



House of Commons  
Foreign Affairs Committee

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# **The Work of the Committee in 2008–09**

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**First Report of Session 2009–10**





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**First Report of Session 2009–10**

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## The Foreign Affairs Committee

The Foreign Affairs Committee is appointed by the House of Commons to examine the expenditure, administration, and policy of the Foreign and Commonwealth Office and its associated agencies.

### Current membership

Mike Gapes (*Labour, Ilford South*), Chairman  
Rt Hon Sir Menzies Campbell (*Liberal Democrat, North East Fife*)  
Mr Fabian Hamilton (*Labour, Leeds North East*)  
Rt Hon Mr David Heathcoat-Amory (*Conservative, Wells*)  
Mr John Horam (*Conservative, Orpington*)  
Mr Eric Illsley (*Labour, Barnsley Central*)  
Mr Paul Keetch (*Liberal Democrat, Hereford*)  
Andrew Mackinlay (*Labour, Thurrock*)  
Mr Malcolm Moss (*Conservative, North East Cambridgeshire*)  
Sandra Osborne (*Labour, Ayr, Carrick and Cumnock*)  
Mr Greg Pope (*Labour, Hyndburn*)  
Mr Ken Purchase (*Labour, Wolverhampton North East*)  
Rt Hon Sir John Stanley (*Conservative, Tonbridge and Malling*)  
Ms Gisela Stuart (*Labour, Birmingham Edgbaston*)

### Powers

The Committee is one of the departmental select committees, the powers of which are set out in House of Commons Standing Orders, principally in SO No 152. These are available on the Internet via [www.parliament.uk](http://www.parliament.uk).

### Publication

The Reports and evidence of the Committee are published by The Stationery Office by Order of the House. All publications of the Committee (including press notices) are on the Internet at [www.parliament.uk/parliamentary\\_committees/foreign\\_affairs\\_committee.cfm](http://www.parliament.uk/parliamentary_committees/foreign_affairs_committee.cfm).

### Committee staff

The current staff of the Committee are Dr Robin James (Clerk), Dr Rebecca Davies (Second Clerk), Ms Adèle Brown (Committee Specialist), Dr Brigid Fowler (Committee Specialist), Mr John-Paul Flaherty (Senior Committee Assistant), Miss Jennifer Kelly (Committee Assistant), Mrs Catherine Close (Committee Assistant) and Mr Alex Paterson (Media Officer).

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# 1 Introduction

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1. The Foreign Affairs Committee is one of the departmentally-related select committees of the House of Commons, which scrutinise the expenditure, administration and policy of government departments. In the case of the FAC, this scrutiny is exercised over the Foreign and Commonwealth Office (FCO) and the agencies for which the FCO's Ministers are accountable to Parliament: the British Council; BBC World Service; and the Wilton Park conference centre. The Committee has 14 Members, and since July 2005 its Chairman has been Mike Gapes MP.

2. In 2007, the Liaison Committee decided that departmental select committees should produce a report on their activities in respect of each parliamentary session rather than, as previously, by calendar year. This Report covers Session 2008–09, which ran from 3 December 2008 until 12 November 2009.

3. During the Session the Committee met on 29 occasions; it heard oral evidence from 50 witnesses (some of them on more than one occasion);<sup>1</sup> it visited 14 countries and territories overseas; and it held 87 informal meetings with visitors to the United Kingdom, ambassadors to the Court of St James and others. The Annexes to this Report give more detail on these visits and meetings. We also set out as an Annex the Committee's entry in the House's 'Sessional Return' which gives further information about our activity.

4. The structure of this Report follows that adopted in our previous recent annual Reports. We discuss the Committee's activities during the Session under the following headings:

- Scrutiny of foreign policy;
- Scrutiny of Foreign and Commonwealth Office publications;
- Scrutiny of legislation; and
- Other scrutiny activities.

5. We relate our work to the wider parliamentary process of scrutiny of the policies and actions of the executive; we comment on the responses of the FCO to our Reports, and on its wider relationship with the Committee; and we preview our future programme.

6. We also seek to demonstrate how the Committee's work relates to the 'core tasks' of select committees identified by the House's Liaison Committee. Our pattern of activities is somewhat different from that of other departmental select committees. In addition to our central task of scrutinising the work of the FCO, we see ourselves as having a useful role to play in informing Members and the wider public about major developments in world affairs and their consequences for the UK. Our extensive programme of informal meetings with diplomats, foreign politicians and other key players, held both at Westminster and during our overseas visits, is part of this process. The knowledge and information we gain from the conversations informs our work and our reports. The FCO itself differs in

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<sup>1</sup> This year's figure does not include witnesses who appeared before the Committees on Arms Export Controls. In 2008–09 CAEC will produce its own Sessional Return for the first time.

significant ways from most other government departments; in particular, it is responsible for comparatively little primary or secondary legislation, and has only a small number of associated public bodies. We therefore have to adapt our approach to the core tasks to reflect these circumstances. Annex 1 to this Report sets out in tabular form an analysis of our activity in relation to the core tasks.

## 2 Scrutiny of foreign policy

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7. The Committee has continued to conduct in-depth scrutiny of threats to global security, the United Kingdom's foreign policy response to those threats, and the United Kingdom's strategic international priorities. In January 2007 we announced that our future work on these subjects would be conducted as part of an overall inquiry entitled '**Global Security**', which would be pursued through a series of exercises, scrutinising the work and effectiveness of the FCO in a specific region of the world or by focusing on a specific theme or subject. We have subsequently produced four reports under the overarching 'Global Security' inquiry title, on the **Middle East** and **Russia** in Session 2006–07, and on **Iran** and **Japan and Korea** in Session 2007–08. In 2008–09 we published three further reports under the 'Global Security' inquiry title, on **Non-Proliferation, Israel and the Occupied Palestinian Territories** and **Afghanistan and Pakistan**. We also launched our inquiry into **Global Security: UK-US Relations**.

8. In addition to our work on global security, we have continued our monitoring of other consistently important areas of policy. Under our overarching **Developments in the European Union** inquiry title, we have taken oral evidence from the Foreign Secretary in advance of each six-monthly European Council, and visited the country holding the EU Presidency in each six-monthly period, as well as visiting other EU states. Following our visit to Cyprus we reported to the House an anonymised summary of discussions during the visit. As in previous years, we have contributed to the work of the Committees on Arms Export Controls (formerly the Quadripartite Committee) and jointly published a Report on the Scrutiny of Arms Export Controls. We deal in more detail with each of these aspects of our work in the following paragraphs.

### Global Security: Non-Proliferation

9. Our fifth inquiry in the 'Global Security' series focussed on **Non-Proliferation**. Our Report, published in June 2009, provided an assessment of the current threat posed by nuclear, biological, chemical and conventional weapons and ballistic missiles, both from states and from terrorists, and current government policy to mitigate these threats.<sup>2</sup>

10. Our Report made a wide range of recommendations and identified specific issues to be considered during the Nuclear Non-Proliferation Treaty Review Conference 2010. We also called on all five of the recognised nuclear weapons states to commit to further progress on nuclear disarmament. We welcomed the Prime Minister's announcement that the new Trident submarines are to carry fewer missiles than the current boats, and we suggested that the Government should do more to highlight this and other nuclear disarmament

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2 Foreign Affairs Committee, Fourth Report of Session 2008–09, *Global Security: Non-Proliferation*, HC 222

steps which it has taken.<sup>3</sup> We also made recommendations in relation to the development of Ballistic Missile Defence in Europe,<sup>4</sup> and commented on biological and chemical weapons and conventional weapons.<sup>5</sup> In January 2009, we visited Geneva and Vienna in connection with this inquiry.

11. The Government published its response to our Report in August 2009, welcoming “the detailed work which the Committee has undertaken”. It said it would “be working to build on the Committee’s recommendations in our future policy formulation”.<sup>6</sup>

## Global Security: Israel and the Occupied Palestinian Territories

12. In the light of the conflict in Gaza in December 2008 and January 2009, we decided to conduct a short follow-up inquiry to our major Report on Global Security: The Middle East, published in 2007.<sup>7</sup> We held three evidence sessions, with academics and analysts and then with the then FCO Minister of State Bill Rammell MP, and with Quartet Representative Rt Hon Tony Blair. In March 2009 we visited Israel and the Occupied Palestinian Territories (OPTs) in connection with our inquiry: the whole Committee met a range of Israeli and Palestinian interlocutors in Jerusalem, and three sub-groups visited, respectively, Gaza, the West Bank and the Golan Heights.

13. In our subsequent Report, **Global Security: Israel and the Occupied Palestinian Territories**, published in July 2009, we broadly commended the Government’s attempts to prevent and then halt the Gaza conflict, and its subsequent review of arms exports to Israel.<sup>8</sup> However, we expressed grave concerns about the alleged violations of international law committed by both sides in the conflict. We also expressed concern at Israel’s ongoing blockade of Gaza and the humanitarian situation there; Palestinian rocket attacks on Israeli civilians; movement and access restrictions in the occupied West Bank; the widening political and institutional division between the West Bank and Gaza; and the continuing lack of a new ceasefire agreement between Israel and Hamas.

