



# Global Opportunities Fund

## Annual Report 2006-2007





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Presented to Parliament by the  
Secretary of State for Foreign and Commonwealth Affairs  
By Command of Her Majesty  
February 2008

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# Foreword



## Foreword by the Rt Hon David Miliband MP

Britain needs and pursues an active foreign policy, which engages with and reaches out to our partners across the world. The Global Opportunities Fund (GOF) is part of the Foreign & Commonwealth Office's (FCO) efforts to achieve that.

The work of the FCO has long included lobbying and negotiating in support of our policy objectives. Our GOF-funded programmes seek to build on these traditional strengths and make us active partners, increasing our influence and allowing us to support change where it matters to our policy priorities. By working with a range of stakeholders – from federal and state governments to civil society and NGOs – our GOF programmes help the FCO to reach out to new partners.

Our resources are modest by the standards of most donors. So we need to make sure we target our efforts to maximise their impact. Our GOF programmes therefore try to bring about change and influence at the policy level – by stimulating the introduction of new policies or better

legislative frameworks, by improving institutional capacity and building greater accountability. We also look to leverage funding from others to make our limited funds go further. Last year, we attracted some £55 million of matching funds and I am keen we build on this as we move forward. I am keen also that our projects become more ambitious in scope. Going forward, we will focus our efforts more tightly on our main policy priorities, which are to:

- Counter terrorism, weapons proliferation and their causes;
- Promote a low carbon, high growth, global economy;
- Prevent and resolve conflict; and
- Develop effective international institutions, above all the UN and EU.

This Annual Report illustrates how GOF has helped us to make tangible progress towards our policy priorities in 2006-7. We are keen to build on our successes and look forward to working with our many partners to do just that.

A handwritten signature in blue ink, appearing to read 'David Miliband'.

# Executive Summary

The Global Opportunity Fund (GOF) was established in 2003. In 2006-2007, four further programmes benefited from GOF funding, widening its support for the Government's international strategic priorities. These were the Afghan Counter Narcotics, Drugs and Crime, Overseas Territories and the Migration Programmes. These worked along side the six existing programmes – Climate Change and Energy, Counter Terrorism, Economic Governance, Engaging with the Islamic World, Reuniting Europe and Sustainable Development to deliver almost 950 projects. Following a review, the Sustainable Development programme was split into two separate programmes focussing on Sustainable Development and Human Rights.

## **Afghan Counter Narcotics Programme**

The Afghan Counter Narcotics Programme is part of the wider UK strategy to support the Government of Afghanistan in implementing the National Drug Control Strategy. The Global Opportunities Fund is one of several sources of funding from across Whitehall for this Programme.

The Afghan Counter Narcotics Programme implements projects in five Focus Areas:

- Disrupting trafficking networks;
- Leadership;
- Provincial Capacity;
- Strengthening and diversifying legal rural livelihoods;
- Mainstreaming Counter Narcotics into the wider rule of law.

## **Climate Change and Energy**

The Climate Change and Energy (CCE) Programme seeks to contribute to UK climate change and energy security objectives. It has three focal areas:

- Strengthening the evidence base which supports ambitious CCE decision making;
- Engaging new constituencies and mobilising political support to promote strong and early CCE action;
- Creating the enabling regulatory environment that will stimulate a shift in investment towards a low carbon economy.

## **Counter Terrorism**

The Counter Terrorism Programme focuses on building capacity to help countries fight terrorism, which threatens Britain or British interests.

Activity is focused under four main themes:

- **Preventing** terrorism by tackling the factors which lead to radicalisation and recruitment;
- **Pursuing** terrorists and those who sponsor them;
- **Protecting** British People and British interests against terrorist attacks;
- **Preparing** for the consequences of terrorist attack so as to minimise its impact.

## **Drugs and Crime**

The objective of the Drugs and Crime Programme is to increase international engagement and effectiveness in order to reduce harm to the UK from drugs and crime. It has objectives of:

- Sharing UK Best practice with key partners;
- Developing and fostering good relationships to secure host government commitment to improved standards including legislation;
- Building institutional and law enforcement capacity.

### **Economic Governance**

The GOF Economic Governance Programme supports a stable and prosperous international economic environment on which the UK economy increasingly relies.

Within the programme there are two strategies:

- Economic Reform – promoting open, efficient, equitable and stable economies where there is a positive government attitude and the UK is seen as the Partner of Choice or where there is scope for a positive global or regional impact;
- Science collaboration – supporting initiatives to promote UK scientific collaboration in key emerging markets.

### **Engaging with the Islamic World**

The Engaging with the Islamic World Programme delivers the twin policy objectives of:

- increasing our understanding of and engagement with Muslim countries and communities and working with them to promote peaceful, political, economic and social reform; as well as
- countering the ideological and theological underpinnings of the terrorist narrative, in order to prevent radicalisation, particularly among the young, in the UK and overseas.

### **Migration**

Last year the Migration Programme had five principle objectives:

- Reducing illegal immigration to the UK;
- Increasing removals of immigration offenders from the UK;
- Helping manage migration in third countries;
- Helping increase our understanding of legal and illegal migratory flows;
- Improving protection to genuine refugees, internally displaced peoples and to combat people trafficking.

### **Overseas Territories**

The Overseas Territories Programme funds sustainable development and capacity building to assist the Territories in meeting current and future demands. It contributes to the maintenance of security, stability and prosperity in the Overseas Territories.

### **Reuniting Europe**

GOF Reuniting Europe helps deliver our vision of building an effective and globally competitive EU in a secure neighbourhood.

It does this by supporting partner countries with the reforms necessary for EU accession or closer partnership with the EU. It focuses, in particular, on:

- supporting the development of stable institutions guaranteeing democracy, the rule of law, human rights and the respect for and protection of minorities;
- the existence of a competitively functioning market economy, in line with the Copenhagen Criteria set out for membership of the EU.

### **Sustainable Development**

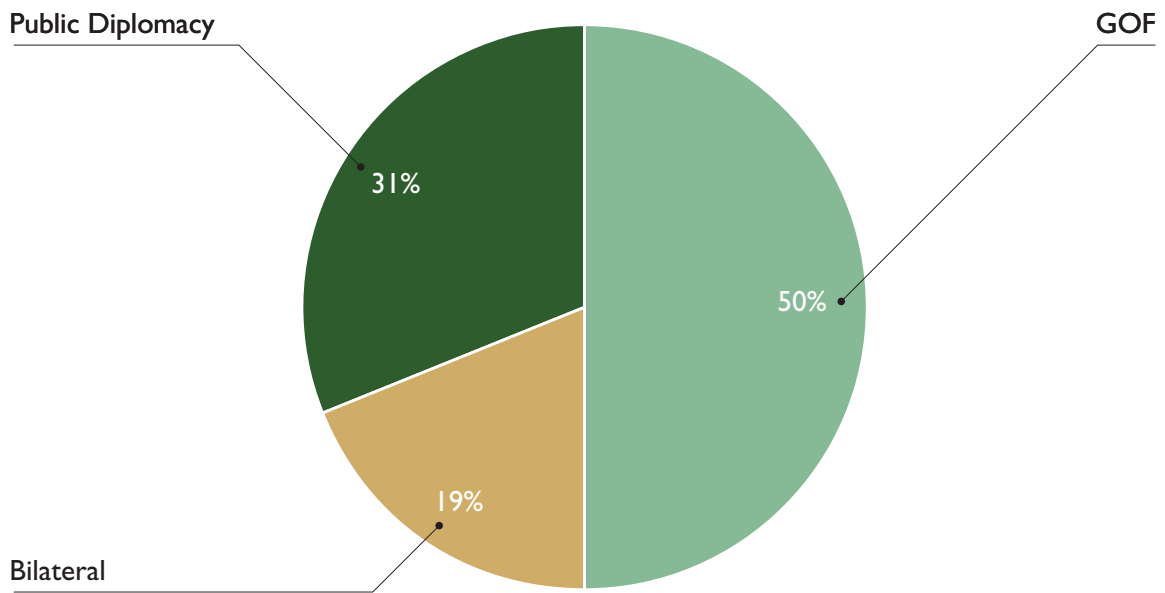
The Sustainable Development Programme has two main objectives:

- To promote sustainable management of natural resources in priority countries through improved environmental governance and more effective implementation and enforcement of international and national agreements and legislation;
- To promote greater respect for human rights, democracy and governance particularly on priority themes through support to priority countries in their adherence to international human rights standards and norms especially UN Human Rights treaties.

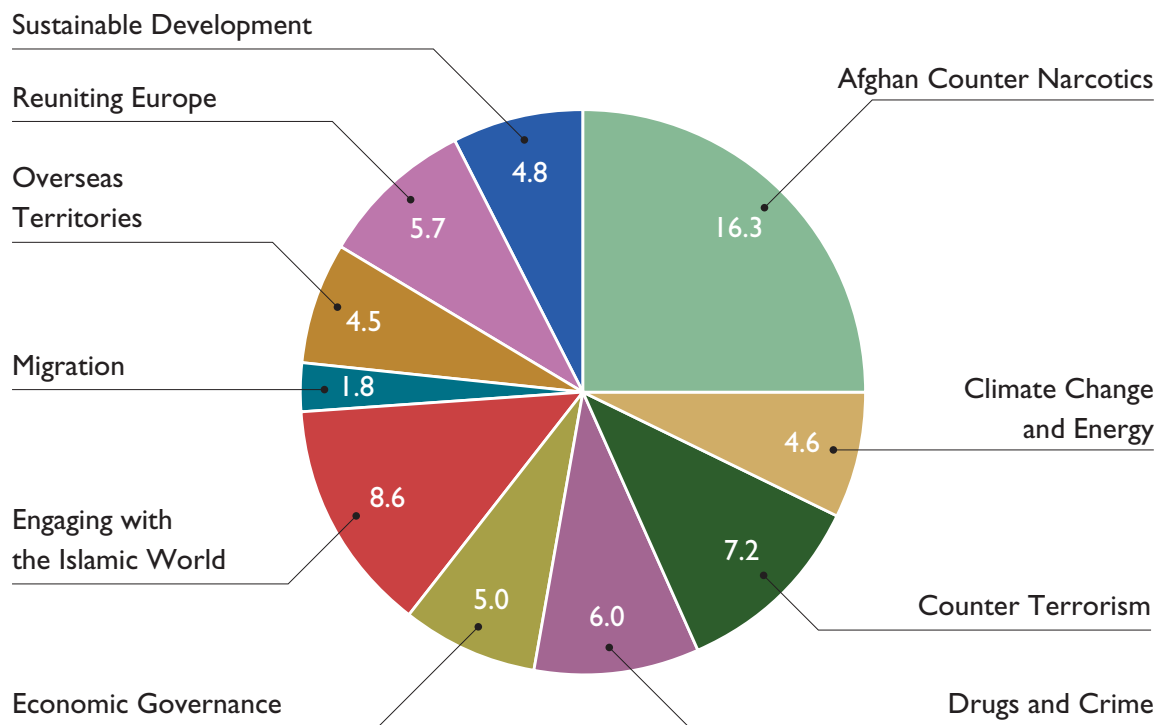
### GOF Spending

In 2006-7, FCO discretionary programme spending stood at £128 million. GOF spending accounted for 50% of this (Chart A). Within GOF, money was allocated between programmes as shown in Chart B.

**Chart A: FCO Discretionary Spending 2006-7**



**Chart B: GOF Programme Spending 2006-7**  
Spend shown in £ million



### More Information

For more information on the Global Opportunities Fund see the Funding Programmes pages on the Foreign and Commonwealth Office's website.

Website: [www.fco.gov.uk/gof](http://www.fco.gov.uk/gof)

## Afghan Counter Narcotics



*A sniffer dog and his handler, examining a truck at a vehicle checkpoint*

## Introduction

Under the FCO’s Strategic Priority 2, we seek to reduce the harm to the UK from international crime, including drug trafficking. About 90% of global heroin production originates in Afghanistan. The UK, as Afghanistan’s partner nation in Counter Narcotics work, is working with the Afghan Government and the international community to bring about a sustainable reduction in the cultivation, production and trafficking of opium.

