

OPERATIONAL SELECTION POLICY OSP23

RECORDS OF BRITAIN'S
OVERSEAS REPRESENTATION, 1973-

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1 Authority

- 1.1 The National Archives' Acquisition and Disposition policy statements announced the Archives' intention of developing, in consultation with departments, Operational Selection Policies across government. These policies would apply the collection themes described in the policy to the records of individual departments and agencies.
- 1.2 Operational Selection Policies are intended to be working tools for those involved in the selection of public records. This policy may, therefore, be reviewed and revised in the light of comments received from the users of the records or from archive professionals, the department's experience of using the policy, or as a result of newly discovered information. There is no formal cycle of review but we would welcome comments at any time. The extent of any review and revision exercise will be determined according to the nature of the comments received.
- 1.3 If you have any comments upon this policy, please e-mail records-management@nationalarchives.gov.uk or write to:

Acquisition and Disposition Policy Project Manager
Records Management Department
The National Archives
Kew
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TW9 4DU

2 Scope

- 2.1 This Operational Selection Policy covers the records produced by representatives of the United Kingdom overseas, including policy and routine administrative records, case files and registers. It covers records in all formats (paper, electronic, photographic or in any other medium). The 1973 start date for This Operational Selection Policy follows from the position of the review of records of overseas posts by the Foreign and Commonwealth Office, which at the time of writing was ready to review 1973 post files. This Operational Selection Policy does not cover the work of the Diplomatic Service Inspectorate, for although the Inspectors spent the greater part of any given year overseas carrying out their inspections, they remained home-based diplomats and did not have any representational functions overseas. For guidance on the selection of Diplomatic Inspectorate records see Operational Selection Policy *OSP39 Inspectorate Records*.
- 2.2 In 1973, there were a number of central government departments that maintained officers permanently overseas who to a greater or lesser degree performed representative roles. In addition to the Foreign and

Commonwealth Office, the Ministry of Defence, the Treasury, the British Council and the Overseas Development Administration all maintained permanent offices or bases overseas, and other departments had staff attached to UK missions overseas. This Operational Selection Policy covers the records produced by those overseas offices, posts and attachés.

- 2.3 This Operational Selection Policy only covers permanent representations overseas: delegations, projects, tours of duty, expeditions or commissions from the UK based temporarily overseas are not covered in this policy. The records of such temporary missions will usually have been returned to the United Kingdom on the completion of the work to be managed by the parent department, and the selection of their records will be carried out according to the general principles of the Acquisition and Disposition Policies and any other relevant Operational Selection Policies.
- 2.4 This Operational Selection Policy does not cover records produced by Diplomatic Service staff based permanently overseas in an administrative rather than a representative role – principally staff of the Diplomatic Service Communications Branch (who maintained and operated electronic communications equipment overseas), the administration sections of overseas posts (which dealt with accommodation, supplies, transport and travel arrangements, the management of locally engaged staff, registry, secretarial, accounts and other common services), post security officers and, after the abolition of the Property Services Agency in 1995, staff managing the overseas diplomatic estate. These records are covered by Operational Selection Policy *OSP38, Housekeeping Records*.
- 2.5 This Operational Selection Policy does not cover the records produced by overseas representatives of the Commonwealth War Graves Commission, as the Commission is a non-public record body funded from contributions by all participating governments. It does, however, cover records of British consular staff dealing with issues relating to British and Commonwealth cemeteries overseas.
- 2.6 Records produced by the overseas offices of the Crown Agents for Oversea Governments and Administrations are also excluded from this Operational Selection Policy, as the records of work done by the Crown Agents for their principals (overseas customers) do not relate to UK government activity, and are not public records. Policy for overseas Crown Agents representatives will have been set by the Board of Crown Agents and will be reflected in Board records to be permanently preserved.
- 2.7 The Operational Selection Policy does not cover the records produced by the overseas offices of Food From Britain. This executive non-departmental public body, established in 1983 under the Agricultural Marketing Act, maintains a number of overseas offices whose function

is to promote the export of British foodstuffs. Though part funded by the UK government, Food From Britain also receives funding from the food industry in Britain, and its records are not public records. The activities of Food From Britain, including its overseas offices, will nevertheless be recorded in files of the Department for Environment, Food and Rural Affairs to which it reports.