14. We expressed our opposition to ongoing Israeli settlement activity in East Jerusalem and the West Bank and reiterated the call made in our 2007 Report, for the Government to consider ways of engaging politically with moderate elements within Hamas as a way of encouraging it to meet the Quartet’s stated conditions.<sup>9</sup> We welcomed the work on West Bank economic and institutional development which is being carried out by Quartet Representative Tony Blair. Finally, we considered the issue of the damage sustained during the conflict in Gaza by the Commonwealth War Graves Commission cemetery in the territory.

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3 Foreign Affairs Committee, *Global Security: Non-Proliferation*, paras 114, 115, 121, 133 and 136

4 *Ibid.*, para 241

5 *Ibid.*, para 182

6 *Fourth Report of the Foreign Affairs Committee, Session 2008–09, Global Security: Non-Proliferation: Response of the Secretary of State for Foreign and Commonwealth Affairs*, Cm 7692. August 2009, para 6

7 Foreign Affairs Committee, Eighth Report of Session 2006–07, *Global Security: The Middle East*, HC 363

8 Foreign Affairs Committee, Fifth Report of Session 2008–09, *Global Security: Israel and the Occupied Palestinian Territories*, HC 261

9 These are: a commitment to non-violence; recognition of Israel; and acceptance of previous agreements made by the Palestinian Liberation Organisation.

15. In its Response, the Government accepted many of our conclusions, but areas of difference, such as over UK engagement with Hamas, remain, and the Government was unable to report significant progress on several issues of concern to the Committee.<sup>10</sup> The Committee has continued both to monitor this, and to engage with the Government on several of the issues which we considered in our Report. We are planning a further follow-up visit to Israel and the OPTs in spring 2010, to monitor further developments in the Israeli/Palestinian peace process.

## Global Security: Afghanistan and Pakistan

16. We conducted a major inquiry into **Global Security: Afghanistan and Pakistan**. As part of our inquiry we visited both countries in April 2009, holding a number of meetings in Islamabad, Kabul and Lashkar Gah, Helmand Province. The fact that our visit took place during the planning phase for the Afghan Presidential elections, and at the point when the Pakistani army began a series of offensives against militants in Pakistan's border areas, meant that we were able to glean a great deal of pertinent information for our subsequent Report which was published shortly before the Afghan presidential elections in August.<sup>11</sup>

17. Our wide-ranging Report achieved a great deal of attention in the media, coming as it did at a time when British troops were facing a particularly difficult and dangerous time in Helmand. Our conclusions and recommendations included the recommendation that the UK Government re-focus its wide-ranging objectives in Afghanistan and concentrate its limited resources on one priority, namely, security. We also concluded that the UK experienced “mission creep” from its initial goal of supporting the US in countering international terrorism, far into the realms of counter-insurgency, counter-narcotics, protection of human rights and state building. We concluded that there was an urgent need for better co-ordination of the international effort in Afghanistan and, on the issue of narcotics, we recommended that the lead international role on counter-narcotics should be transferred away from the UK.

18. In welcoming our Report, the Government said that “Afghanistan and Pakistan remain among the Government's top foreign policy priorities. These issues deserve the widest possible engagement, and the Committee's report adds much to the debate”.<sup>12</sup>

## Developments in the European Union

19. In 2001, we launched our over-arching inquiry **Developments in the European Union**. In 2008–09 we continued our longstanding practice of hearing evidence from the Foreign Secretary prior to the bi-annual meetings of the full European Council. We took oral evidence from Rt Hon David Miliband MP, Foreign Secretary, and Mr Matthew Rycroft, Director EU, Foreign and Commonwealth Office (on 10 December 2008 and 17 June 2009). We also took oral evidence from Baroness (Catherine) Ashton, European Trade Commissioner, on 11 March 2009. We published the transcripts of these sessions, which

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10 *Fifth Report of the Foreign Affairs Committee, Session 2008–09, Global Security: Israel and the Occupied Palestinian Territories: Response of the Secretary of State for Foreign and Commonwealth Affairs*, Cm 7710, October 2009

11 Foreign Affairs Committee, Eighth Report of Session 2008–09, *Global Security: Afghanistan and Pakistan*, HC 302

12 *Eighth Report from the Foreign Affairs Committee, Session 2008–09, Global Security: Afghanistan and Pakistan: Response of the Secretary of State for Foreign and Commonwealth Affairs*, Cm 7702

we regard as a useful exercise both in accountability and in the scrutiny of the Government's policy towards Europe.<sup>13</sup>

20. In July 2008, we visited Cyprus in order to assess the political developments which had taken place there since our previous visit in January 2007, in particular the imminent opening of direct talks between the leaders of the Greek and Turkish Cypriot communities for the first time since the failure of the Annan Plan in 2004. Following our 2007 visit to Cyprus (and Turkey) we reported to the House an anonymised summary of discussions during the visit. In the Report we commented that:

It is not our standard practice to produce a Report on the Committee's visits. The discussions we hold with senior figures in governments, parliaments, business and civil society are confidential, and we respect that confidentiality. On this occasion, however, we felt that it was important to acquaint the House with what we heard during the visit to Turkey and Cyprus, and to bring to wider attention a summary of the issues we discussed and the opinions we encountered.<sup>14</sup>

21. On the same basis we considered that it would be useful to publish a short digest of the views we canvassed during our 2008 visit. This was meant as an update of our previous Report, and a 'snapshot' of opinion on the island on the brink of what may be momentous changes.<sup>15</sup> We published our Report on the Committee's Visit to Cyprus in February 2009.

22. We have continued our practice of visiting the capital of the country which holds the EU Presidency in each six-month period, while taking the opportunity of combining this with visits to other EU states, particularly those which have recently acceded, or to countries which are applicants for accession. In January 2009, we visited Prague and Warsaw during the Czech Presidency of the EU, and held a series of meetings on NATO, the Lisbon Treaty and European Ballistic Missile Defence. In October 2009, a group of us visited Sweden and Estonia, while another group revisited the western Balkans: Serbia, Kosovo and Bosnia-Herzegovina. In Sweden we considered the priorities of the Swedish Presidency, including EU enlargement and the Baltic Sea Strategy, and in Estonia we visited the NATO counter-cyber warfare centre. Our visit to the western Balkans enabled the visiting group to discuss with a range of interlocutors the impact of Kosovo's unilateral declaration of independence in February 2008, Serbia's potential accession to the EU and the prospects for constitutional reform in Bosnia-Herzegovina.

23. The Chairman also attended the Conference of the G8 Foreign Affairs Committee Chairmen in May 2009; the Forum on the politics of economic crises in Bled, Slovenia, in August 2009; the EU Conference of Foreign Affairs Committee Chairmen in Visby, Sweden, in September 2009; and a meeting in Stockholm on the shaping of a parliamentary dimension to the EU's "Eastern Partnership" in October 2009.

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13 Oral evidence taken before the Foreign Affairs Committee on 10 December 2008, HC (2008–09) 79-i; 11 March 2009, HC (2008–09) 79-ii and 17 June 2009, HC (2008–09) 79-iii

14 Foreign Affairs Committee, Fifth Report of Session 2006–07, *Visit to Turkey and Cyprus*, HC 473, para 3

15 Foreign Affairs Committee, Third Report of Session 2008–09, *Visit to Cyprus*, HC 196, para 6

## Committees on Arms Export Controls

24. As in previous years, the Committee has played a full part, together with our colleagues from the Business, Innovation and Skills,<sup>16</sup> Defence and International Development Committees, in the work of the ‘Committees on Arms Export Controls’ (CAEC), formerly known as the ‘Quadripartite Committee’. CAEC’s main job is to **review government policy on licensing arms exports and licensing decisions**. Each year the Government produces an annual report on strategic export controls which CAEC scrutinises.

25. During 2008–09 CAEC took oral evidence from Ian Pearson MP, then Economic and Business Minister, BERR; Rt Hon Bill Rammell MP, the then Minister of State at the FCO; Amnesty UK; Oxfam GB; Saferworld and the Export Group for Aerospace Defence. In May 2009 it visited the Counter Proliferation Department of the FCO. CAEC also made a return visit to Kiev following a visit to Westminster in 2007 of a delegation of Ukrainian MPs from the Committee for National Security and Defence of the Verkhovna Rada (Supreme Council) and local non-governmental organisation partners.

26. CAEC published its report, *Scrutiny of Arms Export Controls (2009): UK Strategic Export Controls Annual Report 2007, Quarterly Reports for 2008, licensing policy and review of export control legislation*, in August 2009.<sup>17</sup> The Report follows the pattern of those of earlier years: a review of the policy, enforcement and the annual and quarterly reports on strategic export controls published since CAEC’s previous Report, combined with a detailed examination of aspects of export control which follow up the issues raised in previous Reports.<sup>18</sup>

27. CAEC’s last Report included the conclusion that the two weeks it was given to comment on the draft Trade in Goods (Categories of Controlled Goods) Order was “wholly inadequate”.<sup>19</sup> It recommended that, in future, the Government give interested parties at least two months to comment on drafts of the third tranche of secondary legislation. At the time of CAEC’s last Report, the third tranche of legislation had not yet been finalised.<sup>20</sup> The Committees expressed their concern at the inadequate time given to us to properly scrutinise the legislation. They were extremely disappointed that the Government did not accept our previous recommendation, but instead merely committed to giving them one month only to consider the third Order. CAEC repeated its recommendation that, in future, the Government should ensure that interested parties have at least two months to comment on drafts of secondary legislation implementing the Government’s conclusions on the outcome of its Review of Export Controls.