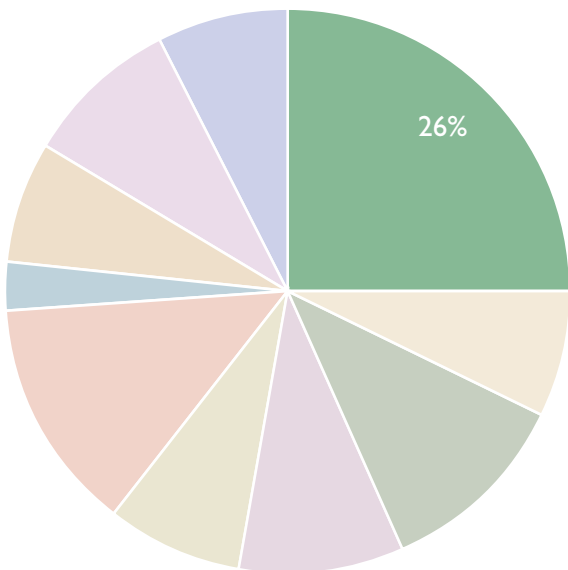
## Geographical Priorities

Our efforts are primarily focussed on Afghanistan itself. This year, a project is also in place to develop cross-border security between Afghanistan and Iran. Projects have previously involved working with Afghanistan’s other neighbours on similar cross-border issues.

## Funding

The Afghan Counter Narcotics Programme’s funding comes from a variety of sources, which reflects the Programme’s cross-Whitehall nature. Within the Afghan Counter Narcotics Programme, the FCO, Home Office, Customs and Revenue, SOCA, MOD and DFID are all represented. Of the £45.8 million spent in 2006-7, £16.3 million came from GOF contributions.

Afghan Counter Narcotics as a percentage of GOF spend



## Drugs Training Team Project



*“X-ray scanner being used to examine a truck at Kabul Airport”*

This project was designed to train and mentor Mobile Detection Teams – specialist province-based interdiction teams within the Counter Narcotics Police of Afghanistan.

The objective was to have established ten detection teams within key provinces in Afghanistan by April 2007, able to set up random vehicle check points to:

- seize drugs and precursor chemicals;
- arrest suspects;
- provide a visible and credible deterrent and collect and respond to intelligence.

The training provided included vehicle profiling and search techniques, use of sniffer dogs and x-ray equipment, and response to intelligence. The Afghan Counter Narcotics Programme also provided x-ray scanners to the detection teams.

By the end of 2006-7 the Drugs Training Team project had recruited and trained nine detection teams, of which eight were operational. In the first six months of 2007 alone, the Mobile Detection Teams seized 550kg of Opium, as well as 2240kg of cannabis and 3770kg of precursor chemicals. This shows that the Mobile Detection Teams are already beginning to play a crucial role in preventing and detecting drug trafficking and increasing the risk to drug traffickers.

This project will be continued for at least one more year, with the aim of building on the training already completed and recruiting and mentoring more detection teams. The project will also include “training the trainer” to ensure the teams are a sustainable institution for the Afghanistan Police.

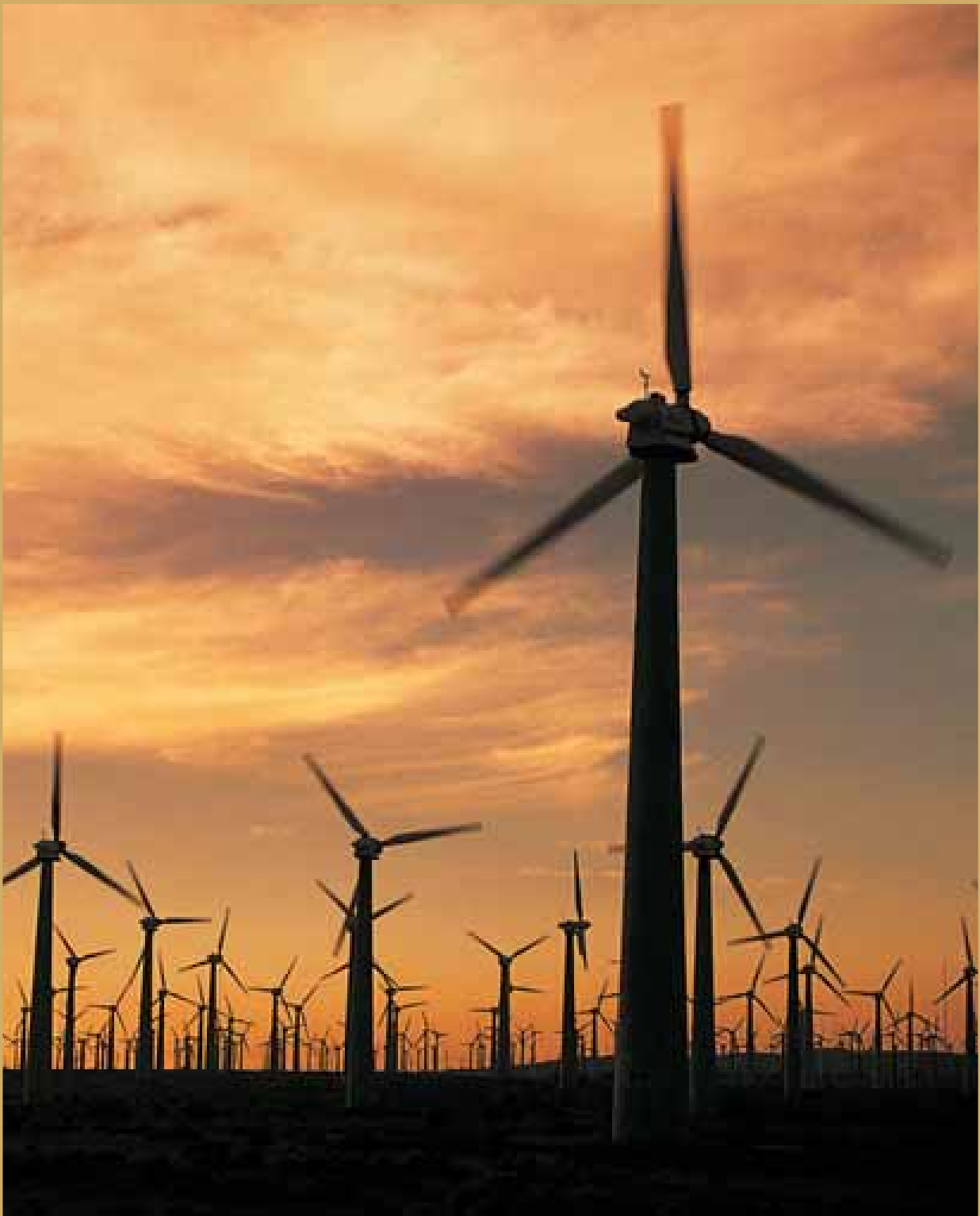
## Good Neighbourly Relations Declaration Events Project

Regional co-operation is a pillar of the Government of Afghanistan's National Drug Control Strategy, which the UK's Afghan Counter Narcotics Programme is designed to support. The Good Neighbourly Relations Declaration (GNRD) is an agreement signed in April 2004 by Afghanistan and her six neighbours – China, Iran, Pakistan, Tajikistan, Turkmenistan and Uzbekistan – which aims to tackle drugs trafficking at a regional level. We funded and supported events to build on the GNRD, aimed at increasing political and practical co-operation between Afghanistan and the other signatories.

This assistance is linked with projects providing practical support to regional co-operation, which the UK (along with other donors) funds through the UN Office on Drugs and Crime. This reflects the reality that regional co-operation is key to enabling a sustainable long-term solution to drugs trafficking from Afghanistan.

Two events were held – one at an expert level in April 2006, and one for senior officials in June 2006. As a result of these meetings, important Memoranda of Understanding (MoUs) were signed. The MoUs included commitments to cross-border co-operation, joint training of border officials, and exchange visits. These MoUs provide specific operational commitments to which Afghanistan's neighbours can be held, both by Afghanistan herself and the International Community. This will help to ensure that the practical and political co-operation envisioned by the GNRD does indeed happen.

## Climate Change and Energy



*“Wind Turbines at Sunset”* Credit: © Mark Segal/Getty Images

## Introduction

Tackling climate change and securing energy supplies are vital for the UK's future prosperity and security. Meeting these challenges requires us to work with key countries to build the necessary political conditions for action, and this is reflected in two of the UK's Strategic Priorities (SPs):

- ISP5 – Supporting the UK economy and business through an open and expanding global economy, science and innovation and **secure energy supplies**;
- ISP6 – Achieving **climate security** by promoting a faster transition to a sustainable, low carbon economy.

The Climate Change and Energy Programme is a key tool for delivering these objectives.

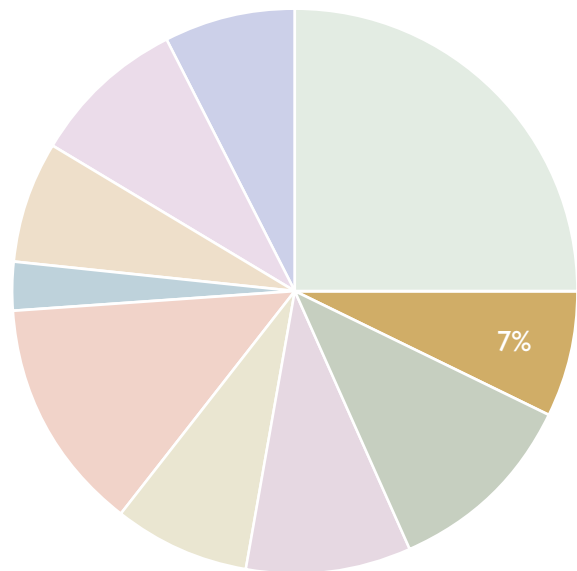
In 2006, we realigned the Programme strategy to reflect the UK Government's International Climate Change Strategy. Under the new GOF CCE strategy we fund projects in three main areas:

- Strengthening the evidence base which supports ambitious CCE decision making;
- Engaging new constituencies and mobilising political support to promote strong and early CCE action;
- Creating the enabling regulatory environment that will stimulate a shift in investment towards a low carbon economy.

## Funding

In 2006-7 the Programme spent £4.6million on projects in 11 priority countries.

Climate Change and Energy  
as a percentage of GOF spend



## Geographical Priorities

Angola, Brazil, China, India, Kazakhstan, Mexico, Nigeria, Russia, Saudi Arabia, South Africa and Turkey.

## **Brazil: Using Regional Climate Change Scenarios for Studies on Vulnerability and Adaptation in Brazil and South America**

The purpose of this three-year project is to generate climate change scenarios for the Amazon basin in Brazil, and for the three most populated basins in South America in order to inform policy-makers. The scenarios also help increase the policy makers' capacity to assess the impacts of climate change on agriculture and hydroelectricity.

The Brazilian Government has welcomed the project. Senior officials from the Science and Technology Ministry intend to use the results to help shape the policies they are developing to address climate change and its impacts.

Project data is available to other South American countries as a basis for decision making and planning. Institutions from Peru, Bolivia, Venezuela, Colombia, and Ecuador have requested access to the data while Argentina has started to use the data for its national studies.

This project has attracted significant media attention, including a report by *Veja*, Brazil's largest circulation magazine and the fourth most read weekly magazine in the world with a readership of 4.5 million.



*“International conference on Applying Decentralised Energy Solutions”*

## China: Country Overview

In its first National Climate Change Assessment Report, the Government of China determined that China would adopt a “low carbon path” in future development. GOF projects have helped to accelerate the adoption of this position. A Google search of “low carbon development” in Chinese shows that over two thirds of publications and quotations are originated by the GOF project “Promotion of Low Carbon developments through incentives”. This project enabled senior Chinese policy makers to explore two climate initiatives – emissions trading and the UK Carbon Trust. The newly established Chinese Clean Development Mechanism (CDM) fund will use this experience, as one of the government’s main financial sources to encourage low carbon technologies.

GOF projects to support the UN CDM, the carbon trading system established by the Kyoto Protocol, have focused on building capacity within the Chinese national and local authorities and improvements to CDM operation. This has facilitated a significant increase in CDM investment in China in 2006-7, enabling UK firms to become the biggest operators of CDM projects in China:

- As of 1 November 2007, there are 158 CDM Projects in China with UK approved participants;
- Together these projects should generate 106,988,994 tonnes of CO<sub>2</sub> equivalent reductions per annum.

GOF projects have been used to help facilitate an exchange of views and experience between the UK and China in the areas of energy strategy, national energy management and to encourage the Government of China to think about energy security from a climate change perspective. This is influencing China as it drafts its first comprehensive Energy Law.

GOF has also contributed to China’s ability to realise its domestic energy efficiency target through promotion of both product standard and labelling systems through the GOF and Defra-sponsored Market Transformation Programme pilot project in China. This will be an important market mechanism to drive the development of a low carbon economy through greater use of energy efficiency products.

## Russia: Energy Statistics Training for Newly Independent States

The Climate Change and Energy Programme project “Energy Statistics Training for Newly Independent States” implemented by the International Energy Agency (IEA) – the leading global organisation for collating and disseminating energy statistics – aimed to address problems resulting from poor quality energy statistics in the former Soviet Union.

