 law enforcement 34, 35, 76, 107  
 Layden, Anthony 27  
 Leadership Conference 10  
 Lebanon 4, 17, 20, 27, 41, 47, 93, 96–7, 124, 163  
 legislation 173  
 Leitch Review of Skills 60–1  
 Lesotho 77  
 lessons learned 31, 36, 47, 55, 65, 72, 80, 87, 90, 96, 106  
 liaison officers 16, 36  
 liberalisation 51, 60  
 Liberia 20, 166  
 Libya 27, 31, 163  
 Light, Dr Richard 79  
 Lisbon process 51, 77, 159  
 Lithuania 17, 43  
 Littlewood, Professor Peter 59  
 local staff 118–19  
 logging 76, 165





Luck, Keith, DG Finance 9  
 Lula, President 20  
 Lyall Grant, Mark, DG Political 9, 15, 170  
 Lyons relocation project 127

## M

Macedonia (former Yugoslav Republic of) 16, 36  
 MacGregor, Neil 93  
 Malawi 166  
 Malaysia 165  
 Maliki, Nouri 42, 154  
 mandatory retirement age 118, 119  
 man-portable air defence systems (MANPADS) 27  
*Making Governance Work for the Poor* (DfID) 76  
 Manila 120  
 Maoists 41, 155  
 Maritime and Coastguard Agency 106  
 maritime industry 31  
 Marmaris 97  
 Marshall Aid Commemoration Commission: see Non-Departmental Public Bodies  
 Marshall scholarship 110, 136 (T11)  
 Massie, Sir Bert 111  
 Mather, Tony, Chief Information Officer 8, 59, 75, 81  
 Maysan 17  
 McCartney, Ian, Minister for Trade 8, 59, 75, 81  
 McGuire, Anne 111  
 Mecca Agreement 40  
*Medical Investigation and Documentation of Torture* (FCO) 80  
 Metropolitan Police 27, 36, 113  
 Mexico 62, 78, 165, 166  
 Middle East Peace Process (MEPP) 40, 55, 56, 153, 154  
 migration 50, 83–91  
 Migration Fund 83, 85–6  
 Millennium Development Goals 60, 77, 86, 162–4  
 ministers 8  
 Ministry of Defence (MoD) 17, 20, 30, 36, 45, 46, 107, 159  
 Missile Technology Control Regime (MTCR) 28, 151  
 mission: see purpose  
 missions: see Posts  
 modernisation 116–17  
 money laundering 52, 57  
 Montenegro 53, 154  
 Montserrat (UK Overseas Territory) 104, 105  
 Morocco 163  
 Mugabe, Robert 81  
 multilateral institutions 28, 34, 56, 59, 60, 65, 72, 75, 81, 84  
 Multi-National Division South East (MNDSE) 42, 43  
 Musharraf, Pervez 94  
 Muslim community, British 16, 25–6, 164

Muslims of Europe Conference 25, 164  
 Muthanna 17, 43

## N

Najaf 154  
 National Audit Office (NAO) 97, 98, 99, 148  
 National Drug Control Strategy (Afghanistan) 37  
 NATO 17, 43, 44, 135 (T11), 157, 159–60  
 NATO in Afghanistan exhibition 110  
 NATO Response Force 159  
 natural disasters 107  
 natural resource management 76, 165  
 Nepal 41, 155  
 Netherlands 50  
 network 10–11, 19, 24, 40, 50, 71, 124  
 New Zealand 107  
 Nigeria 16, 24, 32, 35, 36, 155  
 Non-Departmental Public Bodies (NDPBs) 145 (T16)  
 non-executive directors 10  
 non-governmental organisations (NGOs) 65, 80, 81, 163  
 non-proliferation regime 150  
 North Korea 23, 30, 55, 56, 79, 150  
 Nuclear Non-Proliferation Treaty (NPT) 28, 150  
 Nuclear Suppliers Group 28, 151

## O

objectives 7, 79, 83, 103, 112, 114, 115, 116, 125  
 Office for Government Commerce (OGC) 126, 127  
 oil supply 65  
 Olmert, Ehud 40  
 Olympics 18, 109, 111  
 Oman 163  
 Operation Captura 35  
 Operation Pentameter 36  
 Operation Sinbad 154  
 Operation Westbridge 33  
 operational risk register 124  
 opium 34, 37  
 Optional Protocol to the UN Convention Against Torture (OPCAT) 166  
 Organisation for Economic Co-operation and Development (OECD) 60, 61, 62, 135 (T11)  
 Organisation of the Islamic Conference 162  
 Organisation for Security and Co-operation in Europe (OSCE) 19, 44, 45, 135 (T11), 157  
 organisational structure 14  
 other government departments (OGDs) 14, 16, 21, 24, 29, 39, 84, 99, 101, 104, 114, 116, 148  
 outreach 25, 65, 85  
 outsourcing 117  
 Overseas Territories (OTs): see UK Overseas Territories  
 Overseas Territories Environment Programme 78, 166