- 2.8 This Operational Selection Policy does, however, cover the records produced by overseas representatives of the British Council, since although these records produced before 1 April 2003 (when the British Council was made a public record body by SI 2003 No 438) are not public records, they do record overseas representational activity undertaken by the British government, and the appraisal of records of the British Council is by agreement overseen by The National Archives. Other non-public record bodies undertaking overseas representational work whose records are not supervised by The National Archives (for example, the overseas offices of the Welsh Development Agency) are excluded from the Policy.
- 2.9 Records produced by the British Antarctic Survey bases in Antarctica and the South Atlantic have not been included in this policy as the business of the Survey is scientific, rather than representational. This also applies to records produced by the Mobile Met Unit of the Meteorological Office, as its work overseas is not primarily representational.
- 2.10 Records of registrations of births, deaths and marriages of British nationals and citizens outside of the UK are not covered by this policy even where staff whose other work is covered by the policy produced such registration records. See Operational Selection Policy *OSP18, Records of Registration of Births, Deaths and Marriages of United Kingdom Citizens Occurring Overseas* for details of the selection criteria for these records.
- 2.11 Records produced by staff of the security and intelligence agencies posted overseas will be covered by the separate Operational Selection Policies that will cover each agency, and such records are therefore not dealt with in this policy. See Operational Selection Policy *OSP8 The Security Service* for details of the selection criteria for records of Service personnel overseas, and Operational Selection Policy *OSP28 Government Communications Headquarters and its predecessors* for criteria for overseas GCHQ records. A Policy for the Secret Intelligence Service is planned and will appear in due course. Records of overseas representatives of the Joint Intelligence Committee will be covered in the forthcoming Operational Selection Policy on the records of the work of the Central Intelligence Machinery.

- 2.12 This Operational Selection Policy provides guidance on the identification of records for permanent preservation. It does not provide guidance on access to selected records.

3 Responsibilities for Overseas Representation

3.1 Central Government Reviews of Overseas Representation

- 3.1.1 For general reasons of economy and because of the resulting drain on foreign currency reserves, governments of all complexions have been keen to curb government expenditure overseas. As the age of international aviation arrived and made it quicker and cheaper for staff based in London to be despatched at short notice overseas when the need arose, there were a number of central government initiatives to review and curb overseas expenditure on UK-based staff. In 1961, for example, the Chancellor of the Exchequer announced to Parliament a proposed 10% saving in expenditure on overseas administration in the financial year 1962-1963, which prompted a general review in most departments with overseas interests to determine how such savings could be achieved. This relatively blunt approach was followed by several more detailed examinations of the costs and benefits of the UK's overseas representations.

- 3.1.2 The principal responsibility for representing the United Kingdom overseas fell to the Foreign Office, the Commonwealth Relations Office, and the Board of Trade, which maintained embassies, high commissions, consulates, missions, legations and trade commissions of various sorts in most countries of the world. These were the first to be subjected to a systematic review. In 1964, the government accepted the main recommendations of the report of the Committee on Representational Services Overseas (Cmnd. 2276), chaired by Lord Plowden. This had been established to 'review the purpose, structure and operation of the Services responsible for representing the interests of the UK Government overseas...and to make recommendations, having regard to changes in political, social and economic circumstances in this country and overseas.' Plowden recommended the unification of the three overseas Services (the Foreign Service, the Commonwealth Service and the Trade Commission Service), and the Government decided that the Colonial Service, outside Plowden's remit, should also be included. This resulted in the formation of Her Majesty's Diplomatic Service in January 1965, whose staff thereafter were the UK's main representatives overseas, acting as a channel of communication between foreign, commonwealth and overseas territory governments, and between international organisations, and the UK government. The Diplomatic Service also provided consular staff in overseas territories and commercial staff who continued the work of the former Trade Commission Service in commonwealth states (foreign commercial work having been absorbed by the Foreign Office in 1943).