One of the legacies of the Soviet Union was a state statistics service that focused on production and output, rather than on other equally important issues such as the need to improve energy efficiency. The statistics produced were also out of line with international practice – making reliable international comparisons all but impossible.

By improving energy statistics in these states, the project should improve policy-making by:

- Allowing the government to adjust policy, including shaping government policy on climate security;
- Providing the input to analyse future trends;
- Enhancing the public debate by allowing independent analysts to check the data.

Thanks to this project, government statisticians from Russia, Ukraine, Kazakhstan and Azerbaijan were given two weeks intensive training on how to produce internationally comparable statistics and attended practical workshops on statistical methods. A manual was also produced in Russian on completing energy statistics to an international standard.

The project has had good early results. All the countries involved have decided to adopt the IEA’s international practice. The training manual will be used by all of Russia’s regions. The IEA will follow up the training to ensure that techniques are properly implemented.

The project also had unexpected benefits. Adoption of international practice by these countries also created extra momentum in spreading the techniques globally – Russia is now set to join the US and Australia in encouraging the countries of the Association of Southeast Asian Nations (ASEAN) to adopt international methods.



*“Measuring all the power in a country as big as Russia isn’t easy.”*

## Counter Terrorism



© Scott Barbour/Staff/Getty Images

## Introduction

Terrorism remains at the top of the international agenda. Countering it is therefore a key priority for the FCO. Despite notable successes, the threat from international terrorism persists. Our Counter Terrorism Programme focuses on building capacity to help countries fight terrorism, which threatens Britain or British interests. It underpins the FCO's contribution to the delivery of the Government's comprehensive counter terrorism strategy.

The programme has 4 objectives:

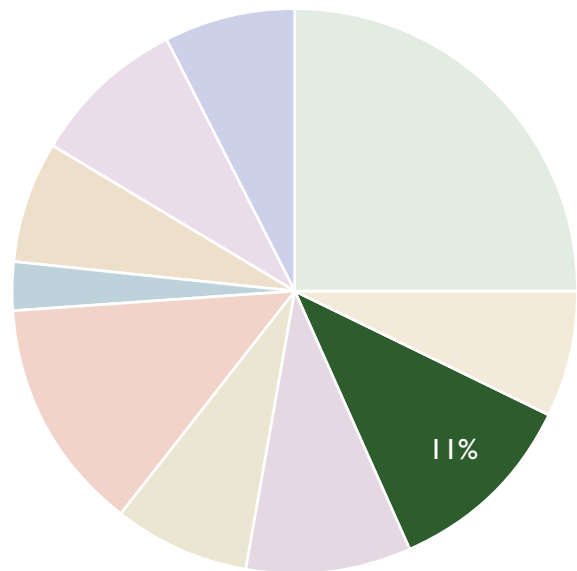
- **Prevent** terrorism by tackling the factors which lead to radicalisation and recruitment;
- **Pursue** terrorists and those who sponsor them;
- **Protect** British People and British interests against terrorist attacks;
- **Prepare** for the consequences of terrorist attack so as to minimise its impact.

Under Prevent and Pursue, we reduce the threat. Under Protect and Prepare, we reduce our vulnerability. By reducing the threat and the vulnerability, we reduce risk.

## Funding

In 2006-7, the Counter Terrorism Programme spent £7.2 million.

Counter Terrorism  
as a percentage of GOF spend



## Geographical Focus

In 2006-7 our counter terrorism work was focussed primarily in four regions: the Middle East and North Africa, East and Horn of Africa, South East Asia and South Asia.

## Jordan: Maritime Security Capacity Building

The CT programme has funded a number of initiatives, co-ordinated by the UK Department for Transport, focussing on maritime security. In 2006, we were approached by the Jordanians to identify gaps in procedures at the Port of Aqaba and provide advice and assistance to port security officials on how to implement International Shipping and Port Security (ISPS) codes.

Key Jordanian delegates visited:

- Dover Ferry Port to observe UK search techniques in action and gain first hand knowledge of the maritime security regime in place at one of the world's busiest ferry ports;
- the Maritime and Coastguard Agency's Maritime Rescue Co-ordination Centre to review UK methods of vessel traffic management and monitoring; and
- the Metropolitan Police Service's Marine Support Unit (MSU) at Wapping to gain a better understanding of the issues and challenges involved in implementing a maritime security regime on a major commercial waterway.

Subsequent visits to the Port of Aqaba by British Embassy staff have highlighted a noticeable improvement in security measures in place at the Port of Aqaba. Security managers at the port directly attributed these improvements to the visit undertaken to the UK in 2006. There is now a much greater likelihood that visiting UK and other ships will be protected at a level deemed by the UK to be appropriate.

## Indonesia: UK Secondee to Jakarta Centre for Law Enforcement Co-operation (JCLEC)



*"UK Secondee to Jakarta Centre for Law Enforcement Co-operation"*

JCLEC is based within the Indonesian National Police Academy in Semarang and co-ordinates and facilitates a range of training programmes throughout Indonesia. The Centre also serves as a resource for South East Asian regional law enforcement agencies. Given its importance, the CT programme has arranged for a Metropolitan Police Service officer to be seconded to JCLEC to help build in-country and regional counter terrorism capacity amongst law enforcement agencies to carry out investigations, prosecute cases and secure convictions.

The UK funded secondee has provided technical assistance tailored to address specific challenges through:

- Designing and advising the JCLEC on training policy;
- Training Indonesian National Police (INP) trainers. Our secondee has designed and delivered trainer training for INP officers in internationally recognised investigative interviewing techniques. This UK sponsored training has provided the INP with the ability to be self-sufficient in teaching these skills to their own officers. Training has already taken place in Sulawesi;

- Designing and delivering specific CT courses where the UK has niche expertise such as:
  - Counter Terrorism Investigations Management Program. So far over 50 regional senior managers from the Indonesian National Police have received training aimed at increasing capacity to respond to the threat from terrorism
  - Investigative Interviewing Techniques;
- Getting JCLEC CT training courses accredited by academic institutions such as Charles Stuart University, Australia. This gives students the opportunity to further develop their skills and access to higher education. It also shows that the training developed and delivered at JCLEC meets internationally recognised educational standards;
- Expanding the reach of JCLEC beyond Jakarta to give it a wider domestic and regional influence.

The UK is sponsoring training for law enforcement participants from throughout the SE Asia region at JCLEC. The inaugural Australian and UK sponsored CT focussed Regional Executive Leadership Program, which was attended by 23 students from 13 countries, is an example of the regional influence JCLEC is developing.

An increase in the capacity of Indonesian trainers to deliver counter terrorism courses to international standards has reduced Indonesian police reliance on training from visiting overseas trainers and should assure that the project's impacts are sustainable.

We plan, as part of the UK regional CT strategy, to host a number of highly specialized training courses at JCLEC during 2008, bringing together students from the SE Asia region to receive training designed and delivered by our UK secondees and other UK policing experts.

## Building international legal capacity to combat terrorism.



*“Building international legal capacity to combat terrorism”*

The ability of national criminal justice systems to bring terrorists to justice and respect for international human rights standards are crucial to an effective global response to terrorism.

The Terrorism Prevention Branch of the United Nations Office on Drugs and Crime (UNODC) is charged with helping member states create strong counter terrorist legal frameworks and the necessary counter-terrorism criminal justice capacity to implement them.

In 2006-7 the UK provided funding to the UNODC to support its global programme *“Strengthening the Legal Regime against Terrorism”* in order to:

- Enhance the knowledge, expertise and capacity of key policy makers to create national legislation, which accurately incorporates the provisions of universal legal instruments against terrorism;
- Build sustainable expertise and capacity to implement effectively new internationally compliant counter-terrorism laws and provide international co-operation in criminal matters related to counter terrorism.

The programme includes:

- multinational training events in Africa, the Middle East and Asia to help criminal justice officials;
- Co-operation with other international bodies, such as the Commonwealth Secretariat, to raise awareness in targeted countries;
- Development of technical assistance tools such as manuals, databases for law enforcement personnel and internet resources for CT practitioners;
- Legislative drafting assistance to countries;
- Assistance for countries in meeting their international reporting obligations.

As a result of the programme:

- 18 new counter terrorism treaties have been ratified in countries to which UNODC provided assistance;
- 9 countries have finalised or adopted new or revised counter-terrorism legislation;
- There is increased political and policy level awareness in key countries about the requirement for a strong counter terror legal regime.

## Kenya: Capacity Building for the Kenyan Administrative Police



*“A Kenyan Police officer using a UK provided high frequency radio”*

Kenya’s counter terrorism efforts have been a priority for support. One initiative has been to enhance the capacity of the Kenyan Administrative Police to monitor its long border with Somalia and help prevent infiltration, including by terrorists. A three-year project was launched in early 2006 following an extensive survey of the Kenya Somalia border area in 2005.

The focus of the project was on providing modern communications to the police to enable them to perform their border security role more effectively through better co-ordination and communication between police units.

Specific activities included:

- Training of the Administration Police in effective use of High Frequency communications;
- Identification and training of instructors to deliver follow on training in communications, command and control, equipment management and driving skills;
- Provision of static solar powered and mobile communications equipment. The first tranche of radios was deployed in September 2006 providing effective 24-hour communications for the police;
- Construction of a National Operations Centre in Nairobi to act as a command and control hub;
- Development of a modern concept of operations.

A number of operational successes have already been achieved. Banditry in the El Wak border area has reduced by 75% due to better communications and improved mobile reserve response times. This reduces the permissive environment in which terrorists are able to operate. Furthermore, during the recent Somali crisis, the Administrative Police network proved to be the backbone of Kenyan operations to limit infiltration across the border, hampering the ability of terrorists to cross the border. None of this would have been possible without UK training, mentoring and the provision of radios.

As the network expands and when the National Operations Centre is commissioned, the Administrative Police will be the major player in border security operations and well equipped to contribute to Kenya's counter-terrorist efforts.

This project has brought other more general benefits, not least providing the UK with an opportunity to engage with the Kenyans and improve our overall CT relationship and co-operation in other areas.

## Drugs and Crime



*Bales of cocaine* © AFP/Getty Images

## Introduction

The Drugs and Crime Programme (DCP) of the Global Opportunities Fund is a key delivery tool for helping the FCO to deliver its Strategic Priority 2, which aims to reduce the harm to the UK from international crime.

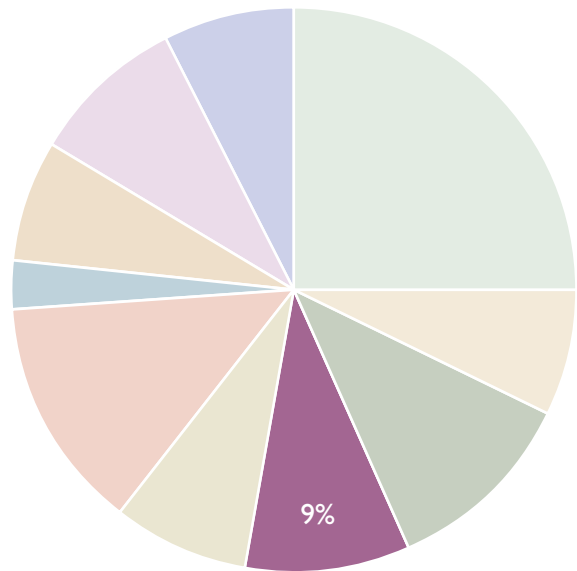
The nature of crime affecting the UK today takes little account of borders. From trafficking in Class A drugs and organised immigration crime, money laundering or tobacco smuggling, to sex offences against children, all have a foreign dimension.

We work bilaterally and multilaterally to combat the effect on the UK of drugs and crime. The overall objective of the programme is to increase international engagement, build capacity and agree a common understanding of the threat from drugs and crime. The GOF DCP looks to provide practical assistance in niche areas, where we can add most value, make a clear difference, and have a clear quantifiable role in reducing harm to the UK. We engage with foreign governments in various ways – politically, operationally, and at a practical level.

## Funding

In financial year 2006-7 the DCP funded a wide range of capacity building projects with key partners to the value of £6 million. Through DCP funding, we engaged in 123 projects across 39 countries.