Overseas Territories Programme Fund 106, 107

## P

Pakistan 27, 37, 94–5, 163  
 Peace Implementation Council 44  
 Palestine 6, 20, 24, 40, 41, 45, 56, 154  
 Palestinian Authority Security Forces (PASF) 154  
 Partnership for Peace (PfP) 154  
 Partnership for Principle 10 (PP10) 76  
 passports 4, 20, 89–90, 93, 94, 100–1, 122  
 Peace Brigades International 75  
 peacebuilding 17, 39, 43, 44, 156  
 peacekeeping 17, 44, 45  
 people smuggling / trafficking 16, 34  
 performance management 10, 88  
 Permanent Under-Secretary (PUS) 6–7  
 Peru 35  
 Philippines 80, 166  
 piracy 62  
 Pitcairn (UK Overseas Territory) 104, 106–7  
 Platt, Alison, Director, BUPA Hospitals 9  
 podcasts 16, 26, 164  
 points based system 84, 90  
 Poland 17, 43, 54, 111  
 policing 36, 99  
 Portugal 53  
 Post-Conflict Reconstruction Unit (PCRU) 9, 46  
 Posts 6, 7, 10, 11 (map), 16–17, 19, 50, 51, 62, 63, 64, 72, 73, 77, 80, 81, 90, 96, 98, 100, 112, 118–19, 127, 167–8  
 poverty reduction 77  
 Powell, Chris 109  
 Prime Minister's Delivery Unit 87  
 Princess Royal, HRH 105  
 Prism 117, 122  
 prisoner transfer agreement 94–5  
 Prisoners Abroad 94, 99  
 Privy Council 106–7  
 Professional Skills for Government (PSG) 10, 117  
 professionalism 117  
 Progress Catalogue 160  
 Project Hermes 113  
 project / programme management 10  
 proliferation: see counter-proliferation  
 Proliferation Security Initiative (PSI) 31, 150  
 propaganda, terrorist 16  
*Prosperity in a Changing World – UKTI Five Year Strategy* 66, 116  
 Protocol Directorate 113  
 Provincial Iraqi Control (PIC) 154  
 PSA: see Public Service Agreement  
 PSA 1 (WMD) 15, 149, 150–1, 170  
 PSA 2 (international terrorism) 15, 149, 152–3, 170  
 PSA 3 (conflict prevention) 15, 149, 153–6, 170  
 PSA 4 (effective EU) 15, 149, 157–9, 170–1  
 PSA 5 (European security) 15, 149, 159–60,

