Managing Global Migration

A strategy to build stronger international alliances to manage migration

Home Office and Foreign and Commonwealth Office
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Migration is a global issue, which requires global solutions. It is both a cause and consequence of global economic trends over the last three decades. Migration is not new, but today’s scale and pace of change is. There are already nearly 200 million migrants worldwide.

As one of the world’s most prosperous and outward-looking nations, the UK has a leading role in managing migration. We want borders that are open to those who bring skills, talent, business and creativity that boost our economy, yet closed to those who might cause us harm or seek to enter illegally.

We have already set out a comprehensive plan to manage personal identity data, ensure and enforce compliance with our rules and to better safeguard our borders. But we cannot act in isolation. We have a responsibility to work with other countries to better understand and manage global migration.

This strategy sets out how we will deliver our policies by building stronger international alliances. It lays out the areas where we will take a leading role at international level to influence developments so that the benefits of migration are maximised for citizens of the UK and further afield.

We have already achieved much. Working with France through juxtaposed immigration controls has helped cut the number of illegal entrants detected in Kent by 88 per cent since 2002. Airline Liaison Officers in over 30 countries have prevented almost 180,000 people with inadequate documentation from boarding planes to come to the UK. Last year, we removed 18,235 failed asylum seekers and their dependants, 16 per cent more than in 2005.

We can do more. To deliver our strategy, we will make co-operation on migration a key element in our bilateral and multilateral relationships with other countries. We will extend our bilateral agreements to specify the benefits of co-operation on migration and the disadvantages of failure to co-operate. Sharing data with European Union (EU) and other partners and encouraging the common use of new technologies to fix people’s identities will better secure our borders against illegal entry and speed up legitimate travel.

This is a joint strategy between our departments: it reflects the close co-operation achieved through joint work on migration in the UK and in embassies overseas. It is a clear statement of our wish to build stronger and more effective alliances that put migration at the heart of our foreign policy relationships.

Liam Byrne MP
Minister for Nationality, Citizenship and Immigration, Home Office

Lord Triesman
Parliamentary Under-Secretary of State, Foreign and Commonwealth Office
Executive summary

This strategy sets out how the Government intends to pursue its migration objectives internationally. It recognises that strong international relationships are central to the delivery of our main aims: to make legitimate travel easier and illegal travel as hard as possible.

Our strategic objectives

- **We will strengthen our borders**, use tougher checks abroad so that only those with permission can travel to the UK, and ensure we know who leaves so that we can take action against those who break the rules.

- **We will fast track asylum decisions**, remove those whose claims fail and integrate those who need our protection.

- **We will ensure and enforce compliance with our immigration laws**, removing the most harmful people first and denying the privileges of Britain to those here illegally.

- **We will boost Britain’s economy** by bringing the right skills here from around the world, and ensuring this country is easy to visit legally.

The strategy describes how we will take action across the international agenda, ensuring that migration issues are factored into our work worldwide.

Specifically, the strategy describes how the Government will:

- put migration at the heart of many of our bilateral and multilateral relationships;
- make greater use of biometric data and share data legally with our international partners;
- intensify our efforts to work with our partners to tackle human smuggling and trafficking;
- continue to offer protection to genuine refugees but work with EU partners to reduce ‘asylum shopping’ across Europe and increase our efforts to deter and return those who have no legitimate claim; and
- promote legal migration to the UK to boost the economy and provide the skills we need.

The strategy is divided into three parts:

**Chapter 1: International migration: the UK in context**

This chapter sets out the global background to migration. It looks at why migrants are moving and where they are moving to. It puts the UK’s experience in the global context and shows how migration affects every nation.

**Chapter 2: Our international objectives**

Chapter 2 describes the actions the UK will take together with its international partners to deliver our strategic objectives. It sets out our work to secure stronger borders; to fix single identities to travellers through biometrics; to create an ‘offshore’ border overseas; to disrupt illegal migration routes and organised immigration crime; to reduce asylum abuse and strengthen our ability to return those who are not entitled to remain and to make legal migration quicker and easier for those we seek to attract.

**Chapter 3: Making it happen**

The final chapter describes the mechanisms through which we will manage migration into the UK and help build a global approach to migration. It shows how we ensure coherence and co-ordination in our international work.
Chapter 1:
International migration: the UK in context

Migration in a globalised world
1. Throughout history people have moved from one place to another, either temporarily or permanently, to seize new opportunities, improve their lives, join family or escape conflict. These movements have always brought benefits and challenges to the places migrants move to and to the places they leave behind. In recent years, globalisation has led to even larger movements of people.