- 3.1.3 The government announced changed priorities in foreign policy and defence in January 1968. Following these changes, a further parliamentary committee chaired by Sir Val Duncan reported on overseas representation in 1969. Duncan's report (Cmnd. 4107) was wide ranging in its recommendations, but it emphasised the declining need for specialist attachés, and highlighted a number of attaché posts whose responsibilities were now of such a general nature that they could be performed by generalist Diplomatic Service staff. If needed, it would be increasingly cost-effective to fly experts based in the UK temporarily to overseas placements when their expertise was required.
- 3.1.4 Parliamentary scrutiny of Britain's expenditure on overseas representation developed in 1971 when the House of Commons Expenditure Committee established its Defence and External Affairs Sub-Committee (DEASC). A further change to central control of Britain's external relations came as the UK acceded to the three European Communities, when responsibility for overall co-ordination of UK policy towards the Communities was shared by the European Secretariat of the Cabinet Office and the FCO European departments. DEASC reported frequently on UK overseas representation, and in particular commented on the 1977 Central Policy Review Staff (CPRS) review on overseas representation, its comments forming the basis of much of the government's response to the review.
- 3.1.5 That CPRS review was initiated when FCO staff seconded to the CPRS raised questions about the nature and scale of Britain's overseas representation. From January 1976 to June 1977, CPRS staff undertook a wide-ranging review of "the nature and extent of [Britain's] overseas interests and requirements and in the light of that review to make recommendation on the most suitable effective and economic means of representing and promoting those interests both at home and overseas..." (terms of reference of the CPRS Review of Overseas Representation). The premise of the review was that Britain's place in the world had changed dramatically in the previous 20 years, with a declining rôle in defence, trade, aid and investment and in the Commonwealth, but that the level and nature of Britain's overseas representation was largely unaltered, despite the recommendations made by Plowden and Duncan. The review was wide-ranging, and included the overseas work of both the British Council and the British Broadcasting Corporation (BBC). Diplomatic, economic, commercial, consular, immigration, defence, aid, cultural and information work overseas were all considered.
- 3.1.6 As a result, the review became the most detailed ever undertaken by the CPRS, which had been set up to undertake high level investigations of inter-departmental issues, not perform in-depth studies. The review recommended a dramatic reduction in the volume and type of work performed overseas, particularly in the fields of information work, the reporting of diplomatic and economic

information and diplomatic hospitality. BBC external broadcasts in vernacular languages to western and southern Europe were unnecessary and should be curtailed, as were British Council run exchanges with developed states. Export promotion work, bilateral aid programmes, educational aid and the administration of posts, and of immigration work in them, all needed to be reformed. The proposal was also made that the British Council and other educational agencies should be abolished, their functions transferring to the Department of Education and Science and the Ministry of Overseas Development. Much work performed overseas could be done more cost-effectively from London. The home Civil Service and the Diplomatic Service should be merged to ensure that staff undertaking overseas representational work had recent experience of conditions in the UK. The review also recommended that the Cabinet Office should take over co-ordination of Britain's bilateral relations from the FCO, and that a total of more than 50 overseas missions and consular posts should be closed, with others transformed from fully staffed posts to 'mini-missions', where UK interests were real but limited.

3.1.7 The reception given to the review on its publication (Review of Overseas Representation, HMSO 1977) was extremely hostile, in Whitehall, in the press and in parliament, and the changes of ministers since the review started (James Callaghan had replaced Harold Wilson as Prime Minister, and David Owen was now Foreign Secretary) meant that the weight of the government did not fall behind the review. Owen rejected the merger of the home and overseas services; the Department of Trade blocked all proposed changes to export promotion work; other interest groups lobbied in support of their favoured organisations (particularly the FCO, the British Council and the BBC).