28. During the visit by CAEC to Kiev in May 2009, the Ukrainian Deputy Minister for Foreign Affairs supplied it with a document which contained a list of UK-registered brokers to whom the Ukrainian State Service for Export Control had licensed the export of

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16 The Business and Enterprise Committee was renamed the Business, Innovation and Skills Committee on 1 October 2009.

17 Business and Enterprise, Defence, Foreign Affairs and International Development Committees, *First Joint Report of Session 2008–09, Scrutiny of Arms Export Controls (2009): UK Strategic Export Controls Annual Report 2007, Quarterly Reports for 2008, licensing policy and review of export control legislation*, HC 178

18 *Ibid.*, para 2

19 *Ibid.*, para 9

20 *Ibid.*, para 9

collectors' items (light arms) from the Soviet stockpile of weapons. CAEC was alarmed to see that the end users on the list included countries for which there are FCO policy restrictions on the export of strategic goods.<sup>21</sup> It was extremely concerned that the UK Embassy in Kiev, the Export Control Organisation and HM Revenue and Customs were all unaware of the existence of this list. CAEC subsequently recommended in its Report that the FCO should ensure that its embassies and diplomatic posts engage more effectively with the national export control organisations to obtain information on UK arms brokers licensed by overseas states. It further recommended that the Government should instigate an investigation into the list provided and confirm as soon as possible that the necessary licences had been obtained and no UK legislation had been breached.<sup>22</sup> CAEC will return to this issue in its next Report.

29. In its response to CAEC's Report, the Government accepted that it could give more consideration to the question of how to obtain the co-operation of foreign governments in ensuring that HMG can police the system effectively. The relevant departments are in discussion about how this can be achieved.<sup>23</sup> The Government also confirmed that the names on the list are currently being reviewed to establish whether the activity listed may have been licensable under UK legislation.<sup>24</sup>

## 3 Scrutiny of Foreign and Commonwealth Office publications

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### Human Rights Annual Report 2008

30. Each year, we take evidence and produce our conclusions and recommendations on the annual human rights report produced by the FCO. This provides a valuable opportunity for the Committee to **assess the Government's record in promoting human rights worldwide**. The Government published its *Annual Report on Human Rights 2008* in March 2009 and we published our ensuing Report, *Human Rights Annual Report 2008*, in August 2009.<sup>25</sup>

31. In conducting our annual inquiry into human rights, we this year adopted a slightly different approach to that of previous years. In addition to reviewing the matters dealt with in the FCO's report, which broadly relate to the work of the FCO in relation to promoting human rights in other countries, we decided to consider a number of further issues, which might be summarised under the heading of "the responsibilities of the FCO for securing

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21 Business and Enterprise, Defence, Foreign Affairs and International Development Committees, *Scrutiny of Arms Export Controls (2009): UK Strategic Export Controls Annual Report 2007, Quarterly Reports for 2008, licensing policy and review of export control legislation*. The Government's reply was published as Cm 7698 in October 2009.

22 *Ibid.*, para 22

23 *First Joint Report of the Business and Enterprise, Defence, Foreign Affairs and International Development Committees, Session 2008–09, Strategic Export Control: Her Majesty's Government's Annual Report for 2007, Quarterly Reports for 2008, Licensing Policy and Parliamentary Scrutiny: Response of the Secretaries of State for Defence, Foreign and Commonwealth Affairs, International Development and Business, Innovation and Skills*, Cm 7698, October 2009, p 2

24 *Ibid.*, p 3

25 Foreign and Commonwealth Office, *Annual Report on Human Rights*, Cm 7557; Foreign Affairs Committee, Seventh Report of Session 2008–09, *Human Rights Annual Report 2008*, HC 557

the human rights of British citizens and others overseas”.<sup>26</sup> When we announced our inquiry on 2 April 2009, we stated that these issues would include: the case of Binyam Mohamed; allegations of UK complicity in torture; extraordinary rendition (including the possible role of Diego Garcia); the transfer of prisoners in Iraq and Afghanistan; allegations of abuse at the British Embassy in Iraq, and the oversight of contractors, including private security companies, employed by the FCO and UK Posts overseas. In the event, our inquiry was limited in its scope by the House of Commons *sub judice* rule. We consequently did not comment on the case of Binyam Mohamed in our Report.<sup>27</sup>

32. As a consequence of our decision to deal with additional matters in this Report, our discussion of the contents of the FCO’s report was not as full as it has been in previous years. We did, however, focus on countries of concern, including Burma, China, Colombia, Iran, Iraq, North Korea, Pakistan, Russia, Saudi Arabia, Somalia, Sri Lanka, Sudan and Zimbabwe.

33. In previous years, we have made suggestions as to how the FCO could improve the format of its annual report on human rights. We are pleased to note that the FCO accepted our previous recommendation that the key issues of women’s rights, children’s rights and the promotion of democracy should be given greater prominence in this edition of its report.<sup>28</sup> We recommended that next year the report includes what the FCO is doing both to extend the right of freedom of association, and to achieve progress amongst Commonwealth countries in implementing the human rights provisions of the Harare Declaration.<sup>29</sup>

34. In its response, the Government accepted this recommendation, and said that this information would be included in its 2009 report, due to be published in March 2010. The Government stated that it values “the positive co-operation that exists between the Committee and the Foreign and Commonwealth Office on all issues, including the vitally important area of human rights”.<sup>30</sup>

## Foreign and Commonwealth Office Annual Report 2008–09

35. The Committee’s annual inquiry into how the FCO is managing its resources takes the Department’s Annual Report<sup>31</sup> as its starting point, and examines expenditure and administration as well as policy. This inquiry forms a central part of our scrutiny of the FCO and its associated public bodies.<sup>32</sup>

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26 Foreign Affairs Committee, *Human Rights Annual Report 2008*

27 *Ibid.*, para 4

28 *Ibid.*, para 7

29 Foreign Affairs Committee, *Human Rights Annual Report 2008*, para 10

30 *Seventh Report of the Foreign Affairs Committee, Sesison 2008–09, Annual Report on Human Rights 2008: Response of the Secretary of State for Foreign and Commonwealth Affairs*, Cm 7723, October 2009, para 1

31 *Foreign and Commonwealth Office Departmental Report, 1 April 2007–31 March 2008: Better World, Better Britain*, Cm 7398, 14 May 2008

32 See our previous comments in Foreign Affairs Committee, First Report of Session 2006–07, *The Work of the Committee in 2005 and 2006*, HC 206, para 30

36. The *Foreign and Commonwealth Office Annual Report 2007–08* was published in May 2008, and our Report, **Foreign and Commonwealth Office Annual Report 2007–08**, was published in February 2009.<sup>33</sup> Our Report considered a wide range of aspects of the work of the FCO, including the new Strategic Framework, which has guided the work of the department since April 2008. In addition to returning to many of the issues we have scrutinised previously (including: the future of the global network of Posts; planned changes to the overseas passport operation and visa services; and public diplomacy), we focussed on the introduction of a new series of PSA targets for 2008–11 and considered the work of FCO Services and its transformation to a Trading Fund.<sup>34</sup> We also considered the work of the British Council and the BBC World Service, and an outline of our conclusions and recommendations in relation to both public bodies is included in chapter five of the present Report.

37. In 2009 for the first time, the Departmental Resource Accounts were published at the same time as the FCO Annual Report. Consequently, the Annual Report for 2008–09 was published later than usual, in June 2009.<sup>35</sup> This had a knock-on effect on the timing of our inquiry. We launched this in July 2009 and oral evidence is scheduled to take place in December 2009. We shall aim to publish our Report early in 2010.