2. The UK has made significant economic and cultural gains from migration. The Treasury estimates that migration contributed around 15–20 per cent to growth between 2001 and 2005. Migration increases investment, innovation and entrepreneurship in the UK and is central to developing a high-value economy. Similarly, the ability to hire workers from abroad is important in making the UK an attractive business environment for firms.

3. Migrant communities also help connect us to the global economy. They play a role in increasing the UK’s trade with countries of origin and this will be increasingly important as other major new economic markets mature in China, India and Brazil in particular.

4. UK citizens have also benefited from the opportunities available in other countries. In fact, an estimated 5.5 million currently live abroad with the largest populations in Australia, Spain, the USA, Canada and Ireland.

5. To manage migration better we must understand the realities of migration today, beginning with its global scale and the ease of movement. According to United Nations (UN) statistics, between 1960 and 2005 the number of persons living abroad more than doubled from 75 million to 191 million.* While growth in the number of international migrants in developing countries has stagnated since 1990, migrant numbers have continued to grow steadily in developed countries.

Proportion of all international migrants by geographical region, 2005

Europe
Asia
North America
Latin America and the Caribbean
Oceania


6. Europe is home to the largest number of international migrants (33 per cent), followed by Asia (28 per cent), North America (23 per cent) and Africa (9 per cent). Measured by the percentage of both foreign and foreign-born populations, the UK lies approximately mid-way among the selected Organisation for Economic Co-operation and Development (OECD) countries, below France, Germany and the USA. Between 1990 and 2005, the USA gained 15 million migrants, Spain and Germany gained 4 million each, while the UK gained just 1.6 million.

* About a fifth of this increase can be attributed to the fall of the former Soviet Union, the split of the former Yugoslavia and the division of the former Czechoslovakia, after which events formerly ‘internal’ migrants became ‘international’ migrants.
Chapter 1: International migration: the UK in context

Stock of foreign-born and foreign population in the selected OECD countries (2004 unless otherwise stated)

![Graph showing the percentage of foreign-born and foreign population in selected OECD countries]


7. The pace of change has also become an important factor in many developed countries recently. For example, between 1995 and 2004 Spain experienced a 400 per cent increase in its foreign population.

Why do migrants move?

8. Most migrants come to the UK legally and for legitimate reasons. The OECD estimates that the greatest proportion of migrants to the UK come here to work (42 per cent), which is significantly higher than the OECD average of 29 per cent.

9. In 2002, the Home Office commissioned research from the National Institute of Economic and Social Research (NIESR) which identified the following key factors for legal migrants who intend to stay in the UK for over 12 months (excluding asylum seekers):

- UK incomes relative to those in other EU countries and in the person’s home country;
- the size and nationalities of existing migrant communities in the UK;
- the share of 15 to 29-year-olds in the home country population;
- bilateral trade; and
- the rate of unemployment in the UK.

10. Migrants to the UK come from a wide range of countries. Some of those who come to work or study are from poorer countries where job opportunities and training are limited whereas others come from developed countries such as Australia and the USA.

Top ten countries of last residence of migrants who are not British citizens (2004 and 2005 combined)

<table>
<thead>
<tr>
<th>Country</th>
<th>Migrants (thousands)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 India</td>
<td>91</td>
</tr>
<tr>
<td>2 Poland</td>
<td>66</td>
</tr>
<tr>
<td>3 South Africa</td>
<td>55</td>
</tr>
<tr>
<td>4 Australia</td>
<td>51</td>
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<td>5 China</td>
<td>48</td>
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<td>6 Pakistan</td>
<td>36</td>
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<td>7 USA</td>
<td>34</td>
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<tr>
<td>8 Germany</td>
<td>24</td>
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<tr>
<td>9 New Zealand</td>
<td>20</td>
</tr>
<tr>
<td>10 Philippines</td>
<td>20</td>
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</tbody>
</table>

Source: ONS (2007) International Migration. ‘Migrant’ refers to those who change their country of usual residence for at least a year.
11. Migrants from the countries that have recently joined the EU do not just migrate to the UK but have gone to a wide range of European countries. In 2004, Polish nationals were among the top migration movements to Germany, the Netherlands, Belgium and Italy.

12. There is also a minority of migrants who have to leave their home countries due to political instability, conflict or natural disasters, and the consequent need for refuge. Across Europe, there has been a general decline in the number of asylum seekers. In the UK, this trend has been particularly sharp: 2006 saw the lowest yearly intake of asylum seekers since 1993.

Illegal migration

13. The costs of travel have fallen greatly in recent years, making movement easier both for those wishing to travel for legal purposes and by legal means, but also for illegal migrants. Many countries are experiencing illegal migration. For example, it is estimated that there are over 10 million illegal migrants in the USA.