3.1.8 DEASC responded to those parts of the CPRS review that fell within its remit, and when the government white paper responding to the review was published in 1978 (The United Kingdom's Overseas Representation, Cmnd. 7083), most of the review's recommendations were rejected. A total of about 50 uncontroversial changes had been implemented immediately, some time before the white paper was published. Some more significant changes were made: 6 consular posts were closed rather than the 50 recommended, and some posts were downgraded to become 'mini-missions'; the number of defence attachés was reduced, and press and information work overseas cut by about 60%; some changes were made to immigration and entry control work; the priorities of the British Council were altered and the provision of educational aid restructured; the administration of development aid was reformed; and there were some changes to the BBC's external vernacular services. The government accepted the recommendation for increased interchange between home and diplomatic service staff, especially in export promotion work. As a sideline, the rôle and work of CPRS itself was called into question.

3.1.9 Despite this, in the coming years many of the recommendations of the review dismissed at the time were in fact implemented piecemeal, so that today the framework and objectives of Britain's overseas representation partly resembles that set out by the CPRS review. There have been no further large-scale reviews of Britain's overseas representation since 1978.

3.2 The Foreign and Commonwealth Office

3.2.1 In 1973 the form and structure of Britain's diplomatic representation overseas remained complex. In Commonwealth states, the head of the UK's mission was the High Commissioner; in overseas territories, the Governor (or British Government Representative, in the case of the West Indies Associated States, or Commissioner in Anguilla); and in foreign states, the Ambassador, (or sometimes the Minister – to the Holy See for example). British representation to international organisations was usually conducted at ambassador level (for example the UK representatives to NATO, the Council of Europe, OECD and the European Communities were ambassadors), but for some organisations the representative was a member of staff at the embassy to the host nation (for example the UK delegate to the International Atomic Energy Agency was a Counsellor in the Vienna embassy). UK representation at the United Nations and its various agencies was shared between FCO and various other government departments – see section 3.15 below.

3.2.2 ***Diplomatic missions:*** beneath the ambassador, high commissioner or governor-general, missions were staffed by officers bearing titles such as heads of chancery, counsellors (often with specific personal responsibilities, for example for information, agriculture and food, commercial work and so on), ministers, secretaries (first, second and third rank), consuls-general, consuls, vice- and pro-consuls and consular agents (both honorary and official), attachés, advisers, officers with specific responsibilities (for example the Consular Officer and the Technical Assistance Officer at Sierra Leone in 1974), chaplains, directors of trade promotion and so on. The titles referred to the grading of the post and the responsibilities of the post-holder. The distribution of such posts and titles varied from mission to mission, according to the work required at each post. Work done at secretary level in one post could be done at counsellor level at another, and responsibilities split between several officers at a busy mission might all be handled by a single officer at a quieter post. Missions might also have attachés from other departments assigned to them where the level of business required such specialised input (many posts had defence attachés, for example, but only in Buenos Aires was there a need in 1974 for a Veterinary Attaché post filled by an official from the Ministry of Agriculture, Fisheries and Food). These specialist posts might be filled either by diplomatic staff or appointees from the appropriate government department.

- 3.2.3 In some states there was no British representation: the last British representatives in Rhodesia had been withdrawn in 1969, for example; and relations between Britain and Iraq were broken during 1974, though some Diplomatic Service officials remained in Iraq as part of a British Interests Section attached to the Swedish embassy there. In some foreign states, there was simply not enough business to justify a permanent representation being maintained. For micro-states, such as San Marino or Monaco, representation was usually the responsibility of the nearest resident consul (who would therefore also have the title of chargé d'affaires for the state concerned). For Chad, an 'embassy' was established in London, with embassy staff paying occasional visits to Chad as diplomacy required. For British representation in Taiwan, see section 3.13 below. Specialist staff might also cover more than one post: in 1974 there was a single British Civil Aviation Representative for the Far East, for example, based at Hong Kong.
- 3.2.4 The authority of the various heads of missions, and the staff who serve under them, comes from their appointment by royal commission and accreditation to foreign governments by letters of credence (or credentials) signed by the sovereign. These credentials give the heads of mission and their staff authority to deal with foreign states on behalf of Her Majesty's government, within the limits set out in the credentials. Diplomatic missions are established in accordance with the provisions of the 1961 Vienna Convention on Diplomatic Relations. For diplomatic negotiations on technical matters, specially appointed commissioners may carry out negotiations. Similarly, for major treaty negotiations, conferences and congresses, high ranking diplomats or even government ministers might act as special plenipotentiaries, rather than the work being entrusted to the local head of mission. The records of such commissioners and plenipotentiaries are usually returned to London rather than left with the local mission, and are not covered by this Operational Selection Policy.
- 3.2.5 **Consular missions:** while the head of mission represents the Sovereign in a foreign state, and strictly speaking should deal only with the Minister of Foreign Affairs of the host state, the head of a consular post is the agent of his country in a particular region, and deals with local authorities and officials as needs be. Rankings of consular officers under the 1963 Vienna Convention on Consular Relations are Consul-General; Consul; Vice-Consul and Consular Agent. The main duties of consular officers are: the protection of British subjects (caring for distressed tourists, businessmen and overseas residents, visits to subjects in hospitals and prisons, repatriation, planning for emergency evacuations and so on); various legal and documentation functions (registration, the issue and renewal of passports, nationality and adoption cases, the provision of writs, evidence and affidavits and so on); and various miscellaneous duties such as making arrangements for visits of Royal Navy vessels, duties