- 171  
 PSA 6 (UK Trade & Investment) 15, 149, 161–2, 171  
 PSA 7 (engaging with Islamic world) 15, 149, 162–4, 171  
 PSA 8 (sustainable development) 15, 149, 164–6, 171  
 PSA 9 (consular and entry clearance) 15, 149, 167–9, 172  
 publications 174–5  
 public diplomacy 73, 109, 112  
 Public Diplomacy Board 73, 109–11  
 Public Diplomacy Fund 111  
 Public Diplomacy Partners Group 109  
 Public Service Agreement (PSA) 14–15, 66, 148–72  
 public spending 129 (T4)  
 purpose, FCO 14, 109, 110, 116  
 Putin, Vladimir 56, 158
- Q**  
 Qatar 163
- R**  
 Rabat 120  
 Radical Middle Way roadshows 16, 26, 164  
 radicalisation 24–6  
 rapid deployment team (RDT) 99, 124  
 recruitment 145 (T17)  
 redocumentation 87  
 regulation: *see* better regulation  
 regulatory reform 173  
 religious tolerance 79, 111  
 relocation 127  
 Reprieve 99  
 research and development (R&D) 63  
 resource allocation 135–8 (T11)  
 resource budget 130 (T5), 140 (T13)  
 Richmond, David, DG Defence & Intelligence 9, 15, 170  
 Ricketts, Sir Peter, Permanent Under-Secretary 6–7, 9, 10  
 Riga summit 110, 124, 159  
 Rio Declaration 165  
 Risk assessment operations centre 91  
 Risk assessment unit (RAU) 90–1, 167, 168  
 risk management 124–5  
 River Path Associates 109  
 Roadmap 40  
 Romania 6, 18, 49, 51–2, 53, 57  
 Royal Households 113  
 Royal United Services Institute (RUSI) 24  
 Russia 31, 40–1, 56, 65, 80, 158  
 Rwanda 46
- S**  
 St Helena and her Dependencies (Ascension Island and Tristan da Cunha) (UK Overseas Territory) 104, 106  
 St Petersburg summit 60, 151  
 salaries, FCO 146 (T19, 20)  
 Sana'a, British Embassy 120, 121  
 sanctions 16, 23, 30, 42, 47, 152  
 Santos, Francisco 34  
 Saudi Arabia 81, 163  
 Save the Children 81  
 savings 126  
 scholarships 110, 136 (T11)  
 Schwarzenegger, Arnold 71  
 science 62, 63  
 science and innovation network 50–1, 62, 63–4  
 scorecard 148  
 Sea Island Summit 162  
 secondments 117  
 security 17, 31, 120  
 Security Information Service for Business Overseas (SISBO) 19, 62  
 Security Service 28  
 Senior Leadership Forum 10  
 senior management 10, 118, 119  
 Serbia 53  
 Serious Organised Crime Agency (SOCA) 16, 33, 36, 123–4  
 service delivery 122, 168  
 Services Directive 18, 51  
 Seville 97  
 Shanghai Expo 2010 18, 111  
 shared services 7, 117  
 Shchyh'ye, Chemical Weapons Destruction Facility 151  
 Shebaa 41  
 Sierra Leone 17, 20, 46, 153, 154  
 simplification plan 51, 173  
 Singapore 65  
 Siniora, Fuad 41  
 Six Party Talks 150  
 Skopje 120  
 Slave Trade Act 30, 78–9  
 Solana, Javier 160  
 Somalia 43–4, 156  
 South Africa 78  
 South Georgia & the South Sandwich Islands (UK Overseas Territory) 104  
 South Korea 56, 59, 63  
 SPs: *see* Strategic (International) Priorities  
 SP1 (global terrorism and WMD) 15, 16, 23–31  
 SP2 (international crime) 15, 16–17, 33–7, 83  
 SP3 (conflict prevention) 15, 17, 39–47, 83  
 SP4 (effective EU) 15, 17–18, 49–57, 83  
 SP5 (UK economy and business) 15, 18–19, 59–67, 109  
 SP6 (climate security) 15, 19, 69–73, 109  
 SP7 (sustainable development) 15, 19–20, 75–81, 83, 109, 114  
 SP8 (migration) 15, 20, 83–91  
 SP9 (consular) 15, 20–1, 93–101  
 SP10 (UK Overseas Territories) 15, 21, 103–7  
 Spain 6, 21, 99, 104  
 Special Envoy on Returns 83, 85  
 Special Immigrations Appeal Commission (SIAC) 152  
 Spending Review 2004 (SR04) 126, 148, 149  
 sponsorship 147 (T22)  
 stabilisation 44, 46  
 Stabilisation and Association Agreement 53, 154  
 staff 101, 116–17, 118–19, 127  
 staff numbers 134 (T9)  
 Stagg, Dickie, DG Change & Delivery 9, 15, 172  
 stakeholder management 10, 114  
 stakeholders 65, 114–15, 116, 173  
 stem cell research 64  
 Stern, Sir Nicholas 60, 72  
 Stern Review on the Economics of Climate Change 19, 70, 72  
 Strategic Airlift Initiative 160  
 Strategic (International) Priorities (SPs) 4, 6, 10, 14–15, 39, 54, 60, 70, 109, 110, 112, 116, 124, 133 (T8), 140 (T13)  
 strategic risk register 124  
 sub-committees 10  
 Sudan 20, 42, 47, 154, 156, 163  
 Sudanese People's Liberation Army 154  
*Support for British Nationals Abroad: A Guide* (FCO) 97, 98, 101  
 sustainable development 62, 75–81, 114, 121  
*Sustainable Development Action Plan* (FCO) 75, 114  
 Sustainable Development Commission 76  
 Sustainable Development Dialogue (SDD) 165  
 Sustainable Development Programme 80, 165  
 Swaziland 166
- T**  
 Taliban 152  
 Taylor, Charles 20  
 technical note 148  
 technology 21, 37, 51, 72, 73, 100, 122  
 telecommunications 118, 122  
 Temporary International Mechanism 55  
 terrorism 16, 24, 26, 31, 152–3  
 The Access Initiative (TAI) 76, 185  
*Tipping the Balance* target 20, 83, 84–5, 87  
 top risks register 124  
 Topkapi Declaration 25  
 torture 166  
 tourism 77–8, 80, 165  
 trade unions 60  
 TRAFFIC 78  
 training and development 98  
 transformational government 117  
 transparency 10  
 travel advice 20, 110, 152  
 Travel Foundation 77–8, 165  
 Triesman, Lord, Parliamentary Under-Secretary of State 8, 77, 83, 85, 93, 103, 109  
 Trilateral Steering and Co-operation Committee 31  
 Tristan da Cunha: *see* St Helena and her Dependencies (UK Overseas Territory)  
 tsunami 99  
 Tunisia 163  
 Turkey 18, 24, 49, 52–3, 158