14. Illegal migrants will often take a variety of circuitous routes to get to their destination. These routes can change frequently as immigration and law enforcement officials learn about them and close them. The main routes to the UK are:

- from East Africa through North Africa, by sea and over land to Europe and the UK;
- from South Asia and the Middle East through Turkey by sea and over land to Europe and the UK;
- from Asia through Russia and Eastern Europe over land to Western Europe and the UK; and
- from West Africa through the Iberian peninsula by sea and over land to Northern Europe and the UK.

15. Traffickers and smugglers can play a key role in facilitating the movement of illegal migrants, often at high prices. Payments to organised criminals range from £150 to £20,000 depending on route and nationality. Estimates of the extent of human trafficking differ but the International Labour Organization estimated in 2005 that, globally, at least 2.5 million people were victims of trafficking at any given point in time.

What will happen in the future?

16. Future migration trends depend on a number of factors and are therefore difficult to predict. The Global Commission on International Migration expects an increase in the number of people seeking to migrate from one country and continent to another in the years to come. The UN predicts that by 2050 world population will be 9.2 billion. Even if the proportion of people migrating stays the same, this will represent a 40 per cent increase in the number of international migrants worldwide. This presents real challenges and opportunities.
Chapter 1: 
International migration: the UK in context

17. One important opportunity is the potential benefit to the UK economy of migrant communities from the great growth economies of the future. Research from the USA and Canada has found links between international trade and diaspora communities and, within the UK, it has been found that migration from certain countries had significant positive effects on both imports and exports. About half of the £26 billion of foreign direct investment into China in 2002 originated from the Chinese diaspora. The UK is ideally placed to capitalise on this phenomenon. Our foreign-born communities in the UK are vital bridgeheads to the great growth markets of the future.

18. Another key benefit of an increased number of people on the move is more short-term visitors including students, business visitors and tourists. It is estimated that the tourism industry in the UK is worth over £74 billion per year. A record 32 million visitors came to the UK in 2006, spending £15 billion while they were here. There are a number of things we can do internationally within the migration system to facilitate such travel.

19. Of course, an increase in migration brings challenges too. The following chapter sets out the activities we will undertake with our international partners to address the challenges and to maximise the benefits and potential of migration.
20. Because migration is a global phenomenon, Britain cannot act in isolation. Getting our international relationships right will enable us to reap the benefits of migration as well as to reduce any potential harm.

21. This chapter sets out the range of work we will do with other countries and international organisations and in other forums to deliver our objectives.

**Stronger borders**

22. To secure our border in the future, we need a different doctrine of control. The UK will therefore develop a new offshore border exploiting *new technology, particularly biometrics*. We will increasingly check individuals as far from the UK as possible and then through each stage of their journey. We want the UK to be attractive and welcoming to business, tourist, student and family visitors, as well as to skilled migrants and returning nationals and residents, but tougher on terrorists and others intent on harm, or who seek to enter illegally.

23. Our global policy for stronger borders will embrace five key objectives:

- fixing foreign nationals’ identity securely;
- working with allied countries to ensure that systems are interoperable or compatible;
- collecting, analysing and sharing data legally to help legitimate travellers move quickly and to stop illegal travellers and those who could harm our country;
- attacking organised immigration crime; and
- securing stronger policing of key illegal migration routes by working with ‘transit’ countries.

24. At the heart of our border strategy is the concept of using biometrics to fix people’s identities at the earliest point practicable. We will issue biometric visas worldwide by 2008 to identify people presenting a risk and stop them coming here. We will also begin to issue biometric ID cards for nationals from outside the European Economic Area (EEA) from 2008 to help combat illegal working.

25. Within the EU, we will work towards stronger document security:

- The passports of citizens of EU member states now incorporate a microchip containing a facial image of the holder. Member states in the Schengen area will also record fingerprints in passports in 2009 and the UK will keep in step with these developments.
- Residence permits issued to categories of non-EEA foreign nationals residing in the EU will begin to incorporate digital photographs and fingerprints from 2008. These standards have been agreed by all EU member states including the UK. The UK will issue permits in the form of biometric ID cards, starting in 2008.
- During the UK Presidency of the EU in 2005, an inter-governmental agreement was reached on common minimum standards for ID cards. Those member states that are upgrading their identity cards are producing more secure versions, and the UK will start issuing ID cards to British citizens in 2009.