under the Merchant Shipping Acts for registering shipping and seamen, and assisting in the management of certain British institutions overseas, such as schools, hospitals, charities or cemeteries). Consuls also contribute from time-to-time to the commercial, political and information work of the embassy. The duties towards merchant shipping, which had once been onerous and largely dictated the distribution of British consulates around the world, made up a much smaller proportion of consular work after the Merchant Shipping Act 1970 and as the British merchant navy declined.

- 3.2.6 The consular service was formed in 1936 by an amalgamation of the general consular service, the Levant consular service and the Far Eastern consular service, the latter two services being survivals of the consular operations of the Levant Company (wound up in 1825) and the East India Company (whose monopoly of trade with China, Japan and Siam was ended in 1834) after they were absorbed into the Foreign Office. The consular service was itself merged into the foreign service in 1943.
- 3.2.7 British consular representation in smaller states, or states where there is little British interest and few visitors from the United Kingdom, might consist of a single consul-general or consul based in the capital, responsible to the head of the diplomatic mission. In larger states or states with more significance to British interests, there will be consulates in the major centres of population and British interest, with the consuls reporting to the consul-general in the capital. Consular representatives can be career diplomats, or honorary consuls (who are paid an honorarium for their work and, unlike career diplomats, will be permanent residents of the country in which they work, and may be nationals or citizens of that country).
- 3.2.8 **Commercial attachés:** the Department of Overseas Trade established a formal commercial diplomatic service after the First World War, although the first Foreign Office commercial attaché had been appointed in 1880. The foreign commercial diplomatic service was merged with the Foreign Service in 1943, and the remaining commonwealth commercial service was amalgamated into the unified diplomatic service in 1965. The commercial staff, however, continued to work closely with the newly formed British Overseas Trade Board and the Board of Trade (which had an officer seconded to the Diplomatic Service Inspectorate to ensure that the Board's requirements were met in any inspections of overseas commercial work). From that time, trade and commercial attachés, secretaries and counsellors were attached to various missions, according to the amount of commercial work required at each post. In 1991 a joint FCO/DTI Joint Export Promotions Directorate was established, and in 1999, FCO and Department of Trade and Industry services in support of international trade were brought together in a single organisation responsible to both departments, British Trade International (see paragraph 3.9 below). Commercial attaché work came under the

control of either Trade Partners UK (for exporters) or Invest UK (for inward investment).

3.2.9 **British Information Services:** these services had their origin in the Foreign Office press attachés serving at a small number of major overseas posts before the start of the Second World War. They maintained general liaison with the press of the countries in which they served and reported to and advised the head of the mission, but as there was very little ideological British propaganda before the outbreak of the war, their rôle was receptive rather than productive. With the war, the attachés were gathered into the new Ministry of Information as overseas representatives officially attached to diplomatic posts, and their work developed to include the provision of a wide range of publicity material. Their numbers were also dramatically increased. When the Ministry was abolished at the end of the war, its overseas information officers were absorbed into the amalgamated Foreign Service, to become the British Information Services. The overseas information offices continued to liaise with local media outlets to try to secure favourable representations of British attitudes and viewpoints and the publication of officially produced information. This included information produced by the Central Office of Information and the Information Departments of the Foreign Office, Commonwealth Relations Office, Colonial Office and their successors, but not the British Council. Plowden recommended reductions in information work and between 1969 and 1976 the numbers of staff working overseas on information business were reduced by 40%. Following the recommendations of the CPRS review a further 20% of posts were cut.