Drugs and Crime as a percentage of GOF spend



Some examples of recent successes include the following:

## Jamaica

With key UK partners such as HM Revenue and Customs (HMRC), the Metropolitan Police Service and the Serious Organised Crime Agency, we have worked to combat organised crime linked to Jamaica, a top priority for HMG. Over recent years, we have seen significant seizures of drugs and noticeable displacement in drugs routes (an indicator of success, as this disrupts the supply and makes drugs on the street more expensive). The flow of drugs trafficking from Jamaica to the UK has reduced markedly i.e. 5 years ago approximately 1000 'swallowers' (drug mules) per year were apprehended on arrival in the UK from Jamaica, this has now fallen to 5 per year.

The DCP has contributed significantly to this success. In particular, DCP co-funded "Operation Kingfish" which saw Metropolitan Police Service officers seconded to the Jamaica Constabulary Force (JCF) to help run a specialist team dealing with high profile crime cases. The JCF team has become self sustainable.

The DCP has also been used to fund (jointly with DFID and the Jamaicans) the appointment of five international police officers as Assistant Commissioners within the JCF. This capacity-building work is backed up by support in targeted areas, e.g. increasing the skills of Jamaican agencies by funding two officers to attend a Forensic Masters course in the UK and providing UK short term experts and trainers on Proceeds of Crime / Asset recovery.

## West Africa

Tackling cocaine trafficking from West Africa to the UK is another top priority for DCP. In Ghana, GOF DCP co-funds with HMRC Operation Westbridge, which aims to intercept drug couriers destined for the UK, by deploying HMRC officers to Accra Airport to work in partnership with local agencies. The team leaders and the Overseas Operations

Manager were awarded in October 2007 the Civil Service Network Public Value Award for their work on Operation Westbridge. GOF DCP provided funding for ion-scanning detection equipment and related training on passenger profiling and enforcement techniques. Since the project began in November 2006, significant quantities of cocaine have been seized with an estimated UK street value of over £64 million, against a DCP investment of £232,000. DCP has also agreed to provide funding for the deployment of a mail scanner within the mail service in Nigeria to help prevent the transit of fraudulent identity documents to Europe.

## Pakistan

Over 70% of the heroin that comes to the UK from Afghanistan transits Pakistan en route to Europe. We have a broad programme of activity in Pakistan, including projects targeted at increasing the capacity and skills of the Pakistan Anti Narcotics Force (ANF). Training for ANF officers is reaping tangible benefits. ANF graduates of UK courses have used their newly acquired investigative skills to improve drug detection and interdiction capabilities, leading to the largest ever heroin seizure in Pakistan, in June 2006. Eight fully functioning heroin labs were destroyed, including 25 metric tonnes of opium and morphine base (key ingredients of heroin), with a potential UK street value of at least £110 million, against a DCP investment of £350,834.

## Vietnam

DCP has supported a variety of projects engaging with Vietnam to develop relationships and increase cooperation between UK and Vietnamese law enforcement officials and build capacity within key Vietnam agencies. As a result of these initiatives, the UK has a greater understanding of the threat from Vietnamese organised crime to the UK and there is a better flow of information in both directions. As a direct result of these links, several Metropolitan Police Service operations have been successful.

## Romania

In Romania DCP funded a 4 week exchange between the Metropolitan Police Service (MPS) and the Romanian National Police (RNP). The purpose of this was to examine the policing structure of the RNP and look for areas where further capacity building work could be conducted in order to support the RNP fight against serious and organised crime that impacts on the UK. The MPS introduced the RNP to the Safer Neighbourhoods model of community policing, which has brought about a step-change in

the way UK law enforcement agencies approach crime. The MPS had recognised that it is communities that defeat crime; a significant level of intelligence on organised crime is within communities and it is within communities that organised crime lives and flourishes.

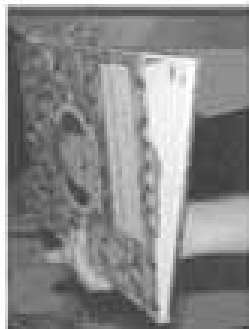
Based on the findings of this exchange, the Romanian Police intend to incorporate the best practice of the Metropolitan Police model into their community policing strategy, so that their tactics and techniques better address both the needs of the community and the fight against organised crime.



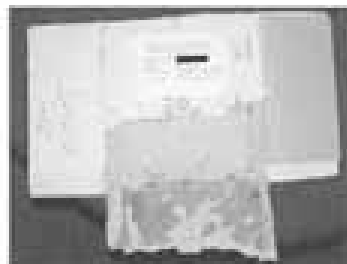
Body belts detected as they were walked through by Airport security, destined for the UK



Heroin under a wig being worn



Heroin in the covers of a book



Heroin in the sides of a cardboard box, destined for UK



Heroin in the cardboard packaging of a new shirt destined for the UK



Seizure from the waistbands within a consignment of jeans



Heroin in the honeycomb sides of suitcase



False top and bottom of a suitcase

*“Pakistan – heroin concealment methods”*

## Economic Governance



"A Chinese Investor" © Mark Ralston/AFP/Getty Images

## Introduction

Our Economic Governance Programme contributes to the achievement of FCO Strategic Priority 5: Supporting the UK economy and business through an open and expanding global economy, science and innovation and secure energy supplies.

The performance of the UK economy relies increasingly on a stable and prosperous international economic environment. The Economic Governance Programme supports this by promoting the development of open, efficient, equitable and stable economies in target countries.

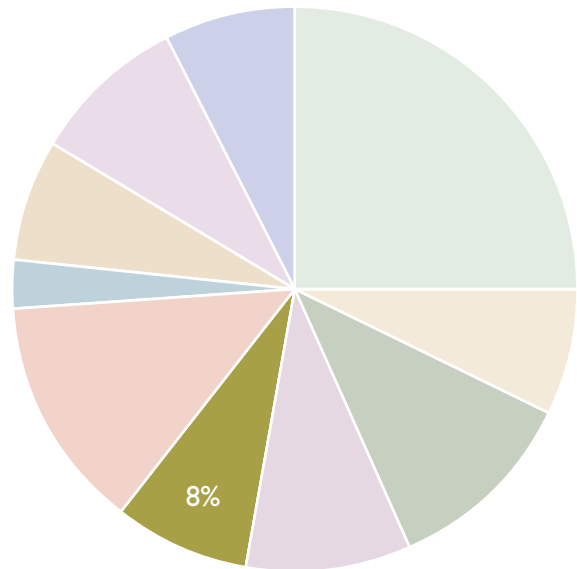
The programme has 2 strands focussing on economic reform and science collaboration.

1. **Economic Reform** is aimed at achieving greater openness in trade and investment, improved levels of economic governance, and reduced risk of financial and macro-economic instability. It therefore supports the government's development agenda and encourages countries to become constructive and responsible international global economic players.
2. **Science Collaboration** brings together research providers and users in key areas of strategic importance. This enables greater access to the established channels for funding research and for trade and investment, and opportunities to draw on UK science models and to influence international science policy.

## Scale of Funding

In 2006-7 the Programme spent £5 million – two thirds on Economic Reform and one third on Science Collaboration.

Economic Governance  
as a percentage of GOF spend



## Target Countries

Economic reform: Argentina, Brazil, China, India, Indonesia, Mexico, Nigeria, Philippines, and Russia, South Africa.

Science collaboration: China, India, Brazil, Russia, Singapore, South Africa, South Korea, Japan, North America and Europe.

## ECONOMIC REFORM

### Russia: Training on anti-corruption analysis



*Russia: Training on anti-corruption analysis*

Thanks to just under £200,000 of GOF funding, all new laws in Russia are to be analysed for elements that make them prone to corruption.

Our project partner, Vladimir Yuzhakov, is an expert in administrative reform in Russia. His institute has developed a methodology for analysing laws, eliminating the elements that make corruption possible. But Yuzhakov's institute lacked the funds to conduct pilot studies, or to train lawmakers in analysing the laws for themselves.

We were able to help with two projects. The first analysed four laws passing through the Duma, Russia's parliament. It identified so-called "corruption elements", and Yuzhakov's suggested changes were accepted by Ministers. As well as making the laws themselves better, it raised awareness of the concept of corruption analysis among Duma Deputies.

The second project focused on training officials to analyse bills for themselves. Participants, mostly drawn from regional legislators, were trained in the crucial methodology of identifying "corruption elements" in the development of legislation.

Thanks to the funding, awareness of the need for anti-corruption analysis of laws has spread. Anti-corruption analysis of laws has been identified as one of the key elements of a new anti-corruption programme announced by the government in July 2007. Our project partner believes that the concept would have never gained such recognition without the support of GOF. Thanks to our projects, all new Russian laws will be less prone to corruption. This will benefit the UK investors amongst others.

### Mexico: Waving goodbye to red tape



*"Inside the Mexican economy?"*

Doing business in Mexico is tough. Budding entrepreneurs must cut their way through thickets of paperwork. This hurts Mexican competitiveness, holding back economic growth and job creation, and diverting resources into the informal sector – many potential businessmen give up or never start. Naturally, it also makes it difficult for foreign businesses, including from the UK, to start up in Mexico, and increases the opportunities for corruption.

Over the last year, Mexico and the UK have worked together to create the conditions that will give business room to grow and create jobs. The Economic Governance Programme has supported a cluster of three projects worth £119,000. These have had an immediate impact on the ground, introducing measures to boost competitiveness in Mexico and have laid the ground for a more ambitious programme to come.

One of our projects supported the Business Coordinating Council (CCE), the voice of Mexican business. When CCE pronounces, the government – at both federal and state level – takes notice. With the Programme’s support, the CCE surveyed businesses around Mexico to see how hard it is to do business. Results were collated and states ranked in a league table. The leading states gained bragging rights in their competition for investment; the rest were motivated to mend their ways. Using the results of the survey, the Federal Commission for Regulation Improvement worked with states to improve their local regulation with a focus on simplifying the process of opening and operating a business. As a result, the state of Guerrero reduced the number of days it takes to open a business from 70 to 41 days.

## South Africa: Anti-corruption training



*“SIU Team at their training week”*

The Special Investigating Unit (SIU) was established in 1996 by then President Mandela to deal with fraud and corruption in public services. It investigates serious malpractice or mal-administration in state institutions and the handling of state assets and public money.

The Unit had identified an urgent need to improve the project management skills of its managers to help them control major investigations effectively. With our support, a training week has been held each year since 2003 to train up to 400 staff, with

600 expected to be trained in January 2008. This has helped to equip the unit with the expertise to carry out a number of major national and provincial anti-corruption investigation projects ranging from the issuing of illegal driving licenses to irregular payments of social grants.

The project has also revised SIU’s reporting tools, and prepared Standard Operating Procedures to ensure a uniform method of tackling corruption, reducing the possibility of legal challenges and compromising evidence on technicalities.

The SIU attributes much of its success over the last four years and its transformation from a small to a national organisation to the support and assistance of the FCO.

The head of the SIU, Willie Hofmeyr, indicated that the FCO has given the SIU capacity to handle even the most complex of cases. “Thanks to the FCO, the SIU has grown to being recognised as the main provider of forensic investigation services to the South African government and para-statal organisations”.

## SCIENCE COLLABORATION

### UK-Singapore Partners in Science



*“Key policy makers from the UK, UNESCO and 10 South East Asian nations meet to agree actions for building scientific capacity across the region”.*

**“This programme is truly exceptional. I commend the UK Foreign [ & Commonwealth] Office for taking a lead in this – amongst all the various ventures with other countries in Singapore, surely this is unique and perhaps has helped foster and nurture the largest number of collaborations that Singaporean scientists have with any other country.”** *Dr. Chandra Verma, Agency for Science, Technology and Research  
Bioinformatics Institute.*

The ‘UK-Singapore Partners in Science’ programme was the result of a joint commitment in July 2005 by the British and Singaporean Prime Ministers to deepen scientific co-operation.

Under the programme, partner universities, institutions and companies in Singapore and the UK have organised and jointly funded workshops in 2006-7. More than 1,500 carefully selected participants attended the workshops, which focussed on UK priority research areas including aerospace, healthcare and energy with lectures delivered by Nobel Laureates such as Prof. Richard Roberts and Prof. Tom Blundell.

The programme has led to closer alignment of UK and Singaporean science policy, and the leverage of research funding from Singapore to the benefit of UK academics and companies. As Singapore’s investment in research will rise to 3% of GDP by 2010, this co-operation will bring significant longer-term benefits for the UK. The first 77 travel grants awarded in follow-up to the workshops have stimulated 40 new collaborations and 8 publications. 7 grant proposals have also been agreed with a further 14 in the pipeline. Largely as a result of this project, perceptions of the UK as a study destination have also improved; just under a third of the top

Singaporean students recently awarded scholarships have selected UK universities – a record for the UK.

The programme also organised a major conference in Thailand bringing together UK, regional and international policy makers to agree how to build scientific capacity across South East Asia. As a result of the conference, exchanges between the UK and SE Asia have led to further co-operation agreements and leveraged local grants to fund collaborative research.