26. In *Securing the UK Border*, published in March 2007, we set out plans to build offshore border checks. To maximise the benefit of these technological advances, it is important that *allied countries’ systems are interoperable or compatible*. Our electronic border screening systems will aim for this, so that information can be easily exchanged, thus making the movement of legitimate travellers easier and illegal migrants harder.
Chapter 2: Our international objectives

27. To support interoperability, we will:
   - develop reciprocal arrangements with allied countries for the capture of biometric data for visa applicants. Using each others’ networks will allow us to make the application process more accessible and efficient. We are exploring such arrangements with the USA and Australia, as well as with several EU member states;
   - promote the establishment of global technical standards in the collection of passenger data; and
   - help the International Civil Aviation Organization (ICAO) to encourage all states to adopt the agreed ICAO globally interoperable standards and specifications for machine-readable travel documents, including those containing biometrics.

28. We will also enhance our capabilities through sharing more immigration data, where it is legal to do so, not just in the UK but also internationally with overseas law enforcement and security agencies. Checking the given identities of people seeking to come to the UK before they travel with data from international partners greatly enhances our ability to deny entry to foreign criminals, immigration offenders and others who might cause harm to the UK. This will also streamline clearance for legitimate passengers coming for work, study or pleasure. Data sharing can also be used to identify, redocument and remove people without entitlement who seek to use false identities or information to remain here.

29. We will work with partners to develop the ability to share data legally and systematically where it is necessary and proportionate for immigration purposes and within a properly regulated framework consistent with data protection and other legislation. We will:
   - promote data sharing within the EU, developing capabilities with member states and exploring interoperability with the forthcoming EU Visa Information System; and
   - build on the commitment of the Four Country Conference of the UK, USA, Canada and Australia in April 2007 to develop projects that will underpin a framework for systematic exchange of data.

30. We believe that other countries will see the benefit of joining such a framework. Our goal is a model whereby appropriate data are easily and securely shared by all EEA countries and those with a visa waiver. To this end, we will:
   - explore the potential for an international data exchange agreement building on the range of agreements currently or soon to be in place.

Co-operation in the collection of biometric data

This summer, the UK will join seven EU member states to participate in Biodev II, a European Commission-funded project to trial the collection of biometrics and the verification of biometric data at external borders. This pilot will enable us to assess the benefits to be gained from collaborative working with European partners, and the information we gather about the interoperability of technology and processes will inform the development of future reciprocal arrangements.
31. We will create a **new offshore border** for the UK. One of the first ways in which travellers encounter the UK’s immigration system is through applying for a visa. In 2005/06, our global UKvisas network handled over 2.5 million visa applications, around 475,000 of which were refused because they failed our checks.

**Our offshore border**
In 2006 we stopped 17,000 people crossing the channel illegally, and our juxtaposed immigration controls in France and Belgium caught around 3,900 people trying to enter the UK clandestinely. Over the last five years, airlines, working with our international network of Airline Liaison Officers, have prevented nearly 180,000 inadequately documented people from boarding planes.

32. In addition, we will:

- review the operation of our global network of overseas border security advisers (Airline Liaison Officers), who help check that people have the right documents before boarding, by the end of 2007. We will also establish more co-operation agreements with liaison officers from different countries and host nations;
- examine the concept of a Sea Carrier Liaison Officer, who could perform a similar function to an Airline Liaison Officer at major maritime ports of embarkation to the UK;
- continue to expand the UKvisas Risk Assessment Unit network to combat abuse of the visa system and enhance decision making;
- work with Ireland and the Crown dependencies to strengthen the Common Travel Area by sharing more data and increasing the number of joint intelligence-led enforcement and security control operations;
Chapter 2:
Our international objectives

- enhance our juxtaposed immigration controls with France and Belgium, including through using biometric checks; and
- continue to evaluate the potential for negotiating the establishment of juxtaposed controls with other countries.

33. As we noted in Securing the UK Border, some of these proposals will have an impact on the travel industry. We are committed to continuing engagement with stakeholders on this issue and know that our border must be both welcoming and secure.

Organised crime

34. Organised crime plays a significant role in illegal migration. Criminal groups find lucrative business in providing false documents, assisting illegal migrants to cross borders clandestinely, and corrupting or defrauding immigration controls. Some groups are also involved in the exploitation of illegal migrants for sexual or labour purposes inside the UK.