## 4 Scrutiny of legislation

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### Constitutional changes affecting Overseas Territories

38. Changes to the constitutions of the United Kingdom's Overseas Territories are made by the Privy Council, which causes the Foreign Secretary to lay a draft Order before Parliament. Although such Orders are laid in draft, they are subject to no parliamentary procedure, which means they may neither be amended nor rejected by Parliament. Following correspondence between this Committee and the FCO in 2002, Ministers agreed that all such draft Orders would, where possible, be sent to the Committee for comment 28 days before being made by the Privy Council.<sup>36</sup>

39. In our Report on the Committee's work in 2005 and 2006, we commented that:

We accept that the constitutional changes brought about by this archaic procedure will have been the subject of consultation with the people affected by them. In the case of the recently agreed changes to the constitution of Gibraltar, for example, a popular referendum has been held. However, it is only in the United Kingdom Parliament that Ministers are held to account. We continue to find it unsatisfactory, therefore, that no real parliamentary scrutiny of these Orders is possible.<sup>37</sup>

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33 Foreign Affairs Committee, Second Report of Session 2008–09, *Foreign and Commonwealth Office Annual Report 2007–08*, HC 195

34 *Ibid.*, para 3

35 *Foreign and Commonwealth Office Departmental Report and Resource Accounts: Better World, Better Britain*, 1 April 2008–31 March 2009, HC 460-I and II

36 Written evidence to the Foreign Affairs Committee, *Overseas Territories*, HC 114 (2003–04)

37 Foreign Affairs Committee, *The Work of the Committee in 2005 and 2006*, para 44

40. In our 2008 Report on the Overseas Territories, we recommended that the Government should continue to send us draft constitutional Orders in Council at least 28 sitting days before they are made.<sup>38</sup> In its response, published in September 2008, the Government undertook to do so.<sup>39</sup> However, in our Report on the Work of the Committee in 2007–08 we noted that for the only draft Order we have received since then, proposing an amendment to the constitution of the Cayman Islands, we were not given the full 28 days’ notice. We accepted the FCO’s explanation that in this instance practical considerations prevented the full period of notice being given, but we regard it as important in terms of parliamentary scrutiny that wherever possible we should be given adequate time to consider proposed changes to the constitutions of Overseas Territories.<sup>40</sup> These assurances were repeated in a letter to the Committee from the then Parliamentary Under-Secretary of State, Gillian Merron MP, which said that we would receive a text of proposed changes to the constitutions of Overseas Territories “at the earliest opportunity”.<sup>41</sup>

41. During Session 2008–09, we were given sight of the draft Constitutions for the Cayman Islands, for St Helena, Ascension and Tristan da Cunha, and for Pitcairn Island. We raised a number of matters of concern arising from these documents in correspondence with the FCO published on our website. In particular, we raised concerns in relation to the reference to “Christian values” in the preamble to the draft Constitutions of both the Cayman Islands and St Helena, Ascension and Tristan da Cunha, and the deliberate omission of reference to sexual orientation as a prohibited ground for discrimination in the Cayman Islands draft constitution.<sup>42</sup> We also commented on these issues in our Annual Human Rights Report 2008.<sup>43</sup>

## 5 Other scrutiny activities

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### Scrutiny of associated public bodies

42. The two principal associated public bodies of the FCO are the **British Council** and the **BBC World Service**. While we often comment on the work of one or both of these bodies in the course of our work on specific foreign policy issues, we also carry out an annual review of their overall finance and operations, based on the annual reports of both bodies, as part of our annual inquiry into the FCO’s Departmental Report.

43. We discussed a wide range of issues in relation to the work of the British Council and the BBC World Service in our report, Foreign and Commonwealth Office Annual Report 2007–08. We considered the performance of both bodies against PSA targets; the

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38 Foreign Affairs Committee, Seventh Report of Session 2007–08, *Overseas Territories*, HC 147-I, para 30

39 *Seventh Report of the Foreign Affairs Committee, Session 2007–08, Overseas Territories: Response of the Secretary of State for Foreign and Commonwealth Affairs*, Cm 7473, para 12

40 Foreign Affairs Committee, First Report of Session 2008–09, *The Work of the Committee in 2007–08*, HC 113, para 42

41 Letter from Gillian Merron MP (OT 352), 12 May 2009, available at <http://www.publications.parliament.uk/pa/cm200809/cmselect/cmcaff/memo/overterr/uc35202.htm>. See also Foreign Affairs Committee, *Human Rights Annual Report 2008*, paras 300–302.

42 Letter to Chris Bryant MP, 29 June 2009 [not printed]. See also Foreign Affairs Committee, *Human Rights Annual Report 2008*, para 300.

43 Foreign Affairs Committee, *Human Rights Annual Report 2008*, paras 302–303

challenges faced in difficult countries and a range of issues in relation to personnel and financial issues. We also specifically welcomed the development of the World Service's new BBC Arabic television service and the launch of the BBC Persian service.<sup>44</sup>

44. This year, the British Council and BBC World Service published their Annual Reports in June and we heard oral evidence on the work of both bodies in November 2009. We were pleased to receive an update on BBC Arabic television and the BBC Persian service. We have decided that we will publish separate Reports on the work of the British Council and the BBC World Service in 2008–09. We aim to publish both Reports early in 2010.

## Financial scrutiny

45. As in previous years, our scrutiny of the FCO's **expenditure and resources** is undertaken mainly—but not exclusively—in the context of our annual inquiries into its departmental reports.

46. In our February 2009 Report on the FCO's 2007–08 report, we discussed a number of issues relating to the funding of the FCO. In particular, we expressed great concern that the Treasury's decision to withdraw its support for the Overseas Price Mechanism may lead to cutbacks in FCO activities in order to finance the payment of international subscriptions.<sup>45</sup> We subsequently wrote to the Prime Minister on this issue,<sup>46</sup> and will continue to monitor this and other threats to FCO funding in our forthcoming inquiry into the FCO's 2008–09 annual report.

47. In our February 2009 Report, we welcomed recent improvements to the FCO's system of financial management (the 'Five Star Finance' programme),<sup>47</sup> but we also noted the department's failure to implement its 'Shared Services' programme ("to simplify, standardise and streamline corporate services" within its network of overseas Posts) and announced that we would monitor its progress in setting up a replacement 'Corporate Services' programme.<sup>48</sup>

48. We regularly correspond with the FCO about its Supplementary Estimates, in which it seeks parliamentary approval for changes in the spending plans already agreed, and about its Autumn Performance Report. We publish this correspondence on our website.

## Scrutiny of major appointments

49. We have previously announced our intention of **scrutinising any major diplomatic or consular appointment of a person from outside the diplomatic service**. In Session 2007–08 we took oral evidence from the Rt Hon Jack McConnell MSP, the former First Minister of Scotland, about his prospective appointment as High Commissioner to Malawi, and we

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44 Foreign Affairs Committee, *Foreign and Commonwealth Office Annual Report 2007–08*, paras 344–348

45 *Ibid.*, paras 204–14

46 Until publication of the Committee's Report on the FCO's Departmental Annual Report 2008–09, the Chairman's letter to the Prime Minister is published as DR 333 on the Committee's website, at <http://www.publications.parliament.uk/pa/cm200809/cmselect/cmfaaff/memo/departmentreport/contents.htm>.

47 Foreign Affairs Committee, *Foreign and Commonwealth Office Annual Report 2007–08*, paras 196–214

48 Foreign Affairs Committee, *Foreign and Commonwealth Office Annual Report 2007–08*, paras 215–18

published a Report on this matter in June 2008.<sup>49</sup> In the event Mr McConnell did not take up this appointment. We commented further in our February 2009 Report on the FCO's Annual Report 2007–08 that the affair of Mr McConnell's appointment had not been well handled by the Government and was likely to have caused concern or even offence in Malawi.<sup>50</sup>

50. In the same Report we commented that the appointment of non-diplomats to diplomatic posts is a matter which requires public and parliamentary scrutiny. We recommended that the Government should recognise that such appointments should in principle be subject to 'pre-appointment hearings' by the Committee. In its response, the Government stated that it was not willing to accept this, but offered 'post-appointment hearings'. We had made clear in our original Report that, irrespective of the Government's response, such appointments fall within our area of responsibility, and that we shall continue to exercise that responsibility.

51. The next opportunity to do so occurred when on 4 July 2009 the Government announced that the Rt Hon Baroness (Valerie) Amos, formerly Leader of the House of Lords, would be the next High Commissioner to Australia. On 8 July we decided to take evidence from Baroness Amos in advance of her taking up her appointment. The Chairman wrote to the Foreign Secretary stating our view that she should not take up her appointment until she had given oral evidence. We subsequently took evidence from Baroness Amos on 21 October; she took up her appointment the following week.<sup>51</sup>

52. On this occasion, we decided not to publish a Report, but to address broader issues in relation to diplomatic appointments with the Permanent Under-Secretary at the FCO when he gives oral evidence to us in December 2009. We will comment further on our work relating to the scrutiny of major appointments in our Report on the Foreign and Commonwealth Office's departmental annual report, which we expect to publish early in 2010.

53. In addition to the hearings with Mr McConnell and Baroness Amos, on 11 March 2009 we took oral evidence from Baroness Ashton about her responsibilities as the European Commissioner responsible for EU external trade policy. Baroness Ashton was nominated by the Prime Minister to the Commission in October 2008, following the resignation of the previous Trade Commissioner Peter Mandelson (now Lord Mandelson).

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49 Foreign Affairs Committee, Sixth Report of Session 2007–08, *Proposed Appointment of Rt Hon Jack McConnell MSP as High Commissioner to Malawi*, HC 507. The Government's response was published as Foreign Affairs Committee, First Special Report of Session 2007–08, HC 1157.

50 Foreign Affairs Committee, *Foreign and Commonwealth Office Annual Report 2007–08*, para 171

51 Letter from Rt Hon The Baroness Amos, 18 September 2009, question 3, available at <http://www.publications.parliament.uk/pa/cm200809/cmselect/cmffaff/memo/preapp/ucm202.htm>

## 6 Departmental response

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54. In 2009, the FCO has continued to maintain its good record of responding to our Reports on time and has continued to issue its responses as full Command Papers. We wish to put on record our appreciation of the high quality of liaison service we receive from the FCO's Parliamentary Relations Team, and the assistance we receive from FCO Posts during our overseas visits.