### **UK-China clinical trial research on an avian flu vaccine**

In 2005, we helped to organise a mission by the Medical Research Council (MRC) to Chinese institutes to assess the scope for collaboration in avian flu and infectious disease research. Since then, we have continued to build links, through visits and workshops, between the UK and Chinese infectious disease research communities. These are now bearing significant fruit. The MRC recently approved an initial £100,000 in funding for UK scientists to participate in a major clinical trial in China of an avian flu (H5N1) vaccine. The UK team has, through its particular immunological expertise, enabled the trial to map in detail how the cells and antibodies of the human immune system respond to the vaccine – providing information that could be crucial to improving the vaccine's design. In an additional project, we are working with the MRC and Chinese partners to map the differences that currently exist in the way our two countries implement ethical guidelines and regulations on biomedical research ethics. This will facilitate research collaboration by enabling the biomedical research communities of the UK and China to better navigate each other's ethical and regulatory systems.

### **UK/China study to forecast China's flooding defence needs**

The flooding of China's water systems has in the past wrought terrible damage to life, land and property. We are enabling joint research by UK and Chinese experts to deliver ambitious modelling of how China's vulnerability to flooding will change over the next few decades as Chinese cities expand and climate change takes place. The project creates an opportunity for UK experts to bring to China – and hence further develop – a method of analysing flood defence needs that was first applied in the UK. The project is unfolding at a time of intense interest both in China and the UK in flooding as a consequence of climate change. The project uses a scenario-modelling approach to explore how flooding risk is likely to change in the economically vital Taihu basin region of eastern China. The project takes an unusually long-term view, looking at flooding risk over several decades and combines climate change modelling with forecasts of urban, social and economic development. The project has significant Chinese government co-funding and shows that the UK is not just talking the talk about sustainable development – we are ready and willing to collaborate in taking the necessary research action.

## Engaging with the Islamic World



*Ma'an Community Radio Station in Jordan*

## Introduction

The Engaging with the Islamic World Programme focuses on the counter radicalisation strand of HMG's counter-terrorism strategy. The key goal of this strand is to address the causes of radicalisation and reduce the number of individuals who are inspired to support terrorism based on a distorted interpretation of Islam or to become terrorists themselves.

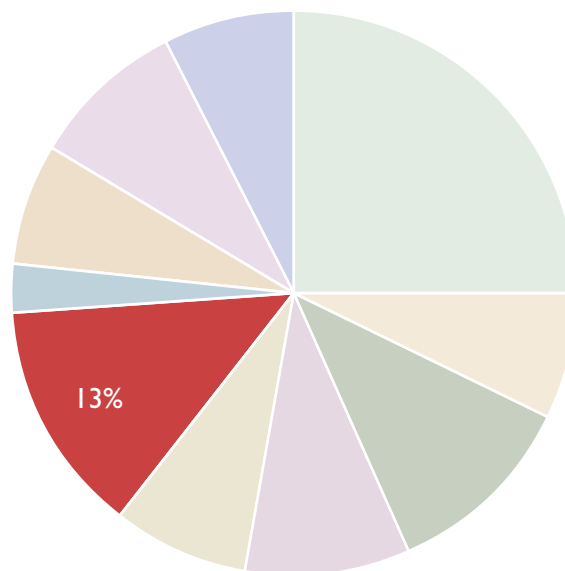
The Programme's strategy for 2006-7 had twin policy objectives to:

- Increase our understanding of and engagement with Muslim countries and communities and work with them to promote peaceful, political, economic and social reform, in order to reduce extremism;
- Counter the ideological and theological underpinnings of the terrorist narrative, and support the voices of moderation within Islam, in order to prevent radicalisation, particularly among the young, in the UK and overseas.

## Funding

In 2006-7 the Programme spent £8.6 million and funded over one hundred separate projects.

Engaging with the Islamic World  
as a percentage of GOF spend



## Geographical Priorities include:

Pakistan, Saudi Arabia, Iran, Bangladesh, Afghanistan, Egypt, Lebanon, Yemen, Jordan, Morocco, Algeria, Libya, Sudan, Kenya, Somalia, Syria, Indonesia.

## Pakistan: Promoting Women's Effectiveness on Local Councils



*“Women councillors demonstrating outside the Red Mosque”*

Women are often the targets of extremism and intolerance. But when they are empowered with knowledge and skills, not only are they able to defend themselves against potential persecution but they also act as a moderating influence in their families and local communities.

For the first time in Pakistan's history, the 2001 Local Government Ordinance passed decision-making from the centre to the grass-roots, creating local government councils at the district, tehsil (county) and union levels. The Ordinance was ground-breaking in that it guaranteed women's participation at all three levels of local government, with a 33% quota of reserved seats for women.

With funding from GOF-EIW, Pattan Development Organisation launched a three-year capacity building programme for women councillors in 20 districts of Punjab, Sindh and North-West Frontier Province to enhance and promote the effective political participation of women councillors. Some of these districts are extremely conservative and the fact that women are even able to participate in local politics in some districts is an achievement in itself.

The project has trained almost 10,000 women local councillors per year and has established a cadre of master trainers who can continue the training (“train the trainers”). The project also offers continuing support and assistance to local authorities to enable them to work more effectively with women councillors and has worked to raise the media profile of successful women councillors.

The achievements of the project are visible, both nationally and at the district level:

- The Government has established a political school to give political training to women councillors and has recruited many of the master trainers from the GOF-supported Pattan project;
- Many of the women councillors, who first stood for office as proxies for male family members, have gained sufficient confidence and a taste for local politics to run for office in their own right. Though most women councillors are not highly educated – some of them do not read or write – the training has given them the skills and confidence to speak out in union / district / tehsil council meetings.

Women councillors have formed a cross-party Women Councillors' Network, which is now serving as a platform for women's rights and for human rights in general. At all levels, the women councillors are showing that they are strong change agents. Women councillors took to the streets in the recent campaign for the repeal of the Hudood Ordinance (penal law). In April 07, women councillors again demonstrated outside the Red Mosque in protest against the rise of religious extremism and fundamentalism.

## Egypt: Anglican Communion/ Al Azhar Study Exchange



*“Mr Farouk Sayyid, Mr Sameh Asal and Mr El-Sayed Amin, exchange scholars in Cambridge from Al Azhar University, accompanied by Mr Alastair Kirk of Ridley Hall, meeting with Revd Nigel Dawkins, previously exchange scholar in Cairo, and Revd Guy Wilkinson, the Archbishop of Canterbury’s Adviser for Inter Faith Relations.”*

In September 2005, the FCO launched a project to facilitate an exchange between students and senior scholars coming from Al Azhar in Egypt and from the Anglican Church. Al Azhar is the central religious institution in Egypt with prestige throughout the Islamic world, and is one of the oldest universities in the world.

The project aims to build a sustainable dialogue between Muslims and Christians who are involved in theological study and work at these two institutions.

In March 2006, a British Anglican scholar spent 6 weeks at Al Azhar University, talking with students over a wide range of issues, including the Danish cartoons, an immensely controversial topic at that time. In November 2006, 3 Islamic studies students from Al Azhar spent a month in Ridley College, Cambridge, taking part in theological lectures and discussions. Also, during November, the Grand Mufti of Egypt visited the UK, meeting the Archbishop of Canterbury and giving a lecture at Cambridge University. These exchange visits have continued in 2007.

By supporting this inter faith activity, we facilitate the exchange of ideas, shared values and mainstream non-confrontational religious beliefs and practice. The views of Al Azhar scholars and graduates are respected throughout the Muslim world and influence thinking of Muslims worldwide on interfaith issues facing Islam. This project has helped to open avenues for further co-operation and dialogue with Al Azhar.

## Morocco: Women's Empowerment and the new Family Code project



*"The booklet – a key to project success"*

This three year project is aimed at informing marginalised Moroccan women of their rights under a new family law in Morocco and supporting them in the practical exercise of these rights. By promoting women's awareness of their rights and the importance of participation in elections, this project helps ensure more accountable governance and stability within communities, enabling families to confront those who advocate extreme and violent beliefs.

Thanks to the project, a booklet on the family code and electoral awareness has been printed and distributed to more than 40,000 women in Morocco. Women also undertook literacy classes in various centres throughout Morocco. As a result women gained a core literacy skill and greater understanding of their rights under the law.

Today, the booklets produced by the project are part of the formal literacy classes curricula in Morocco, and pressure of demand has led to the printing and distribution of a further 138,000 copies paid for by GOF – EIW.

This empowerment approach has been highly praised by local partners, which include the Ministry of Human Rights and Literacy, who have now developed regional networks made up of more than 30 local NGOs in each of the regions targeted by the project to promote civic awareness amongst women.

Also as part of this project, more than 500 representatives from 250 Moroccan NGOs were trained to teach literacy skills and disseminate key facts about the new family and social law. And by extending the benefits of the project regionally, women in Algeria and Mauritania have had the opportunity to learn about their rights under local family laws.

An important secondary outcome of the project has been the decision of several women (who have been closely involved in its implementation) to run for the September 2007 elections in a region where men see politics as their monopoly. A recent survey of 756 beneficiaries has shown a marked improvement in knowledge and women's awareness of – and claiming- their rights. Some 90% of the interviewees say they have seen significant changes to their lives, as well as feeling more confident in discussing their rights and politics with their husbands and neighbours.

## Jordan: Launch of the New Ma'an Community Radio Station

The New Ma'an Radio station, in the south of Jordan, was launched in March 2007. "Voice of the South" is considered the first community radio station in the country. The station was set up in collaboration with the Al Hussein Ben Talal University and British Council.

The station aims to provide an outlet for the community of Ma'an, and its youth in particular, to express their views and discuss solutions in a responsible way. Through this innovative and participatory use of media, the station aims to reach and address positively some of the community's social, economic and cultural challenges.

The station broadcasts programmes about human rights, health, cultural and local community activities. The station covers most of Ma'an Governorate, which is more than a third of the whole country, and a large part of Taffilah and Aqaba. Later this year, the coverage will extend to most of the southern areas in the Kingdom. The station's focus so far has been on women's issues as well as religious, cultural, and social issues.

Radio Ma'an is also widely heard by truck drivers transporting goods between Jordan and Saudi Arabia, as well as from Syria and Lebanon to the Saudi market via Jordan.

Radio Ma'an provides:

- the moderate forward looking leadership of Ma'an with an important tool to develop and advance Ma'an's conservative society;
- a voice for the students of Al Hussein bin Talal University;
- a voice for the Ma'an community to express their needs and views, and debate in an open and democratic way, in particular through call-in programmes that are already popular even at this very early stage; and
- a means of inclusion because, unlike modern communications such as the internet, satellite and TV, which are not affordable to the poorest people, Radio Ma'an is accessible even to the poorest of the poor.

This project enables people's voices to be heard on local and regional issues, and promotes community participation and responsibility, thus helping to undermine the destructive appeal of extremist ideology. "Voice of the South" therefore represents an effective tool to air Ma'an's specific development issues and to trigger change.

# Migration



© Peter Gardner/Getty Images

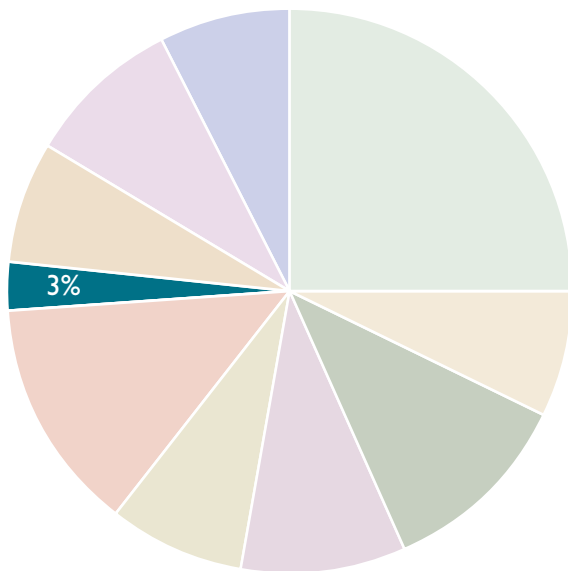
## Introduction

Migration is a priority for the FCO, as it is for the UK Government as a whole. It forms our eighth international strategic priority: “managing migration and combating illegal immigration”. The FCO works very closely with the Border and Immigration Agency (BIA), and other government departments on migration issues. In 2005, the FCO and Home Office established migration funds as a further reflection of the importance now attached to migration issues.

## Funding

In 2006-7, the Migration Fund spent £1.8m.