Tackling organised immigration crime is a priority for the Serious Organised Crime Agency (SOCA). Partnership with overseas law enforcement agencies is essential in disrupting and dismantling criminal groups facilitating illegal migration. We will:

- fight the use of forged documentation through working closely with overseas partner countries to identify and deter fraudsters;
- use law enforcement liaison officers deployed in countries along key routes to the UK to develop joint investigations with local law enforcement and relevant partners to target facilitators and identify new ways to intervene in criminal networks;
- combat human trafficking through effective information campaigns in source countries and at ports to raise awareness among victims and potential victims of the dangers involved and sources of help;
- exploit the global reach of international law enforcement bodies such as Europol and Interpol to design and implement projects to fight organised immigration crime; and
- target the profits of organised immigration crime in the UK and overseas by seizing facilitators’ assets and restricting opportunities for money laundering.
35. Many illegal migrants come to the UK via other countries. Not all countries have the resources to manage migration across their borders effectively. We will work with transit countries to build their capacity to manage migration. To do this, we will need to provide resources and expertise. For example, the National Document Fraud Unit and the Identity and Passport Service are acknowledged world leaders in countering document fraud. They regularly work with other countries to build their capacity and share best practice.

36. Although we do not participate in the Schengen free movement area, and we maintain our own border controls, we nevertheless share a key interest with our European partners in establishing a strong European border. Member states on the external EU border face particular challenges from illegal migration. They are also key partners for joint working to strengthen the borders of countries outside Europe. The UK remains a strong advocate of the EU Border Agency, Frontex, and we will strengthen our support for its operational activity. We will contribute to the Frontex review in 2008 with a view to supporting the organisation’s sustainable development. We will also:

- establish a rapid response system by the end of 2007 to deploy immigration specialists abroad to offer advice, support and training where needed to help tackle illegal migration to the UK;
- explore the potential for development of an international organisation to promote common international standards and technology within border management communities; and
- call for a common understanding between states on legal issues – such as states’ responsibilities for migrants – in order to tackle illegal migration by sea.
Chapter 2: Our international objectives

37. The EU enlargement process has helped raise standards in countries as they have joined the EU. Recently, we have been active in working with Bulgaria and Romania to help them establish EU standard border controls. For those states that are in line to join the EU, we will make greater use of the accession process to tighten up their migration management capacities.

Asylum

38. In addition to upholding our own obligations, we need to support international efforts to ensure that those in genuine need can access protection wherever it is needed. Effective border control reduces the number of those who seek to abuse our asylum system, and swift removal of those found not to need international protection allows us to concentrate resources on those who do. To support work in the UK we must act globally. Our objectives in this area are threefold:

- to protect those in need;
- to stop ‘asylum shopping’; and
- to remove those with no right to remain in the UK.

**Strategic objective 2**: We will fast track asylum decisions, remove those whose claims fail and integrate those who need our protection.

39. **To protect those in need**, the Government will maintain its international and human rights obligations. We will also support other countries to sign up to and abide by international obligations to refugees. Where they have little capacity to do so, we will seek to build up their capacity by supporting new UNHCR projects to protect refugees in their regions of origin. We will also continue our own Gateway Protection Programme, through which we bring up to 500 of some of the world’s most vulnerable refugees to the UK each year.

**The East African Migration Routes Initiative**

This initiative is one of the priority actions identified in the European Commission’s Global Approach to Migration. The Commission identified four migration routes from Africa. The UK leads on the East African route: Kenya, Ethiopia, Egypt and Libya. The purpose of the initiative is to work with African countries to disrupt flows of illegal migrants before they reach the EU and the UK.

**Gateway Protection Programme**

In 2006, a group of 232 Congolese refugees were accepted for resettlement to the UK. Many had survived torture and rape. Some of the refugees had been staying in a UN refugee camp in Zambia for up to three years. The Kimbayo family said on arrival to the UK, “Our first impression of Scotland is that it is a place that will give us a better life… Our eyes are full of light at our new surroundings and everywhere we go people have been welcoming and smiling.”

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The Kimbayo family with Joan Ryan MP, Under-Secretary of State for the Home Office
40. To reduce ‘asylum shopping’ we will continue to deepen co-operation with EU member states. We will pursue further practical co-operation, not extra layers of legislation, unless there is clear evidence they are needed. We will actively share our expertise with EU partners and seek to learn from theirs. To achieve this, we will:

- work with the European Commission and EU partners to ensure that the next phase of asylum work at European level is evidence based and has clear benefits;
- support increased levels of practical co-operation between member states so that best practice on asylum – such as UK expertise in Assisted Voluntary Returns – is actively shared; and
- promote compliance with EU asylum responsibility mechanisms: Dublin II and Eurodac.

**Dublin II and Eurodac regulations**

The Dublin Regulation (also known as Dublin II) is an agreement between all EU member states to determine the member state responsible for the consideration of an asylum application that has been lodged within the territory of the EU, on the principle that only one member state can be responsible for such an application. It also provides a mechanism for the transfer of an asylum seeker from one member state to another in accordance with its provisions.