## 7 Assisting the House

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55. Three of our Reports were the subject of debate in **Westminster Hall** during 2008–09: those on the FCO's Annual Human Rights Report 2007, in December 2008,<sup>52</sup> on Overseas Territories, in April 2009, and on Global Security: Iran, in July 2009.<sup>53</sup>

56. We list in Annex 3 the extensive series of **informal meetings** we hold at Westminster with distinguished visitors from overseas (including heads of government and foreign ministers) as well as with Ambassadors to the Court of St James. In addition to gathering valuable information, relevant to our inquiries, about bilateral relationships between the UK and other countries and international organisations, these meetings fulfil a useful purpose in that they allow us in a representative capacity to welcome visitors to the UK on behalf of the House of Commons, and to inform them about the British political scene and parliamentary processes.

57. The FCO has told us that it intends to adopt a more active strategy of **strengthening its links with Parliament**, and improving knowledge of Parliament on the part of its officials and diplomats. We propose to question the Permanent Under-Secretary about this strategy when we take evidence from him in December 2009. Our frequent informal meetings with British diplomats and FCO desk officers at home and abroad form a valuable 'two-way street' in exchanging information between Parliament and the FCO. In particular, in March 2009 we held a series of separate private meetings with Heads of Mission who were in London for the FCO's annual 'Leadership Conference'. In the space of two days we met HM Ambassadors to Afghanistan, Iran, Iraq, Kosovo, Russia and Serbia, HM High Commissioners to Cyprus, India and Pakistan, the UK's Permanent Representative at the United Nations in New York, and the Prime Minister's Special Representative to Afghanistan.<sup>54</sup> We are grateful to all of them for their valuable briefings.

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52 Foreign Affairs Committee, Ninth Report of Session 2007–08, *Human Rights Annual Report 2007*, HC 533 and the Government Reply (Cm 7463)

53 Foreign Affairs Committee, *Overseas Territories*, and the Government Reply (Cm 7473) and Foreign Affairs Committee, Fifth Report of Session 2007–08, *Global Security: Iran*, HC 142 and the Government Reply (Cm 7361)

54 See below, Annex 3, 25 and 26 March 2009.

## 8 Looking ahead

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58. Our planning for Session 2009–10 is constrained by the knowledge that a Dissolution of Parliament must take place by, at the latest, May 2010.

59. In July 2009 we announced our next major inquiry under our general inquiry heading, Global Security. This major inquiry, entitled **Global Security: UK-US Relations**, will consider the relationship between the United Kingdom and the United States of America, and the implications of this relationship for UK foreign policy. We held our first oral evidence session in this inquiry on 11 November 2009, and intend to conclude our evidence gathering before the end of the calendar year, with the aim of publishing our Report in March 2010.

60. We also intend to publish our Report on the FCO's Annual Report 2008–09 in March 2010 (see paragraph 37 above).

61. We will continue our practice of visiting the EU Presidency country: a visit to Spain, combined with visits to Portugal, Cyprus and Malta, will take place in January 2010. In order to continue monitoring progress and developments following on from our earlier work, we also intend to revisit Israel and the Occupied Palestinian Territories in February 2010.

# Annex 1

## Relevance of the core criteria to work carried out in Session 2008–09

	Government and Commission policy proposals	Examination of deficiencies	Departmental actions	Associated public bodies	Major appointments	Implementation of legislation	Draft legislation	Expenditure	Evidence from Minister	Public Service Agreements
FCO Annual Report 2007–08 (inquiry completed)	✓	✓	✓	✓	(✓)			✓	✓	✓
Global Security: Non-Proliferation (inquiry completed)	✓	✓	✓			✓			✓	✓
Global Security: Israel and the Occupied Palestinian Territories (inquiry completed)		✓	✓						✓	✓
Global Security: Afghanistan and Pakistan (inquiry completed)	✓	✓	✓						✓	
Human Rights Annual Report 2008 (inquiry completed)	✓	✓	✓						✓	
Strategic Export Controls (inquiry completed)	✓	✓	✓			✓	(✓)		✓	
Developments in the European Union (evidence only) (rolling inquiry)			✓		✓				✓	
Proposed appointment of Rt Hon Baroness Amos of Brondesbury as High Commissioner to Australia (evidence only)			✓		✓					
FCO Annual Report 2008–09 (inquiry in progress)		✓	✓	✓				✓		✓
Global Security: UK-US Relations (inquiry in progress)		✓	✓							
Overseas Territories (rolling inquiry)	✓	✓	✓							

✓ = the work of the Committee on this inquiry fulfils the criterion

(✓) = the work of the Committee on this inquiry is relevant to the criterion

## Annex 2

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### List of Committee visits in Session 2008–09, with relevant inquiries

Destination	Dates	Relevant inquiry
Geneva and Vienna Prague and Warsaw	12–15 January 2009	Developments in the European Union and Global Security: Non-Proliferation
Israel/Occupied Palestinian Territories	16–19 March 2009	Global Security: Israel and the Occupied Palestinian Territories
Afghanistan and Pakistan	27 April–1 May 2009	Global Security: Afghanistan and Pakistan
Sweden and Estonia Serbia, Kosovo and Bosnia-Herzegovina	12–15 October 2009	Developments in the European Union
New York and Washington D.C.	26–29 October 2009	Global Security: UK-US Relations

## Annex 3

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### Informal meetings held by the Foreign Affairs Committee in Session 2008–09

*Thursday 4th December 2008*

Mr Adnan Rashad Mufti, Speaker, and delegation, Kurdish National Assembly, Iraq

*Tuesday 16th December 2008*

Representatives of the Bahá'í Community of the UK: The Hon. Barnabas Leith, Principal Representative, Diplomatic Relations, and Daniel Wheatley, Government Relations Officer

*Tuesday 16th December 2008*

HE Barbara Tuge-Erecinska, Ambassador of the Republic of Poland

*Tuesday 13th January 2009*

Mr Silvan Shalom MK, former Deputy Prime Minister and Minister of Foreign Affairs of Israel, and Mr Yahav Lichner, Political Researcher at the Embassy of Israel

*Wednesday 28th January 2009*

Dr Hossein Nejabat MP, Mr Seid Mahdi Sadegh MP, Mr Rouhollah Jani Abbaspoor MP, Mr Gholamreza Asadollahi MP and Mr Ali Karimi Firoozjaee MP, and delegation from the Islamic Republic of Iran

*Tuesday 3rd February 2009*

Mr Andrew Gurr, Governor of St Helena, and Kedell Worboys, St Helena Government UK Representative

*Tuesday 3rd February 2009*

Mr Pak Kyong Son, Deputy Director, International Relations Department of the Central Committee, Korean Workers' Party, and Member, Supreme People's Assembly; Mr Ri Ung Gil and Mr Yong Kyong Chol, International Relations Department, Korean Workers' Party; Mr Kim Hyong Chol, Science and Education Department, Korean Workers' Party; accompanied by Mr Ri Ung Chol, Embassy of the Democratic People's Republic of Korea

*Wednesday 4th February 2009*

Mr Fernando Sanchez, Chairman of the International Relations Commission of the Costa Rican Parliament, and HE Mrs Pilar Saborio de Rocafort, Ambassador of Costa Rica

*Thursday 5th February 2009*

Mr Simon Brooks, International Committee of the Red Cross

*Tuesday 10th February 2009*

Mr John Hartley, Turks and Caicos Islands

*Tuesday 24th February 2009*

Ms Beatrice Megevand Roggo, Head of Operations for the Middle East and North Africa, International Committee of the Red Cross

*Tuesday 24th February 2009*

Professor Dr Gordana Durović, Deputy Prime Minister of Montenegro for European Integration, HE Dr Dragiša Burzan, Ambassador of Montenegro, Mrs Nada Mihailović Pavićević, Adviser to the Deputy Prime Minister, and Duška Marić, translator and administrative assistant to the Deputy Prime Minister

*Thursday 26th February 2009*

Mohammad Gulab Mangal, Governor of Helmand Province, Mrs Nasima Neyazi MP, Mr Moallem Mir Wali MP, Mr Engineer Ismael, Provincial Councillor, and Mr Saleem Zmarial, Governance Advisor, Afghanistan

*Monday 2nd March 2009*

HE Dr Dejan Popovic, Ambassador of the Republic of Serbia, and Mr Dragan Zupanjevac, Minister Counsellor and Deputy Head of Mission

*Monday 9th March 2009*

Ms Benita Ferrero-Waldner, European Commissioner for External Relations and European Neighbourhood Policy

*Tuesday 10th March 2009*

Gillian Merron MP, Parliamentary Under-Secretary of State with responsibility for Overseas Territories, Foreign and Commonwealth Office

*Thursday 12th March 2009*

Video conference with HMA Tel Aviv Tom Phillips and British Consul-General Richard Makepeace: pre-visit briefing on Israel/Occupied Palestinian Territories

*Thursday 12th March 2009*

Sir John Sawers, HMA and UK Permanent Representative to the UN in New York

*Thursday 12th March 2009*

Mr Ilir Meta, Chairman of the Committee of European Integration in the Albanian Parliament, leader of the Socialist Movement for Integration, and former Albanian Prime Minister and Minister of Foreign Affairs