Migration  
as a percentage of GOF spend



## Focus

The Migration Fund is now changing. In FY 2008-9, it will become the Returns and Reintegration Fund, the focus of which will be to facilitate the return of migration offenders to their country of origin. In 2006-7, the objectives of the Migration Fund were to:

- reduce illegal immigration to the UK;
- increase removals of immigration offenders from the UK;
- help manage migration in third countries;
- help increase our understanding of legal and illegal migratory flows; and
- improve protection to genuine refugees, internally displaced peoples and to combat people trafficking.

## Geographical Focus

In 2006-7 bids were prioritised as follows:

- First priority – top ten unfounded asylum source countries: the East Africa Transit Route (Horn, Eastern Mediterranean, Southern Europe) and the Balkan/Levant Route (South Asia/Iran, Turkey, Aegean, Balkans, Southern Europe);
- Second priority – remaining unfounded asylum source countries in the top twenty, the West African Transit Routes (West Africa, Maghreb, Southern Europe) and the Eastern Europe Route, and the top five countries in terms of the numbers of illegal workers.

## India: “The only way is the legal way”



*Deputy Head of Mission, Creon Butler, attending seminar in Chandigarh*

India is a major source of illegal immigration to the UK. The British High Commission in New Delhi therefore undertook a 3-month pilot information campaign in the Punjab – the key source state – to deter illegal migration and to encourage the use of available legal channels for migration to the UK.

The project was launched by a seminar in Chandigarh, attended by the Governor of Punjab and the UK's Deputy Head of Mission. It generated extensive and positive national and local press coverage and provided a springboard for further activity in the region. Posters and leaflets were developed in English and local languages for distribution in rural and urban areas and signboards erected. These played on Punjabi sayings and contained warnings about the perils of illegal migration, the actions of unscrupulous agents and tougher enforcement activity in the UK. Outreach work followed the seminar in around 130 villages in the region to disseminate messages. Branded vans carried posters

and leaflets and outreach workers delivered key messages. The campaign generated a great deal of media interest in the English and vernacular press.

Independent evaluation of the pilot has shown that awareness and debate and Indian media interest in the issue of illegal migration has increased substantially since our campaign. As a result, tackling the problem of illegal migration has become a much more prominent political issue throughout India. In the Punjab, new legislation will shortly be enacted to give the police much greater powers to take action against unscrupulous agents. Plans are well advanced to create an official body to oversee legal migration routes. More generally, the Ministry of Overseas Indian Affairs has launched its own awareness raising activities throughout India. One other EU mission has already embarked on an awareness raising campaign based on ours; others are expected to follow.

In 2007-8, our campaign and research will continue in the Punjab and roll out to other Indian States, such as Tamil Nadu.

## Vietnam: IMPAVID 3

Our top line objective on migration in Vietnam is to keep Vietnam above tipping point (i.e. that we return more unfounded asylum seekers to their country of origin than we receive applications for asylum from citizens of that country).

Following the success of two intensive returns operations in 2005, code named “Impavid” 1 and 2, a third Impavid operation was undertaken in March 2007. A group of Vietnamese Ministry of Public Security immigration officers worked intensively with Home Office staff in the UK to redocument 80 illegal migrants including, for the first time, a significant number of Vietnamese prisoners. Redocumentation is a key requirement for returning illegal migrants to their country of origin. The majority will have either travelled to the UK on false documents, disposed of their documents on arrival, or had them confiscated by the “agent” organising their entry into the UK. Their identity and country of origin needs to be established and new travel documents issued by their country of origin before they can be returned.

This operation resulted in 67 illegal migrants, including a number of Vietnamese prisoners who had completed their sentences, being returned to Vietnam at the end of the operation. The remaining 13 who were redocumented in Impavid 3 were or will be either returned to Vietnam at a later date, for example, on completion of their prison sentences, or their applications may be undergoing additional processes – e.g. judicial review – before they can be returned.

As well as the return of a significant number of illegal migrants, the operation also helped to consolidate the Vietnamese government immigration officers’ knowledge of UK processes and legal procedures. We have complemented this with capacity building for Vietnamese immigration officers through provision of key equipment and training.

Such operations remain a highly effective way of achieving tipping point targets. Though not formally

publicised, news of these returns has spread, both in the UK and in Vietnam. As such, these operations may also have had an impact on the number of asylum claims by Vietnamese illegal migrants in the UK. The number of asylum claims from Vietnam has dropped so much that it has now fallen out of the top 20 list of source countries for asylum claims.

## Vietnam: Hai Phong Information Campaign

We have identified the port of Hai Phong as one of the main source areas in Vietnam for illegal migrants coming to the UK. The overwhelming majority are economic migrants, encouraged to enter the UK illegally by family members, peers or “travel agents” who provide passage to the UK for an average of \$15,000. The picture given of life as an illegal migrant in the UK is very different from the reality. In reality many end up working illegally in low-paid and insecure cash-in-hand jobs or get sucked into illegal industries such as drugs production. So changing perceptions in such “hot-spot” areas as Hai Phong about the realities of illegal migration, including UK government policies, is a crucial factor in reducing the number of potential migrants seeking to access the UK illegally.

Our information campaign in Hai Phong aimed to persuade potential migrants that the risks of illegal migration greatly outweigh the benefits. Our implementing partner, the International Organisation for Migration (IOM), produced and distributed information leaflets, brochures and posters to reach 20,000 households in Hai Phong. They used real-life stories of returned Vietnamese migrants who had traveled to, lived in and worked in the UK illegally – the majority of whom had voluntarily returned to Vietnam. Given the economic motivation of the vast majority of Vietnamese illegal migrants, the project also highlighted the opportunities for employment and training within Vietnam.

In 2007-8, we will be looking to replicate this project in Quang Ninh, a second major source area for

illegal migrants in Vietnam. During this second phase, IOM will work in parallel with focus groups to conduct a full evaluation of the 2006-7 Hai Phong campaign to assess how opinions have changed.

## Pakistan: Advertising Campaign



Poster from campaign in Pakistan

Pakistan is one of the UK Government's priority countries for migration issues; both legal and illegal migration are of strategic concern. The British High Commission (BHC) in Islamabad is one of the largest UK visa-issuing posts in the world. Nonetheless Pakistan is one of the worst offenders for illegal migration to the UK. The desire to find a better future is exploited by agencies in the country purporting to help people successfully travel to the UK, many of which offer illegal services for large sums of money.

The BHC ran a publicity campaign on illegal migration from February to March 2007. Its aim was to raise awareness in the target groups (primarily men of Afghan or Pakistan origin aged between 18-45, but also men and women, Afghan and Pakistani aged between 18-60 years) about the risks involved in illegal migration, particularly using fake agents.

The campaign developed hard-hitting TV, radio and newspaper adverts in Urdu and Pashto to run for a minimum of six weeks. 20,000 posters were distributed to schools, colleges, universities, railway stations, bookshops and travel agencies throughout the country as well as partner organisations.

In total, the TV advert received a contracted minimum of 192,900 spots, through TV, cinema and transportation advertising; the radio advert was aired 800 times. We estimate that up to 15 million people across Pakistan were exposed to our messages through these media.

Projects such as this will only have a direct effect on illegal migrant numbers in the long term. But this project was important in creating awareness and debate in the wider population about the dangers of illegal migration, and its negative effects on family and community left behind.

In an independent evaluation of our campaign, 43% of those involved were aware of the media campaign with the highest level of awareness generated in Azad Jammu and Kashmir Province followed by the North Western Frontier Province and the Punjab Province. Over 65% of respondents recognised and identified with the imagery of the fake agent, but it was felt that only people from lower income groups would be susceptible to this kind of entrapment. The research suggested that such campaigns are beneficial at highlighting the negative effects of illegal migration, but have to be balanced with our continued work and support to reduce the root causes of the problem such as poverty and unemployment.

## Turkey: Refugee Status Determination Capacity Building

This project, implemented by the United Nations High Commissioner for Refugees (UNHCR), aimed to strengthen the capacity and quality of decision-making of the Ministry of Interior (MOI) in the area of Refugee Status Determination (RSD).

Turkey maintains a 'geographical limitation' to the 1951 Convention on refugees, which means that non-European refugees granted status do not receive long term leave to remain or work in Turkey. Instead, UNHCR undertakes the RSD and, if granted, the refugees receive temporary status while UNHCR looks to resettle them in a third country. Many will not receive swift resettlement and will migrate internally with the hope of reaching the EU.

Prior to EU accession, Turkey must lift this geographical limitation and the MOI must take over the function of interviewing and decision making. Turkey has made a commitment to do so once the necessary legislation and infrastructure are in place. This project is therefore designed as a step towards an improved asylum system, which would contribute to changing migration patterns through Turkey to the EU.

During the first phase of the project, 7 seminars assessed the training needs of the MOI in different regions of the country. In the second phase, 10 regional training sessions on RSD were conducted. These seminars focused on refugee law, interviewing techniques, drafting RSD assessments and reception conditions.

MOI participants said that as a direct result of the training they felt more competent in dealing with questions of eligibility. Their supervisors reinforced this assessment: they observed that legal reasoning, references to different international legal instruments and use of Country of Origin

Information (COI) were more often included in decision-making and interviews. In addition, there was a marked decrease in the number of files sent back to the field for complementary interviews, demonstrating increased efficiency.

The Turkish authorities also established a pool of adjudicators as future COI specialists, who are likely to be incorporated into the structure of a future central asylum authority, within the scope of an EC-funded capacity-building project. The specialised RSD staff of MOI will form the initial personnel of the new authority and act as trainers for staff recruited thereafter. The outcomes of the project will therefore be sustained through longer-term asylum capacity building work between the EU, MOI and UNHCR.

## Overseas Territories Programme Fund



*Children from Two Boats School, Ascension Island, using fact sheets produced by the OTEP educational project on a field trip to identify and count birds*

## Introduction

The Overseas Territories Programme Fund supports the work of HMG to deliver FCO Strategic Priority 10:

*“to maintain the security, stability and prosperity of the Overseas Territories”.*

The programme’s main objectives are to:

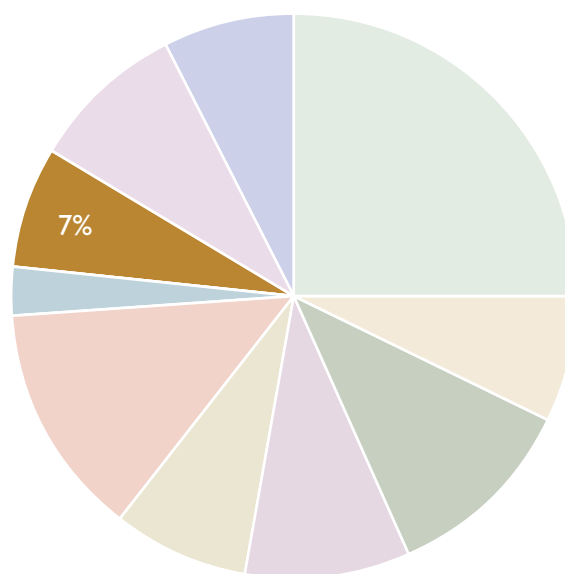
- improve the governance of, and promote political and economic transparency in, the Territories;
- ensure the security of the Overseas Territories;
- reduce their vulnerability to natural and non-natural disasters;
- encourage more diversified economic development;
- support the Territories in meeting international obligations; and
- support environmental management and the implementation of Environmental Charters in the Overseas Territories.

The Programme also provides funding to support work aimed at maintaining the UK’s prominent role in Antarctic and Arctic fora.

## Funding

In 2006-7, the Overseas Territories Programme Fund spent £4.5 million.

Overseas Territories  
as a percentage of GOF spend



## Geographical Priorities

Anguilla, Bermuda, British Antarctic Territory, British Indian Ocean Territory, British Virgin Islands, Cayman Islands, Falkland Islands, Montserrat, Pitcairn, St Helena and dependencies, Ascension and Tristan da Cunha, South Georgia and the South Sandwich Islands, Turks and Caicos Islands.

The Programme includes a ring-fenced allocation of £500,000 for the Overseas Territories Environment Programme, a joint DFID/FCO programme, which covers all Overseas Territories, including the Sovereign Base Areas of Cyprus and Gibraltar.

## **Falkland Islands and Ascension Island: Community Environmental Awareness and Citizen Science Programme**

This project was funded by the Overseas Territories Environment Programme. It was used to raise local awareness of the environment on the islands and included the establishment of volunteer organisations, including for children, to undertake local surveys of sea lions, dolphins and birds. The survey data was used to produce accurate fact sheets, posters and books.