Since the introduction of Eurodac (the automated fingerprint database used throughout the EU which records asylum applicants and illegal entrants) in January 2003, 4,701 applicants identified through this system have been removed from the UK to other member states.

41. **Removing those who have no right to remain in the UK** is essential to maintaining an effective border and immigration system, and to ensuring that we can concentrate our asylum resources on those who need our protection. Lord Triesman, appointed as the Prime Minister’s Special Envoy for Returns in January 2007, has given a new focus to this work. Between 2003 and 2005, we removed over 180,000 failed asylum seekers and illegal migrants, which is equivalent to the population of the city of York. There is more that we can do.

42. As described earlier, we are developing the scientific basis for fixing people’s identities. Biometrics will make a major contribution. But we are close to the point where other forms of scientific identification of nationality, for example language analysis, can also be deployed. This will be important in ensuring that those who have no right to be here return to their home countries. We will drive this work forward rapidly.

**Strategic objective 3:** We will ensure and enforce compliance with our immigration laws, removing the most harmful people first and denying the privileges of Britain to those here illegally.

43. We will continue to prioritise deportation of the most harmful. We have made it clear we will establish an automatic presumption of deportation for foreign national prisoners who meet the criteria. We will continue to support the extension of prisoner transfer agreements and will ensure that prisoners who are sent home to serve their sentences are not normally able to return to the UK.

44. It is international convention that countries accept back their own nationals. But this can be a complex process in those cases where we have little evidence of nationality or identity. We also need to build capacity in countries of origin and help integrate those returned.

45. We have well-functioning bilateral arrangements for return and readmission with a number of countries. Some of these are underpinned by written arrangements. We have
46. At an EU level, readmission agreements have already been signed with Hong Kong, Macau, Albania, Sri Lanka and Russia. Discussions continue with Algeria, Bosnia and Herzegovina, China, Former Yugoslav Republic of Macedonia, Moldova, Montenegro, Morocco, Pakistan, Serbia, Ukraine and Turkey.

47. Some countries do not co-operate sufficiently in identifying and redocumenting their own nationals for their return. This in turn creates a ‘pull factor’ to the UK and encourages those already here illegally to attempt to frustrate the removal process and prevent their return.

48. To enhance our ability to enforce the immigration rules by returning those without a right to stay in the UK, we will:
   - make readmission of countries’ own nationals a key part of the bilateral relationship as well as relations at the EU or wider international level;
   - seek agreements at a bilateral or European level where there is a need to overcome existing barriers to return;
   - expand our Returns Liaison Officer network, which liaises with governments of countries of origin and other partners to facilitate returns, if necessary, to help more countries of origin receive back their nationals;
   - explore work with EU and international partners to identify new ways to work with source and transit countries to unblock barriers to return;
   - include co-operation on redocumentation and return in the Visa Waiver Test, which will be applied to all non-EEA countries during 2007/08; and
   - take account of the effectiveness of return arrangements when designing country-specific schemes under the Points Based System.

49. Assisted Voluntary Return (AVR) has been a proven success in the UK. It consists of a flight home and, in certain cases, help with reintegration through the provision of training, education or help starting a small business. AVR provides a more dignified and cost-effective option than enforced return. According to the latest information, the cost per person of an enforced return is around £11,000 whereas an AVR costs much less. Nearly 30 per cent of the 18,235 failed asylum seekers and their dependants removed in 2006 were under an AVR programme. Nevertheless, there are a number of further improvements to make. We will:
   - expand our support to countries of origin to reintegrate voluntary returnees and build on existing good practice. This will incorporate a sustainable country-specific approach and will seek to incentivise both countries and individuals through work placements, retraining and infrastructure support to facilitate returns;
   - seek to work with businesses abroad to use AVR to fill skills gaps in their countries;
   - use foreign missions in London more effectively and work with diaspora communities to spread the message about the programmes and opportunities in countries of origin;
   - encourage other European countries to increase their use of the AVR option and work with them to share best practice; and
   - consider joint projects to implement AVR with partner states and the European Commission, concentrating on illegal migrant groups both within the EU and along transit routes.

50. In many cases, individual countries have capacity problems in accepting returnees or have difficulties managing migration into their own territory by other nationals. We will increasingly need to establish a flexible approach that encompasses both bilateral and multilateral arrangements, including a range of
measures beyond return arrangements. In order to ensure a sustainable approach to the return of illegal migrants, we will:

- examine ‘second generation’ readmission agreements, used by some of our EU partners, which incorporate other elements of co-operation on migration, such as developing capacity, as well as returns; and
- focus our efforts on countries that produce large numbers of returnees.

Boosting the economy

51. Travel to the UK, whether for tourism or migration, makes an important contribution to the economy, as described in Chapter 1.