*Thursday 12th March 2009*

Božidar Đelić, Deputy Prime Minister, Republic of Serbia

*Tuesday 24th March 2009*

Control Risk Security briefing on Afghanistan and Pakistan

*Tuesday 24th March 2009*

Members of the Council of Representatives of the Parliament of Iraq

*Wednesday 25th March 2009*

Stephen Wordsworth, HMA Belgrade, and Andy Sparkes, HMA Pristina

*Wednesday 25th March 2009*

Mr Sa'ad Hariri, Leader of the Future Movement, Lebanon

*Wednesday 25th March 2009*

Sir Sherard Cowper-Coles, Prime Minister's Special Representative to Afghanistan and Pakistan, and Mr Mark Sedwill, HMA Kabul

*Wednesday 25th March 2009*

Peter Gooderham, HMA UK Mission to the UN, Geneva

*Wednesday 25th March 2009*

Robert Brinkley, High Commissioner to Pakistan

*Thursday 26th March 2009*

Anne Pringle, HMA Moscow

*Thursday 26th March 2009*

Sir Geoffrey Adams, HMA Tehran

*Thursday 26th March 2009*

Mr Thulani Maseko, human rights' lawyer, Swaziland

*Thursday 26th March 2009*

Peter Millett, HM High Commissioner to Cyprus

*Thursday 26th March 2009*

Mr Christopher Prentice, HMA Baghdad

*Thursday 26th March 2009*

Sir Richard Stagg, HMA New Delhi

*Tuesday 31st March 2009*

HE Hatem Seif El Nasr, Egyptian Ambassador

*Monday 20th April 2009*

Miroslav Lajcak, Slovak Foreign Minister

*Tuesday 21st April 2009*

HE Miss Natalia Solcan, Moldovan Ambassador

*Tuesday 21st April 2009*

HE Mr Alexandros N. Zenon, High Commissioner of Cyprus

*Thursday 23rd April 2009*

Cabinet Office and FCO pre-visit briefing on Afghanistan and Pakistan

*Tuesday 12th May 2009*

Lunch with Arab Ambassadors

*Wednesday 13th May 2009*

Senator Jiri Dienstbier, Czech Republic, and Mr Miroslav Kolatek, Minister Counsellor and Deputy Head of Mission, Embassy of the Czech Republic

*Monday 18th May 2009*

Lunch with Chinese Delegation

*Tuesday 19th May 2009*

Galmo Williams, Premier and Leader of the Progressive National Party, Turks and Caicos Islands

*Tuesday 19th May 2009*

Delegation from the National People's Congress of China: Mr Zha Peixin, Member of the Standing Committee of the 11<sup>th</sup> National People's Congress, Mr Chen Jiagui, Member of the Standing Committee of the 11<sup>th</sup> National People's Congress, Mr Yang Gengyu, Deputy of the 11<sup>th</sup> National People's Congress, Mrs Gao Jinlu, Deputy Director General of General Office, the National People's Congress Foreign Affairs Committee, Mrs Zhu Naizhen, Division Director, General Office, the National People's Congress Foreign Affairs Committee, and Mr Wang Liming, Staff, General Office, the National People's Congress Foreign Affairs Committee

*Wednesday 20th May 2009*

Mr Abdel Koudous Abedina, representative of the ousted President of Mauritania

*Monday 1st June 2009*

Mr Yoo-chul Won, Mr Min-sik Park and Mr Gyu-baek Ahn, Members of the National Assembly of the Republic of Korea

*Tuesday 2nd June 2009*

Mr John Hartley, Turks and Caicos Islands

*Monday 8th June 2009*

Mr Hussain Abdul-Hussain, Chatham House Visiting Fellow

*Tuesday 9th June 2009*

Ms Dolma Gyari, Deputy Speaker of the Tibetan Parliament-in-Exile and representative of HH the Dalai Lama

*Tuesday 9th June 2009*

Mr Naoto Kan, Deputy Leader of the Democratic Party of Japan

*Wednesday 10th June 2009*

FCO briefing on Afghanistan

*Thursday 18th June 2009*

Lunch with Helmand Province MPs and APPG on Afghanistan

*Thursday 18th June 2009*

Delegation of MPs from Helmand Province, Afghanistan: Ms Nematullah Ghafari MP, Mr Hafi Wali Jan MP, Mr Haji Answar Khan MP, Mr Mir Wali Khan MP, Ms Nasima Niazi MP, Mr Naz Parwar MP

Martin Barber, former UN Co-ordinator in Afghanistan, Christian Dennys, representative of Co-operation for Peace and Unity

*Thursday 18th June 2009*

Azerbaijani Government officials and Parliamentarians: Dr Ilyas Ismailov MP, Human Rights Committee, Parliament, and Leader of the Delegation, Mr Samad Jafarov, Deputy Chief of Organised Crime, Ministry of Internal Affairs, Mr Jeyhun Mammadov, Chief of Branch, State Committee on work with Religious Entities, Mr Nusrat Suleymanov, Second Secretary the Arms Control Division, Ministry of Foreign Affairs, Mr Yasar Guliyev, Head of Department, Counter Terrorism Section, Ministry of National Security, Mr Guloghlan Muradli, Chief of Customs Violations Department, Mr Ilgar Safarov, Chief of Division, State Border Service

*Tuesday 23rd June 2009*

Mr Koji Tomita, Minister (Head of Political Section), Embassy of Japan

*Tuesday 23rd June 2009*

Former US Senator Bob Graham

*Tuesday 23rd June 2009*

Mr Boris Nemtsov, former Russian Deputy Prime Minister

*Tuesday 23rd June 2009*

Mr Andrii Goncharuk, chief foreign policy adviser to the President of Ukraine and Deputy Head of the Presidential Secretariat

*Thursday 2nd July 2009*

Alexander V. Sternik, Minister-Counsellor, Russian Embassy

*Monday 6th July 2009*

HE Dr Ivica Tomić, Croatian Ambassador, and Ms Maja Erceg, First Secretary

*Tuesday 7th July 2009*

Delegation from the Philippines, led by the Honourable Jinggoy Ejercito Estrada, Senate President Pro Tempore, and Mr Stephen Lillie, the UK Ambassador designate to the Philippines

*Thursday 9th July 2009*

Chris Bryant MP, Parliamentary Under-Secretary of State, Foreign and Commonwealth Office, and Sir Richard Gozney, Governor of Bermuda

*Tuesday 14th July 2009*

HE Ilham Aliyev, President of the Republic of Azerbaijan, accompanied by HE Elmar Mammadyarov, Minister of Foreign Affairs, and HE Fakhraddin Gurbanov, Ambassador

*Tuesday 14th July 2009*

Dr John Benjamin, Leader of the Sierra Leone Official Opposition Party

*Tuesday 14th July 2009*

HE Mr Tesfamichael Gerahtu Ogbaghiorghis, Ambassador of Eritrea

*Tuesday 14th July 2009*

Moulana Fazl-ur-Rahman MNA, Chairman of the Kashmir Committee, Parliament of Pakistan

*Thursday 16th July 2009*

Sir John Chilcot GCB, Chairman of the Iraq Inquiry

*Tuesday 15th September 2009*

HE Antonio M Lagdameo, Ambassador of the Philippines

*Tuesday 15th September 2009*

Mr P M Amza, Deputy High Commissioner, Sri Lanka

*Tuesday 15th September 2009*

Mr Radwan Ziadeh, Chatham House Visiting Fellow

*Wednesday 16th September 2009*

Mr John Hartley, Turks and Caicos Islands

*Thursday 24th September 2009*

Mr Abdirahman Omar Osman, Minister of Treasury, Republic of Somalia

*Tuesday 6th October 2009*

HE Mr Nalin Surie, High Commissioner of India

*Tuesday 6th October 2009*

HE Ms Jadranka Negodic, Ambassador of Bosnia and Herzegovina

*Monday 19th October 2009*

Mrs Rasa Jukneviene, Lithuanian Defence Minister

*Monday 19th October 2009*

Mr Volodymyr Lytvyn, Speaker of Ukraine Parliament

*Tuesday 20th October 2009*

Mr Pierre Lequiller, Chairman, EU Affairs Committee, French National Assembly

*Thursday 22nd October 2009*

Mr Mark Lyall Grant, incoming UK Permanent Representative to the UN

*Thursday 22nd October 2009*

HE Mr Louis B. Susman, U.S. Ambassador

*Tuesday 3rd November 2009*

Mr Martin Davidson, Chief Executive; Sue Beaumont, Director Near East and North Africa; Alan Gemmell, Director External Relations; Cathy Stephens, Director Innovation; and John Worne, Director Strategy and External Relations, British Council

*Thursday 5th November 2009*

Dr Nicola Brewer, British High Commissioner to South Africa

*Monday 9th November 2009*

Delegation of Members from Israeli Knesset: Mr Nachman Shai MK, Mrs Anastassia Michaeli MK, Ms Tzipi Hotovely MK, Mr Yitzhak Vaknin MK, Mr Majalli Whbee MK, Mrs Talya Lador-Fresher, Deputy Ambassador, and Ms Judith Bueno, Foreign Affairs Department

*Tuesday 10th November 2009*

Mr Terje Rød-Larsen, President of the International Peace Institute, New York, and  
Francesco Mancini, Deputy Director of Studies

*Thursday 12th November 2009*

Mr Yahiaoui Lamine Baali, UK Representative of Polisario (Western Sahara)

*Thursday 12th November 2009*

Mrs Yazdursun Gurbannazarova (Chairwoman) and Mr Atamurat Tailyev (Member),  
Committee on Human Rights and Liberties Protection, Turkmenistan Parliament

*Tuesday 17th November 2009 (during the Prorogation of Parliament)*

HE Mr Tesfamicael Gerahtu Ogbaghiorghis, Ambassador of Eritrea

*Tuesday 17th November 2009 (during the Prorogation of Parliament)*

Hon. Lutfo Dlamini, Minister of Foreign Affairs and International Relations, Swaziland

*Tuesday 17th November 2009 (during the Prorogation of Parliament)*

Prime Minister Robert Fico, Slovakia

## Annex 4

### Oral evidence sessions

During the Session 2008–09 the Committee held 17 oral evidence sessions and the Committees on Arms Export Controls held three oral evidence sessions. The evidence listed below is available on the Committee’s website, [www.parliament.uk/facom](http://www.parliament.uk/facom).