The fact sheets, posters and books are being used by schools to inform the children about their local environment, rather than the British environment, which used to form part of their curriculum.

Volunteer groups were set up in schools to take this work forward and children, some as young as 8, produced posters and pictures which are now being used by fishermen to help identify endangered species of birds such as the Albatross and show them how to reduce the problem of “bycatch” (catching birds accidentally in fishing lines and nets, resulting in the birds’ death by drowning). These activities were featured in the BBC Planet Earth documentary.

## **Montserrat: Environmental Impact Survey for Tomography Exercise**

We funded an Environmental Impact Survey (EIS) for a tomography exercise to produce 3 dimensional models of caves, carried out in Montserrat waters. The EIS considered the marine environment near the volcano in Montserrat, focussing on how the exercise would impact on the area and particularly on sea mammals. It provided a number of recommendations to the implementers of the tomography exercise on how to carry out their work whilst minimising the possible effects of the survey on the marine environment.

The EIS was an essential part of the tomography exercise. The exercise surveyed volcanic magma chambers, which are large undersea areas containing lava, to study how they are formed and what they look like. The data was used by volcanologists to better understand volcanic systems and will help with the forecasting of future eruptions, a particular concern in Montserrat with its active volcano.

## Anguilla: Law enforcement

We provided funding for the establishment of a Drugs and Firearms Task Force within the Royal Anguilla Police Force (RAPF) to help deal with an increase in firearms and drugs related crimes. The funding was used to recruit British police officers to train and manage the RAPF Task Force in dealing with local gangs involved in firearm and drug crimes.

The project was a great success and resulted in numerous firearms and drugs seizures (2kg of cocaine) and a substantial reduction in violent crime on the island. The number of local police officers within the task force has been increased to ensure the sustainability of the Task Force.

## Reuniting Europe



© Lawrence Lawry/Getty Images

## Introduction

The Reuniting Europe programme supports partner countries with the reforms necessary for EU accession or closer partnership with the EU.

Why does Enlargement matter?

EU enlargement has been a major success, helping reunite a continent divided by the cold war and helping us respond to the opportunities and challenges of globalisation. It is strongly in our interest to maintain the momentum of the enlargement process, including the accession negotiations with Turkey and Croatia, and progress on bringing peace and stability to the Western Balkans. We also want to ensure that we share our prosperity and stability with our wider neighbourhood.

The programme supports realisation of these objectives. It focuses, in particular, on strengthening governance reform in line with the criteria for EU membership set out by the 1993 Copenhagen European Council, namely the development of:

- stable institutions guaranteeing democracy, the rule of law, human rights and the respect for and protection of minorities; and
- a functioning and competitive market economy.

This reform is vital to achieving HMGs strategic objectives in the neighbourhood and accession countries, including improving human rights, increasing trade and investment, tackling organised crime and illegal migration, tackling climate change, and reducing poverty.

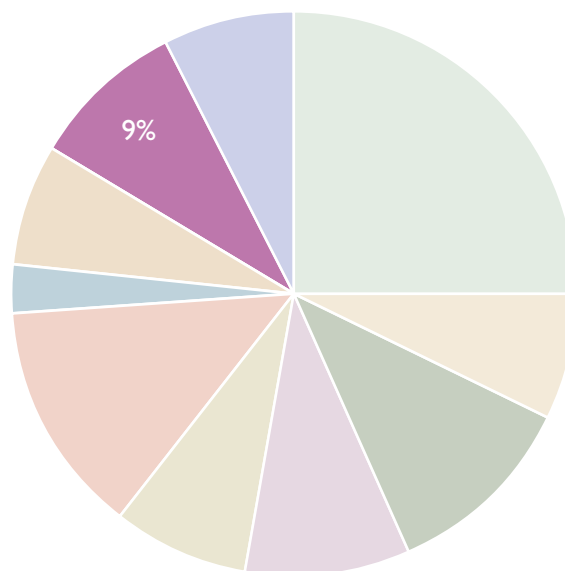
The programme objectives in 2006-7 were to:

- increase political and economic transparency and accountability;
- improve social integration through education and public awareness raising;
- build administrative capacity for EU integration;
- ensure efficient and transparent policies and processes in justice, law enforcement and border management systems; and
- contribute to the creation of a pro-business environment and support regional economic development.

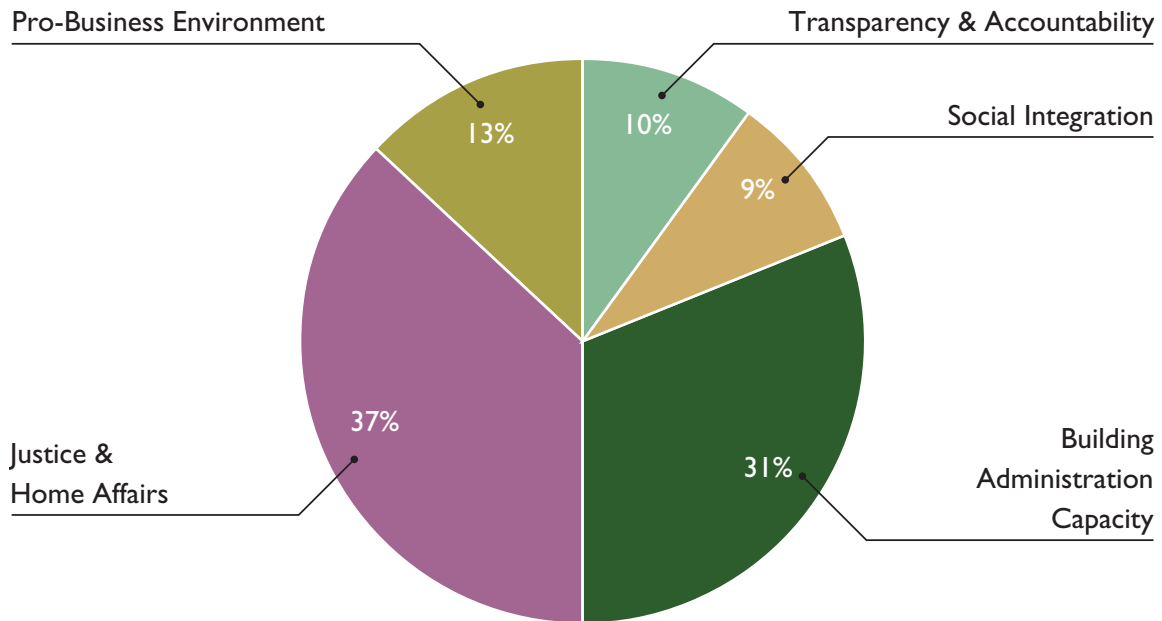
## Funding

In 2006-7, the programme spent £5.7million.

Reuniting Europe  
as a percentage of GOF spend



### Spend by Programme objective



### Geographical Scope

During 2006-7, the programme worked in: Romania, Bulgaria, Turkey, Croatia, Macedonia, Serbia, Montenegro, Kosovo, Ukraine, north Cyprus, Bosnia and Herzegovina, Albania, Moldova, Belarus, Georgia, Azerbaijan and Armenia.

## Croatia: A More Efficient Court System



*“Baroness Ashton, Minister at the Department for Constitutional Affairs, visits Zagreb Commercial Court in March 2007. British Ambassador to Croatia, Sir John Ramsden, in background.”*

One of the requirements for European Union membership is an effective justice system operating to EU standards. Croatia, as a candidate for membership, is making strenuous efforts to reach the standards required. The Reuniting Europe Programme supported the efforts of the Croatian authorities with two projects in the Zagreb Commercial Court aimed at improving the efficiency of the courts, reducing case backlog and ensuring cases are dealt with both promptly and effectively.

### Pilot Mediation Scheme

An 18-month, £55,000 project implemented by the British Association for Central and Eastern Europe and the Centre for Effective Dispute Resolution, supported a pilot mediation scheme at the court, with the aim of unburdening the court and cutting the backlog of cases. Mediation schemes can lead to

more rapid, and at times more amicable, dispute resolution in suitable cases and, by relieving the pressure on the courts, reduce the wait for court hearings in others. The project helped design a pilot to provide training for mediators, judges, court staff and lawyers, and supported a strategy to inform businesses and the public of the scheme.

Results have exceeded expectations. The aim was for 100 cases to be referred for mediation. In the event, the idea caught on quickly and more than 300 were referred during the course of the project. The Croatian government will replicate the model in several other pilots around Croatia, using European Union funding, before making it available countrywide. Citizens and businesses should soon see the benefits.

### Court Administration Improvement Project

This two-year, £120,000 project, implemented by Andrew Gibson Consulting Ltd, aimed at improving the administration of the court so that cases are managed and completed more efficiently and quickly. After analysing how the court was run, the project drew up and agreed with the court recommendations for improvements. It then helped implement them, providing training in IT skills and performance management and helping develop ‘Standards of service’, a Court Charter and a website for the court to provide information to the public.

In its final phase, the project is developing measures to enable the court to assess its own performance in managing cases and reducing backlog. The public face of the court has been transformed. A court user group has been created so that users can be kept informed of and comment on changes. The President of the Croatian Supreme Court, impressed with the success of this pilot, has sought further help from the programme to introduce this model in other courts in Croatia and develop ‘Centres of Excellence’ to act as models for courts throughout Croatia. The project received co-funding from the World Bank, the EU and USAid.

## Bulgaria: Meeting EU Standards in Agriculture

The process of preparing for accession to the European Union is a demanding one, not least in agriculture. EU regulations lay down exacting standards, for example on food safety and animal welfare, as well as requiring that member states have in place the necessary mechanisms to handle farm payments.

In the final year before it joined the EU on 1 January 2007, Bulgaria had some way to go to satisfy the EU that it was meeting these requirements. The objective of the project was to help them to achieve the required standards.

During a visit to Bulgaria in April 2006, Lord Bach, Minister at the Department for Food, Environment and Rural Affairs (Defra), offered to provide an adviser to the Bulgarian Ministry of Agriculture and Forests to help. By July the adviser, co-funded by Defra and the programme, was in place and helping the Ministry to address areas of concern. The adviser also arranged a series of visits to Bulgaria by British specialists, who worked with their Bulgarian counterparts to solve remaining problems. The practical and businesslike way in which the British specialist worked was much appreciated by the Bulgarian hosts. Overall the project helped Bulgaria meet the standards the EU require for accession. One notable success of the project was that all eight Bulgarian border inspection posts were approved by the European Commission before Bulgaria joined the EU. The project also created strong links between the Bulgarian and British specialists, a good basis for working together as fellow member states of the European Union.

## Moldova: Trade with the European Union



*“A group of Moldovan Customs Officers on a study visit to the Lithuanian Customs (two Lithuanian customs officers in uniform on the right)”*

The European Union is an increasingly important trading partner for Moldova, an immediate neighbour and one of the poorest countries in Europe. Since this largely agricultural country gained its independence, it has struggled to cover its trade balance deficit. To help address the problem, the Moldovan authorities are keen to negotiate the most favourable terms possible for exports to the EU. Good access for Moldovan exports to the EU market can contribute to its economic and political stability, and thus to greater prosperity at the EU border.

In order for favourable export terms to be granted, the EU requires that Moldova be able to handle all the administrative requirements necessary to meet EU trade regulations, including rules of origin control, the objective of this GOF project.

Through a £25,000, one-year project co-funded by the government of Lithuania, the programme provided capacity building and support to the Moldovan Customs Service to meet EU standards for rules of origin control. An adviser from the Lithuanian customs service supported the training of a newly created unit in the customs service, and provided day-to-day hands on support. The partnership with Lithuania was key to the success of the project. Lithuania, now a member of the EU, had similar legal and organisational systems to Moldova's

in the past, making its experience particularly relevant. Lithuania also shared the aim of supporting Moldova to qualify for a more favourable trading regime, for which the British and Lithuanian governments have lobbied jointly in Brussels.

Thanks to the project, Moldova is now very close to satisfying all the EU's requirements for a new trade agreement. The European Commission formally acknowledged the good progress on rules of origin control in reports. Moldovan companies are pleasantly surprised that the new system is easier, faster and cheaper for exporters and a number have sent letters of appreciation. The British and Lithuanian governments will continue to support a new trade agreement.

### **Bosnia and Herzegovina: Raising Standards in Local Government**



*“The mayor of Tuzla receives a certificate of Beacon status for Tuzla, for promotion of economic development. Tuzla was paired with Rotherham in the UK and visits have taken place in both directions.”*

High standards of governance are essential for closer integration with the European Union. Good governance is a particular challenge for Bosnia and Herzegovina because of the conflict and upheaval it suffered in recent memory.