52. As the global economy develops, we will be competing with other countries for migrants and tourists, and must therefore ensure that our immigration processes are fast, fair and friendly. We need to act internationally so that the UK remains attractive to those who can contribute to our economy. Our objectives are threefold:

- to help Britain attract the skills we need;
- to build links to growth markets; and
- to help Britain gain a greater share in the global tourism and education market.

Strategic objective 4: We will boost Britain’s economy by bringing the right skills here from around the world, and ensuring this country is easy to visit legally.

53. We have already outlined our plans to introduce a Points Based System for people who want to work or study in Britain, as well as a Migration Advisory Committee to advise the Government on how migration can sensibly fill gaps in the labour market and a Migration Impacts Forum to provide an opportunity for proper, regular and organised dialogue with interested parties outside government, focused on the wider impacts associated with migration experienced by local areas.

54. To help attract the skills we need, we must make sure that those people with the right skills are aware of the opportunities in the UK and that it is easy for them to take advantage of them. Internationally, we will market the UK and the new Points Based System by:

- promoting the UK as a destination with priority countries and specific audiences we want to attract;
- smoothing the passage of legitimate travellers from key countries; and
- including migration messages in our cross-government marketing of the UK, in order to attract business and skilled individuals to the UK.

Points Based System for the UK

Tier 1: Highly skilled individuals to contribute to growth and productivity (will be launched at the beginning of 2008).

Tier 2: Skilled workers with a job offer to fill gaps in the UK labour force (will come on line in the third quarter of 2008).

Tier 4: Students (will follow at the beginning of 2009).

Tier 5: Youth mobility and temporary workers: people allowed to work in the UK for a limited period of time to satisfy primarily non-economic objectives (will come into being by the third quarter of 2008).

A system of sponsorship by employers and educational institutions to ensure compliance with the immigration rules is also being introduced as part of the new system at the beginning of next year.

55. The economic growth potential for the UK of diaspora communities has not yet been fully explored. Not only do several key growth economies (China, India) have specific policies to attract investment and trade through overseas
communities, but there is some evidence that certain diaspora communities in the UK are linked to trade growth. Migrants’ knowledge of their home countries’ markets is as important as personal or business contacts.

56. We are already working on this link. For example, as part of a new strategy to promote the UK-based financial sector overseas, UK Trade and Investment will engage with representatives of the Indian and Chinese communities in the UK to explore ways of enhancing trade in financial, legal and business services with the two countries. To further build links with growth markets, we will:

- encourage entrepreneurs and trade-related businesses to come to the UK from overseas through Tier 1 (highly skilled migrants) of the Points Based System;
- improve the investment climate in the UK for overseas businesses, including through improving processes and reducing the time required to bring goods to and from non-EU countries;
- support increased access of diaspora communities to financial services, taking account of innovation; and
- support cultural and work exchanges between the UK and non-EU countries.

57. To help the UK gain a greater share in the global tourism and education market, it is important that the perception of our immigration process is positive. We will:

- consult on and review the visitor route to the UK with the aim of having a simpler, clearer and more relevant system for visitors. We propose to divide the visitor rules into four main categories, including tourist and business, related directly to the purpose of the visit and clarifying an individual’s status and entitlements;
- set up a Visitor Taskforce by June 2007 to work with partners across and beyond government to seek improvements to our customer service standards and the part we play in welcoming visitors;
- develop trusted traveller schemes that provide fast-track entry for those willing to undergo biometric clearance checks in advance of travel;
- introduce an Authority to Carry scheme from 2009 that will allow us to refuse a carrier the authority to bring passengers to the UK, based on real-time checks against government databases;
- consider special visa arrangements around major events such as the Olympics, and developing a ‘Schengen plus’ visa; and
- increase the number of visa application services through outsourcing, which will make it easier for those we wish to come here to apply.
Chapter 3: Making it happen

58. This strategy focuses on those actions that require co-operation with other countries or international organisations for delivery. This is not the responsibility of a single government department. The relationship between the Border and Immigration Agency and the Foreign and Commonwealth Office is central to the Government’s international work on migration.

59. The Border and Immigration Agency currently has Airline Liaison Officers working in over 30 countries and Returns Liaison Officers in key locations. It has nearly a thousand staff running juxtaposed controls. Border and Immigration Agency staff regularly work with international partners across the world. We will make full use of those staff and our international relationships to deliver the international priorities outlined in this strategy.