Date	Evidence session
10 December 2008	<i>Developments in the European Union</i> Rt Hon David Miliband MP, Foreign Secretary, and Mr Matthew Rycroft, Director EU, Foreign and Commonwealth Office
21 January 2009	<i>Strategic Export Controls*</i> Ian Pearson MP, Economic and Business Minister, Department for Business, Enterprise and Regulatory Reform (BERR), Mr John Doddrell, Director, Export Control Organisation, BERR, and Ms Jayne Carpenter, Assistant Director, Export Control Organisation, BERR
28 January 2009	<i>Global Security: Non-Proliferation</i> Roy Isbister, UK Working Group on Arms, Dr Dan Plesch, Director, Centre for International Studies and Diplomacy, School of Oriental and African Studies, University of London, and Mr David Hayes, Chairman, Export Group for Aerospace and Defence
4 February 2009	<i>Global Security: Non-Proliferation</i> Bill Rammell MP, Minister of State, Mariot Leslie, Director-General Defence and Intelligence, and Paul Arkwright, Head of Counter Proliferation Department, Foreign and Commonwealth Office
11 February 2009	<i>Global Security: Israel and the Occupied Palestinian Territories</i> Dr Hani Albasoos, political and security analyst, Senior Advisor, House of Wisdom, Palestinian Institute for the Study of Conflict Resolution & Governance, former Assistant Professor, Islamic University, Gaza, Ms Nomi Bar-Yaacov, foreign policy adviser on Middle Eastern affairs, former Head, Middle East Conflict Management Programme, International Institute for Strategic Studies, Dr Ahron Bregman, Department of War Studies, King's College, London, and Professor Iain Scobbie, Sir Joseph Hotung Research Professor in Law, Human Rights and Peace Building in the Middle East, School of Oriental and African Studies, University of London
25 February 2009	<i>Global Security: Afghanistan and Pakistan</i> Colonel (retired) Christopher Langton, Senior Fellow for Conflict, the International Institute for Strategic Studies, Theo Farrell, Professor of War, Department of War Studies, King's College London, Professor Shaun Gregory, Pakistan Security Research Unit, University of Bradford, Sean Langan, British journalist and documentary film-maker
4 March 2009	<i>Global Security: Israel and the Occupied Palestinian Territories</i> Bill Rammell MP, Minister of State, and Dr John Jenkins, Director, Middle East, Foreign and Commonwealth Office

11 March 2009	<i>Strategic Export Controls*</i> Mr Oliver Sprague, Amnesty UK, Ms Marilyn Croser, Oxfam GB, and Mr Roy Isbister, Saferworld, Mr David Hayes, Chairman, Export Group for Aerospace and Defence (EGAD), Mr Nigel Knowles, Vice Chairman, EGAD, and Ms Bernadette Peers, Member, Compliance Support and NGO Liaison Subcommittees, EGAD
11 March 2009	<i>Developments in the European Union</i> Baroness Catherine Ashton, European Trade Commissioner
25 March 2009	<i>Global Security: Afghanistan and Pakistan</i> Elizabeth Winter, researcher and social scientist, Dr Jonathan Goodhand, School of Oriental and African Studies, David Mansfield, freelance consultant, and Fabrice Pothier, Director, Carnegie Europe
21 April 2009	<i>Global Security: Afghanistan and Pakistan</i> David Loyn, BBC journalist and author of 'Butcher & Bolt', James Fergusson, journalist and author of 'A Million Bullets', Christina Lamb, Sunday Times journalist and foreign correspondent, Dr Stuart Gordon, Senior Lecturer, Royal Military Academy, Sandhurst, Daniel Korski, Senior Fellow, European Council on Foreign Relations, and Sajjan Gohel, Director of International Security at the Asia-Pacific Foundation (APF)
22 April 2009	<i>Strategic Export Controls*</i> Bill Rammell MP, Minister of State, Jo Adamson, Deputy Head of Counter Proliferation Department, and Andrew Massey, Head of Arms Trade Unit, Counter Proliferation Department, Foreign and Commonwealth Office
14 May 2009	<i>Global Security: Afghanistan and Pakistan</i> Rt Hon Lord Malloch-Brown, Minister of State, and Adam Thomson, Director, South Asia and Afghanistan, Foreign and Commonwealth Office
1 June 2009	<i>Global Security: Israel and the Occupied Palestinian Territories</i> Rt Hon Tony Blair, Representative of the Middle East Quartet
10 June 2009	<i>Human Rights</i> Kate Allen, Director, Amnesty International UK, and Tom Porteous, London Director, Human Rights Watch
16 June 2009	<i>Human Rights</i> Rt Hon David Miliband MP, Foreign Secretary, Simon Manley, Director of Defence and Strategic Threats, and Susan Hyland, Head of Human Rights Democracy and Good Governance Group, Foreign and Commonwealth Office
17 June 2009	<i>Developments in the European Union</i> Rt Hon David Miliband MP, Foreign Secretary, and Matthew Rycroft, Director EU, Foreign and Commonwealth Office
21 October 2009	<i>Pre-appointment Hearing</i> Rt Hon Baroness Amos of Brondesbury, prospective High Commissioner to Australia, and Mr Asif Ahmad, Head of the South East Asia and Pacific Group (SEAPG), Foreign and Commonwealth Office

<p>4 November 2009</p>	<p><i>FCO Departmental Annual Report 2008–09</i>                  Martin Davidson, Chief Executive, Gerard Lemos, Acting Chairman, and Sue Beaumont, Regional Director Near East and North Africa, British Council, Peter Horrocks, Director, Richard Thomas, Chief Operating Officer, and Behrouz Afagh, Head of Asia Pacific Region, BBC World Service</p>
<p>11 November 2009</p>	<p><i>Global Security: UK-US Relations</i>                  Dr Robin Niblett, Director, Chatham House, Dr Dana Allin, Senior Fellow, International Institute for Strategic Studies, Dr David Dunn, Reader in International Politics, University of Birmingham, Lord Wallace of Saltaire, and Professor Malcolm Chalmers, Royal United Service Institute</p>

\* *Committees on Arms Export Controls*

## Annex 5<sup>55</sup>

### Foreign Affairs Committee entry in the House's Sessional Return<sup>56</sup>

For website access click on [www.parliament.uk/facom](http://www.parliament.uk/facom)

The Committee was nominated by the House of Commons on 13 July 2005.

<b>Members</b>	<b>Meetings attended</b>
Gapes, Mike (Chairman)	27 out of 29
Campbell, Sir Menzies	19 out of 29
Hamilton, Mr Fabian	20 out of 29
Heathcoat-Amory, Mr David	20 out of 29
Horam, Mr John	24 out of 29
Illsley, Mr Eric	25 out of 29
Keetch, Mr Paul	14 out of 29
Mackinlay, Andrew	22 out of 29
Moss, Mr Malcolm	26 out of 29
Osborne, Sandra	22 out of 29
Pope, Mr Greg	19 out of 29
Purchase, Mr Ken	26 out of 29
Stanley, Sir John	28 out of 29
Stuart, Ms Gisela	21 out of 29
<b>Overall Attendance:</b>	<b>77.1 %</b>

Total number of meetings: 29

Of which:

Number of meetings at which oral evidence was taken	17
Number of times oral evidence was taken partly or wholly in private	1
Number of wholly private meetings	11
Number of concurrent meetings with other committees	0

#### **Other activities**

Informal meetings (including overseas visitors)	87
Conferences/Seminars hosted	0

#### **Staff**

Details of the permanent staff of the Committee during the Session can be found in the Committee's publications.

#### **Specialist Advisers during the Session**

None.

55 This Annex consists of a provisional text of the Committee's entry in House of Commons, Sessional Returns 2008–09, expected to be published in January 2010.