Against this background, the programme funded two projects, implemented by the Organisation for Security and Cooperation in Europe (OSCE) to introduce the Beacon Scheme to Bosnia. The scheme, modelled on the Beacon Scheme in the United Kingdom, aimed to identify, reward and foster excellence in the provision of services by local government. Themes were chosen and applications invited from Bosnian municipalities. Themes were selected for their particular relevance for local government in Bosnia and included economic development, service delivery through partnership and positive youth engagement in the local community. After a rigorous selection procedure, the winning municipalities were awarded Beacon status and received funds and support to share their best practice with others. Each was paired with a local authority in the UK that had received Beacon status for the same theme. The UK authority acted as mentor to its Bosnian partner and visits were organised in both directions.

The scheme caught on rapidly, perhaps helped by its competitive element, and the number of applications was high: 56 in the most recent round. The contacts with UK local authorities are greatly valued as a basis for future cooperation. For example, Zenica and Rotherham councils have established a commission to work on joint projects and apply for EU funding. An encouraging aspect of the project's impact is that winners are using their Beacon status as part of their platform in elections, including in their campaigns, to show their strong record on delivering services to their local communities.

# Sustainable Development



*Tibetan Antelope* © Ronald Petrocz/AFP/Getty Images

## Introduction

The Sustainable Development Programme provides support for the FCO's sustainable development work under Strategic Priority 7 "Sustainable Development, underpinned by democracy, good governance and human rights" and reflects the policy priorities of the FCO Sustainable Development strategy and the FCO's strategy on human rights, democracy and good governance.

The Programme has two main objectives to:

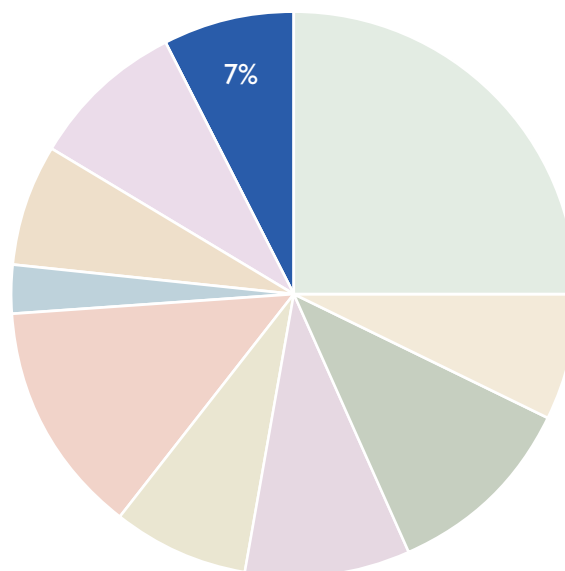
- promote sustainable management of natural resources in priority countries through improved environmental governance and more effective implementation and enforcement of international and national agreements and legislation;
- promote greater respect for human rights, democracy and good governance particularly on priority themes through support to priority countries in their adherence to international human rights standards and norms especially UN Human Rights treaties.

In April 2007, the Sustainable Development Programme split into a Human Rights Programme and an environmentally focused Sustainable Development Programme.

## Funding

In 2006-7, the Programme spent £4.8 million.

Sustainable Development  
as a percentage of GOF spend



## Geographical Priorities

Argentina, Brazil, Burma, Cameroon, Caribbean Region, China, Colombia, Ethiopia, Guatemala, India, Kazakhstan, Malaysia, Mexico, Nigeria, Russia, South Africa, Thailand, Vietnam.

## Africa: Abolition of the Death Penalty: Making a difference in Africa

The Sustainable Development Programme has supported the work of The Death Penalty Project Ltd to challenge the mandatory death penalty in the Caribbean and Africa.

As a result of this work, the High Court of Malawi declared, in a landmark judgement delivered on 27 April 2007, that the death sentences on all prisoners on death row were unconstitutional. It ruled that the automatic nature of the death penalty for murder was inhuman, arbitrary and denied offenders a fair trial as it did not provide the individuals concerned with an opportunity to mitigate their death sentences. As a result, several dozen prisoners on death row in Malawi will be re-sentenced. The majority are likely to be removed from death row and given prison sentences.

The Death Penalty Project has also received financial support from the FCO's Human Rights Programme to mount proceedings challenging the constitutionality of the mandatory death penalty in Nigeria, Kenya and Zambia. This support provides assistance to pro bono lawyers in the UK and Africa and also to NGOs involved in death penalty litigation. Successful legal challenges may clear the way for the several hundred inmates currently on death row in these countries to have their capital sentences quashed. Furthermore, these cases have the potential to reduce the number of crimes carrying a sentence of capital punishment and it is hoped, in time, will help secure its complete abolition.

## Mexico: Supporting the Strengthening and Modernisation of the Justice System

The Foreign and Commonwealth Office supports the efforts of the Mexican government to reform the national system of justice. An effective justice system is essential to good governance. UK investors require certainty that their investments will be honoured by a functioning justice system where the rule of law is abided by and to modernise the judicial system underpins our international priorities. In 2006-7, the programme funded a package of projects worth over £110,000 in four key areas of reform – access to justice, mediation, oral trials and police modernisation.

- A British expert on restorative justice trained 120 facilitators from five states and certified eight of them as trainers. The Embassy has worked closely with local stakeholders such as attorney generals and presidents of the local courts of justice to support this work. Mexico's first official mediation centre was opened in Chihuahua in January 2007 and the four experts there are UK trained.
- Oral Trial Roadshows have been run since 2005. British lawyers perform a trial according to the common law tradition before a Mexican audience. This has served to open a well-informed debate on how this system can be implemented in Mexico to ensure transparent criminal procedures and to respect the principle of presumption of innocence.
- The British concept of community policing is recognised as valid at the local level in Mexico. As a result of this project, two states have implemented the British approach and community policing is now a core subject in the Police Academy curriculum.

The UK has been publicly recognised by local and federal governments as a partner of choice. In November 2006, President Vicente Fox presented the British Embassy and British Council with an award for their joint work and commitment to the modernisation of the justice system in Mexico.

## **India: Conserving Tibetan Antelope: People's initiative for a sustainable alternative to 'Shahtoosh' in the Kashmir Valley**

For generations, weaving communities in the Kashmir valley have produced shawls made from Shatoosh wool taken from the beards of the endangered Tibetan Antelope. In order to obtain the wool, the poachers kill the antelope and this has pushed the species to the edge of extinction. This continued trade is in breach of the Convention on International Trade in Endangered Species but had been tolerated by the authorities. Through a GOF funded project, Wildlife Trust of India (WTI) worked with communities to create an alternative to Shatoosh shawls to encourage the weavers themselves to stop production of the "luxury" Shatoosh. The project helped local weaving communities to form the Kashmir Handmade Pashmina Promotion Trust (KHPPT). KHPPT has applied for Craftmark registration, a handmade process certification mark for Indian handloom products, for their Kashmir Handmade Pashmina and is in the process of registering a Geographical Indication of Origin to protect the new brand. Through promotion of their brand, they are also raising awareness about the plight of the Tibetan Antelope and the importance of saying "no" to Shatoosh products. WTI are working on a film to promote KHPPT's product at an international level.

# Appendix: GOF Governance

## Programme Office

The Programme Office provides guidance and support to the FCO's programme budget network. Its main responsibilities are:

- Promoting best practice in programme and project management;
- Analysing GOF's and other FCO policy programme's overall performance and making recommendations to the Finance Committee;
- Managing communications and publicity on GOF;
- Capacity building, including training, and exchange of lessons learnt;
- Provision of locally-engaged projects officers at Post.

## Programme Teams in London

Each GOF Programme has a dedicated management team. It also has a Programme Board. Boards approve recommendations for project approvals and give strategic direction. Board members are drawn from the FCO, other government departments and civil society. The Programme Team's role is to:

- Develop a programme strategy, working with the Programme Board and policy officers;
- Appraise projects submitted during bidding rounds and make recommendations to the Programme Board;
- Work with the potential bidders and posts to advise on project proposals;
- Monitor the programme's progress and recommend any actions to the Programme's Senior Responsible Owner (who has ultimate responsibility for the Programme).

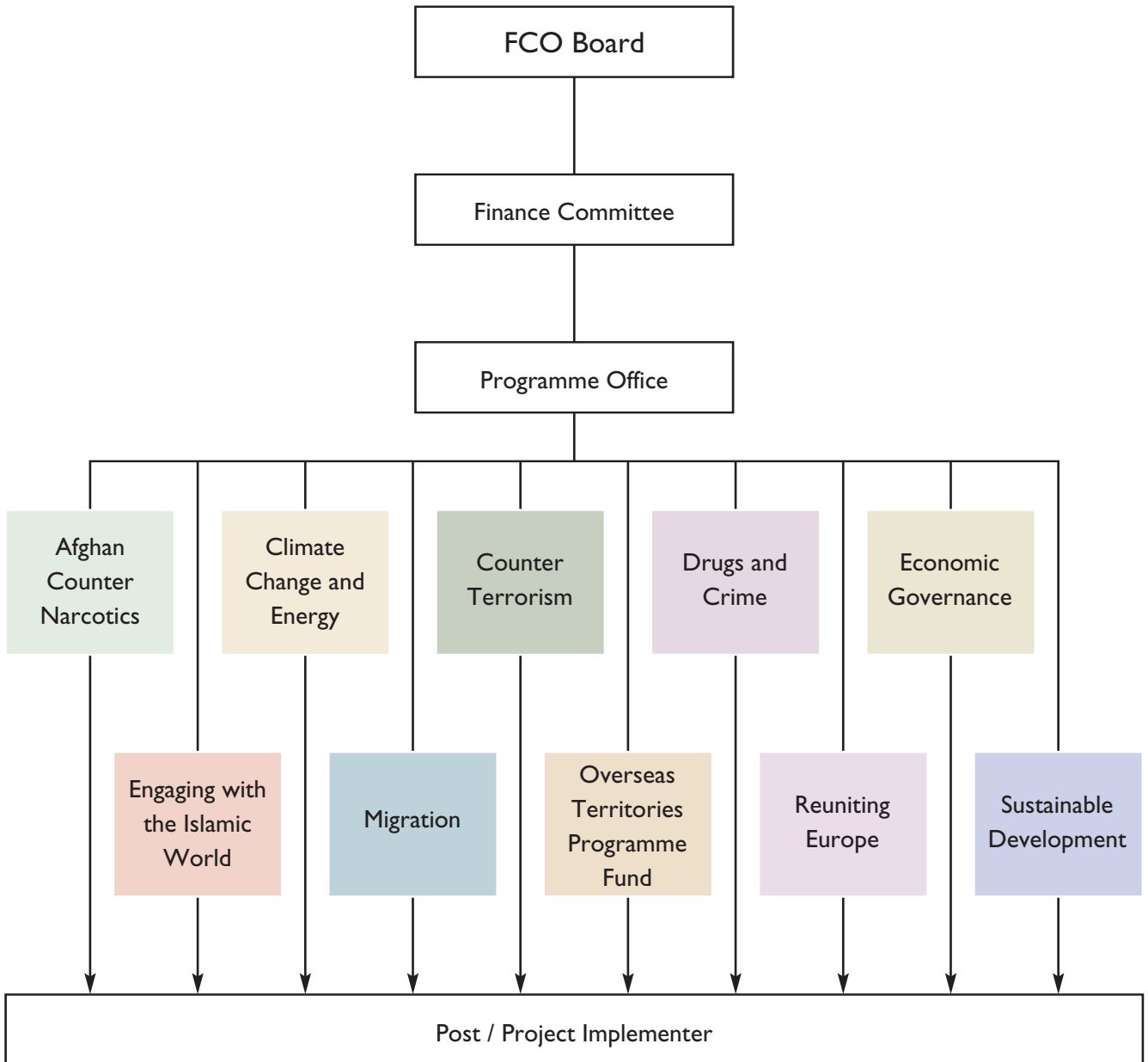
## Project Teams at Post

Programme activity abroad is co-ordinated by UK diplomatic missions. There is an extensive network of UK-based and locally engaged projects officers in GOF priority countries working on projects. Locally engaged project officers have the relevant expertise to explore and develop partnerships in-country and regionally and work with project implementers, including on project design. They are responsible for monitoring and evaluating projects to help ensure success.

## Finance Committee

The Finance Committee takes a corporate view of all FCO finance matters, apart from investment (which is handled by the Investment Committee). It is responsible for preparing issues for discussion at the main FCO Board, making recommendations to the Board and ensuring implementation of Board decisions on finance issues. It therefore has a key role in overseeing GOF, ensuring risks are effectively managed.

GOF Governance Structure 2006-7



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