60. The Foreign and Commonwealth Office (FCO) has a network of people working in 260 posts worldwide and staff dedicated to migration based in London. Managing migration and combating illegal migration form one of the FCO’s strategic priorities. Its contribution ranges from helping to negotiate better return agreements to promoting EU action on human trafficking. The FCO will continue to provide its country-specific expertise and wide experience of working with international institutions to support and promote the UK’s migration priorities. It will strengthen priority posts overseas as necessary with additional resources dedicated to work on migration.

61. The FCO also provides a global platform for over 150 visa sections in British missions overseas. UKvisas will continue to improve the UK’s competitiveness as a destination for travel, trade, migration and investment through programmes that deliver value for money and earn public confidence while preventing immigration abuse. The focus will be on making the right decisions about who gets a visa, quickly and efficiently. In the past year, UKvisas processed over 90 per cent of straightforward visa applications in 24 hours, and increased accessibility to visa services through commercial partnership arrangements.

62. UKvisas will continue to work in partnership with the FCO and the Home Office, and other bodies such as VisitBritain, the British Council, UK Trade and Investment and other groups with an interest in migration issues. Key activities in the coming months will include developing new visa products tailored to the needs of visitors to the UK.

63. We will also work with the Department of Health, the Department for Transport, the Department of Trade and Industry and SOCA to help co-ordinate the UK’s interests abroad.

Working with others

64. It is important to ensure that we are working in the most effective way with our international partners. Some aims are best achieved bilaterally between the UK and other countries. We will continue to strengthen our relationship with major source and transit countries of illegal migrants.

65. We look to governments to work with us to create sustainable arrangements to accept back their citizens by providing travel documents and helping returned migrants reintegrate into their home societies. Where appropriate, we will take into account co-operation on migration into our relationship with other governments.

66. Lord Triesman, the Prime Minister's Special Envoy for Returns, is the FCO Minister leading the drive with partners overseas to open up arrangements for returns. We see these as increasingly central to our wider bilateral relationships.
67. We will also work with key partners to establish stronger borders, exchange data, establish standards and work with other countries where we have a shared interest.

**Dedicated resources**

68. Some of the countries we work with are the poorest countries least able to manage migration into, from or through their territory. The Government recognises that targeted interventions overseas help to deliver our migration objectives.

69. We will review the operation of the FCO and the Home Office Migration Funds established in 2005 in order to make greater use of them. We will focus on projects aimed at developing sustainable arrangements for the return of migration offenders, raising awareness of legal ways to visit the UK and the dangers of illegal migration. In 2006/07, the £8 million funds provided support to over 57 projects in 32 countries and two multinational projects. These included:

- an information campaign in Punjab to deter illegal migration and to encourage the use of legal channels of entry into the UK;
- a project in Hanoi to strengthen local capacity to manage migration through a study visit, an information campaign, provision of specialist equipment and English language training;
- an International Organization for Migration information campaign in France targeted at those seeking to enter the UK illegally; and
- with the EU and other member states, a UNCHR-led project strengthening the capacity of Kenya and Tanzania to provide protection to the refugees they host.

70. Often the scale of the challenge for countries which give rise to large numbers of illegal migrants will be beyond the capacity of a single country to help. By working with our major international partners, we can deliver greater sustained improvements to other countries’ ability to manage migration.

71. We will work with European partners to make full use of EU funding. For example, with the Netherlands we are jointly helping Ghana’s Immigration Service detect and respond to document fraud. The EU has committed 80 per cent of the total cost, greatly increasing what either country could have done on its own.

**The European Refugee Fund**

This fund supports and enhances the efforts of EU member states to provide appropriate reception arrangements for refugees, displaced persons and beneficiaries of subsidiary protection, to apply fair and effective asylum procedures and to promote good practice in the handling of asylum issues.

In 2004, the UK received £4.3 million from the European Refugee Fund. Of this, approximately £380,000 funded reception arrangements in the UK, £1.6 million was spent on refugee integration projects in the UK and £2.3 million went towards the voluntary return of asylum seekers.

72. Our work with European partners will be guided by the Global Approach to Migration, a comprehensive framework launched under the UK Presidency of the EU. We will also support the follow up to two EU–African conferences held last year on developing a partnership approach to managing migration for the benefit of countries of origin, transit and destination.

**Multilateral organisations**

73. We will also promote UK priorities in important **multilateral organisations**, in particular the Four Country Conference with Australia, Canada and the USA, the G6, the G8 and the EU General Directors’ Immigration Services Conference (GDISC).

74. We will also strengthen our work with **key organisations and agencies** including the
Global Migration Group, the International Organization for Migration, Europol, Interpol, the International Civil Aviation Organization and the International Committee of the Red Cross.

75. These organisations' expertise, commitment and effectiveness are invaluable, and our close relationship with them is a reflection of our commitment to delivering our migration objectives on the international stage.