Turks & Caicos Islands (UK Overseas Territory)  
104, 105

## U

Uganda 46  
Ukraine 20, 56, 65  
UK Disaster Victim Identification Team 99  
UK Mission to the UN 17  
UK Overseas Territories (OTs) 78, 103–7  
UK Pavilion 111  
UK Trade & Investment (UKTI) 4, 19, 61, 62, 63, 66–7, 87, 89, 127, 161–2  
UKTI strategy 161–2  
UKvisas 4, 6, 20, 83, 86–91, 117, 167  
United Arab Emirates (UAE) 34, 163  
United Nations (UN) 4, 44  
UN budget, contribution by UK 135 (T11), 141 (T14), 143–4 (T15)  
UN Commission on Crime Prevention and Criminal Justice 34  
UN Commission on Sustainable Development 77  
UN Conference on Trade and Development (UNCTAD) 161  
UN Convention Against Corruption 62  
UN Convention Against Torture 19, 79  
UN Convention on Disability Rights 19, 79  
UN Convention on Enforced Disappearances 19, 79  
UN Development Fund for Women (UNIFEM) 163  
UN Development Programme (UNDP) 162  
UN Environment Programme 77  
UN General Assembly 26, 79, 152  
UN Global Compact 62  
UN High Commissioner for Human Rights 79  
UN Human Rights Council 19, 75, 79, 81  
UN Interim Force in Lebanon (UNIFIL) 17, 41  
UN International Day for Victims of Torture 80  
UN Office for the Co-ordination of Humanitarian Affairs (OCHA) 81  
UN Office on Drugs and Crime 35  
UN Peacebuilding Commission 17, 46  
UN Peacekeeping Mission in DRC (MONUC) 40  
UN Peace Support Operations (PSOs) 156  
UN Secretary General 26, 41, 42, 43, 62–3, 77, 86  
UN Security Council 6, 17, 30, 41, 45, 81  
UN Security Council Resolutions (1244) 44, (1325) 44, (1540) 150, (1673) 150, (1696) 28, 30, (1701) 41, (1706) 20, 42, 156, (1718) 30, 150, (1723) 43, (1725) 43, 44, (1737) 16, 30, 150, (1747) 16, 30  
UN Special Envoy for Kosovo 44  
UN Staff College 45  
UN World Summit 17, 46, 77  
United States (US) 63, 71  
University of Essex 80  
Uzbekistan 35, 166

## V

VAT fraud 34  
Vietnam 34  
Visa Waiver Program (US) 21, 100, 123  
visas 4, 6, 20, 87, 89, 89, 123, 167–8, 173  
VisitBritain 87, 89  
Voluntary Partnership Agreements 165

## W

war crimes 20  
Warren, David, Director, Human Resources 9  
weapons of mass destruction (WMD) 15, 16, 23, 28–30, 31, 49, 150–1  
websites 10, 14, 24, 25, 26, 31, 35, 37, 47, 51, 57, 67, 73, 76, 78, 81, 91, 101, 107, 111, 125, 148, 169  
Wellcome Trust Sanger Institute, Cambridge 63  
West Bank 154  
Western European Union 135 (T11)  
Westminster Foundation for Democracy 81, 112, 136 (T11)  
White Paper: *see Active Diplomacy for a Changing World; Making Governance Work for the Poor*  
Wilde, Jan de 83  
Wilton Park 164  
World Bank 42, 56, 65, 72  
World Cup, Germany 4, 20–1, 93, 95, 96  
World Summit on Sustainable Development (WSSD) 165  
World Trade Organisation (WTO) 18, 56  
World Wildlife Fund (WWF) 165  
wreck salvaging 62  
Wright, Tom 109

## Y

Yaqub, Waseem 25  
Yemen 121, 163  
Yongbyon reactor 30, 150  
Yugoslavia 46, 53

## Z

zero emission project 72  
Zimbabwe 81  
Zito Trust 99