56 House of Commons, *Sessional Returns: Session 2008–09* (HC 1)

**Witnesses**

Oral Evidence was given during the Session by the following categories of witnesses:

Number of appearances by:	
Cabinet Ministers	3
Other Ministers	3
Members of the House of Lords	3
Number of appearances by officials or representatives of:	
Foreign and Commonwealth Office	7
BBC World Service	1
British Council	1
European Commission	1
Appearances by other witnesses	30

**Overseas Visits**

Date	Destination	Members	Staff	Purpose	Cost
12-15.1.09	Prague, Czech Republic and Warsaw, Poland	Hamilton, Heathcoat-Amory, Illsley, Mackinlay, Moss, Stanley, Stuart	2	Inquiry into Developments in the European Union	£16,464.54
12-15.1.09	Geneva, Switzerland and Vienna, Austria	Horam, Osborne, Purchase	2	Inquiry into Global Security: Non-Proliferation	£12,801.27
Cancelled	Prague, Czech Republic <sup>A</sup>			Conference of Foreign Affairs Committee Chairmen	£325.26
16-19.3.09	Israel and the Occupied Palestinian Territories	Hamilton, Illsley, Keetch, Mackinlay, Moss, Osborne, Pope, Purchase, Stanley, Stuart	2	Inquiry into Global Security: Israel and the Occupied Palestinian Territories	£26,544.35
26.4-1.5.09	Pakistan and Afghanistan	Gapes, Heathcoat-Amory, Horam, Keetch, Moss, Osborne, Stanley, Stuart	2	Inquiry into Global Security: Afghanistan and Pakistan	£27,091.76
17.5.09	Rome, Italy <sup>A</sup>	Gapes	0	Conference of the G8 Foreign Affairs Committee Chairmen	£1,392.13

Date	Destination	Members	Staff	Purpose	Cost
29-30.8.09	Bled, Slovenia <sup>A</sup>	Gapes	0	Forum on the politics of economic crises	£740.25
6-7.9.09	Visby, Sweden <sup>A</sup>	Gapes	1	EU Conference of Foreign Affairs Committee Chairmen	£2,768.45
12-15.10.09	Stockholm, Sweden and Tallinn, Estonia	Gapes, Horam, Keetch, Moss, Osborne, Pope, Stuart	2	Inquiry into Developments in the European Union	£13,508.44 (estimated outturn)
12-15.10.09	Belgrade, Serbia, Pristina, Kosovo and Sarajevo, Bosnia-Herzegovina	Hamilton, Purchase, Stanley	2	Inquiry into Developments in the European Union	£13,851.35 (estimated outturn)
20.10.09	Stockholm, Sweden <sup>A</sup>	Gapes	1	Meeting on the shaping of a parliamentary dimension to the Eastern Partnership	£2,536.88
26-29.10.09	New York and Washington DC, USA	Gapes, Campbell, Hamilton, Horam, Illsley, Keetch, Mackinlay, Moss, Osborne, Pope, Stanley, Stuart	2	Inquiry into Global Security: UK-US Relations	£54,616.71 (estimated outturn)

<sup>A</sup> Travel in a representative capacity

#### **Visits to European Institutions**

None.

#### **UK Visits**

None.

#### **Reports and Oral and Written Evidence**

Title	HC No. (2008–09)	Date of publication	Government reply
First Report: <i>The Work of the Committee in 2007–08</i>	113	15.1.09	Not applicable
Second Report: <i>Foreign and Commonwealth Office Annual Report 2007–08</i>	195	8.2.09	Cm 7585, published 17.4.09

<b>Title</b>	<b>HC No. (2008–09)</b>	<b>Date of publication</b>	<b>Government reply</b>
Third Report: <i>Visit to Cyprus</i>	196	6.2.09	Not applicable
Fourth Report: <i>Global Security: Non-Proliferation</i>	222	14.6.09	Cm 7692, published 14.8.09
Fifth Report: <i>Global Security: Israel and the Occupied Palestinian Territories</i>	261	26.7.09	Cm 7710, published 6.10.09
Sixth Report: <i>Scrutiny of Arms Export Controls (2009): UK Strategic Export Controls Annual Report 2007, Quarterly Reports for 2008, licensing policy and review of export control legislation<sup>A</sup></i>	178	19.8.09	Cm 7698, published 22.10.09
Seventh Report: <i>Human Rights Annual Report 2008</i>	557	9.8.09	Cm 7723, published 9.10.09
Eighth Report: <i>Global Security: Afghanistan and Pakistan</i>	302	2.8.09	Cm 7702, published 2.10.09
Oral and Written Evidence: <i>Iraq and Afghanistan<sup>B</sup></i>	1145-i	9.2.09	Not applicable
Oral and Written Evidence: <i>Developments in the European Union</i>	79-i	2.4.09	Not applicable
Oral and Written Evidence: <i>Developments in the European Union</i>	79-ii	1.9.09	Not applicable
Oral and Written Evidence: <i>Developments in the European Union</i>	79-iii	1.9.09	Not applicable
Oral Evidence published on the Internet: <i>Pre-appointment Hearing: Rt Hon Baroness Amos of Brondesbury</i>	1052-i	21.10.09	Not applicable
Uncorrected Oral Evidence published on the Internet: <i>British Council</i>	1106-i	4.11.09	Not applicable
Uncorrected Oral Evidence published on the Internet: <i>BBC World Service</i>	1107-i	4.11.09	Not applicable
Uncorrected Oral Evidence published on the Internet: <i>Global Security: UK-US Relations</i>	1100-i	11.11.09	Not applicable
Written Evidence published on the Internet: <i>Developments in the European Union</i>		21.1.09; 11.3.09; 24.6.09; 15.7.09; 4.11.09	Not applicable
Written Evidence published on the Internet: <i>Global Security</i>		21.1.09; 24.6.09	Not applicable
Written Evidence published on the Internet: <i>Human Rights</i>		21.1.09; 11.3.09; 6.5.09	Not applicable

Title	HC No. (2008–09)	Date of publication	Government reply
Written Evidence published on the Internet: <i>Miscellaneous Matters</i>		21.1.09; 11.3.09; 6.5.09; 24.6.09	Not applicable
Written Evidence published on the Internet: <i>Overseas Territories</i>		21.1.09; 11.3.09; 6.5.09; 15.7.09	Not applicable
Written Evidence published on the Internet: <i>Global Security: Japan and Korea</i>		11.3.09; 6.5.09	Not applicable
Written Evidence published on the Internet: <i>FCO Departmental Annual Report 2008–09</i>		1.4.09; 15.7.09; 4.11.09	Not applicable
Written Evidence published on the Internet: <i>BBC World Service</i>		4.11.09	Not applicable
Written Evidence published on the Internet: <i>British Council</i>		4.11.09	Not applicable
Written Evidence published on the Internet: <i>Global Security: Israel and the Occupied Palestinian Territories</i>		4.11.09	Not applicable
Written Evidence published on the Internet: <i>Global Security: UK-US Relations</i>		4.11.09	Not applicable
Written Evidence published on the Internet: <i>Pre-appointment Hearing</i>		4.11.09	Not applicable

<sup>A</sup> Jointly with the Business, Innovation and Skills, Defence and International Development Committees

<sup>B</sup> HC No. refers to Session 2007–08

### **Government replies to Reports for Session 2007–08**

Reply to the Committee's Tenth Report: *Global Security: Japan and Korea*, published as Cm 7534 (29.1.09).

### **Formal Minutes**

The Formal Minutes of the Committee were published electronically after each meeting of the Committee. They are available on the Committee's website at <http://www.parliament.uk/facom>.

### **Divisions**

Date	Subject
21.7.09	Eight, on amendments proposed to the Chairman's draft Report on <i>Global Security: Afghanistan and Pakistan</i>

### **Debates**

Committee reports were debated on 3 occasions in Westminster Hall. Further details can be found in the Committee's Sessional Report.

**Number of oral evidence sessions for each inquiry during the Session**

<b>Inquiry</b>	<b>Number of oral evidence sessions</b>
BBC World Service	1
British Council	1
Developments in the European Union <sup>A</sup>	3
Global Security: Afghanistan and Pakistan	4
Global Security: Israel and the Occupied Palestinian Territories	3
Global Security: Non-Proliferation <sup>A</sup>	2
Global Security: UK-US Relations	1
Human Rights Annual Report 2008	2
Pre-appointment Hearing	1
<b>Total</b>	<b>18<sup>B</sup></b>

<sup>A</sup> The Committee took oral evidence on these inquiries in Session 2007–08; figures appear in the Return for that Session (HC 1 (2007–08)).

<sup>B</sup> On one occasion the Committee's meeting comprised two separate oral evidence sessions.

# Formal Minutes

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**Wednesday 25 November 2009**

Members present:

Mike Gapes, in the Chair

Sir Menzies Campbell	Andrew Mackinlay
Mr Fabian Hamilton	Mr Malcolm Moss
Mr David Heathcoat-Amory	Mr Greg Pope
Mr John Horam	Mr Ken Purchase
Mr Eric Illsley	Sir John Stanley
Mr Paul Keetch	Ms Gisela Stuart

The Committee deliberated.

Draft Report (*The Work of the Committee in 2008–09*), proposed by the Chairman, brought up and read.

*Ordered*, That the Chairman's draft Report be read a second time, paragraph by paragraph.

Paragraphs 1 to 61 read and agreed to.

Annexes agreed to.

*Resolved*, That the Report be the First Report of the Committee to the House.

*Ordered*, That the Chairman make the Report to the House.

The Committee further deliberated.

[Adjourned till Wednesday 2 December at 2 p.m.]