3.2.10 **British Film Office:** The British Film Office was established in 1998 as part of the consulate in Los Angeles to promote the British film industry, its filming and production potential and the export of British films and to identify training opportunities connected to the American film industry. Supported by FCO, the Department for Culture, Media and Sport, Trade Partners UK and various cultural and industry organisations (such as the British Council and the national film commissions of the devolved administrations), it works to provide information on British opportunities and facilities to the American film industry, and to assist British production companies to market their films in the United States.

3.3 The Ministry of Defence

3.3.1 **Attachés:** the first military commissioner to a diplomatic mission was appointed at the Paris embassy in 1855, and from 1857 the formal titles of military and naval attaché were first used for military experts assigned to overseas missions. Air attachés were also later appointed. Attachés are serving army, navy or air force officers given temporary appointment to UK missions in order to liaise with their counterparts and report developments in defence issues to the

Ministry of Defence and any other interested UK departments. They are invariably attached to the diplomatic mission maintained by the Foreign and Commonwealth Office. After completing their tour of duty, the attachés usually return to their normal service careers, and they remain responsible to their respective armed service throughout their posting.

3.3.2 Defence, air, naval or army attachés were assigned to many missions abroad in 1973, according to the amount and type of work required at each post. In certain posts, there were separate air, navy and military attachés. In other posts, one attaché might cover the work of two or all three services, and an attaché in one post might also cover a neighbouring territory. Between 1974 and 1978, the numbers of attachés and supporting staff overseas were reduced by 10%, and following the CPRS report a post-by-post review of the defence attaché requirements was initiated, with the objective of securing a 25% saving on attaché expenditure. Following the establishment of the Defence Sales Organisation in 1967, the work of many attachés became increasingly dominated by defence sales matters.

3.3.3 **British Military Government, Berlin:** At the end of the Second World War, Germany and Austria were partitioned between the four victorious allies and Poland, with British Zones being established in north-western Germany, Styria and Carinthia in Austria, and in sectors of the cities of Berlin and Vienna, under the Potsdam Agreement. The western allies' administration was either by military government or through civilian high commissioners until it was possible to pass control back to representative local administrations. This process was well under way in the west and in Berlin by 1950, and by 1973, all that remained of the British military government was the British element of the Allied Kommandatura in West Berlin and the British administered western sector of Berlin. The Allied Kommandatura had effectively returned the administration of West Berlin to the German authorities in 1950, but it remained the official channel of communication between the local authorities in Berlin, the occupying powers and the Federal government until 1990. British representatives chaired the Board of the Kommandatura and its committees in rotation with French and American representatives. The representatives were a mix of military and diplomatic staff, and there remained a representative British military presence in Berlin until 1990.

3.3.4 **Defence Staffs:** the British Defence Staff based in Washington provided more than the usual representational and defence adviser functions of military attachés at other posts. Firstly there were large numbers of staff involved (nearly 200 in 1969, almost 170 still in 1977). They provided administrative support for service personnel posted to the United States for the purposes of training, office exchanges and for particular projects; worked on various international defence standardisation agreements and projects; and exchanged

information with US counterparts under reciprocal agreements. The CPRS review considered that the British Defence Staff could be reformed to achieve savings in its support staff, but that a compelling case for maintaining a relatively large staff in Washington remained, and this has continued to be the case. Much smaller defence staffs are based in Ottawa and Canberra, carrying out similar work in Canada and Australia. These staffs have also supported defence research and development activities in Washington and Canberra (as part of the British Defence Staff in the United States, and as the British Defence Research and Supply Staff in Australia), continuing research and supply co-operation established during World War II. The majority of the overseas research and development staff were drawn from the Ministry of Defence and the defence research establishments, but a small number were seconded from other departments (for instance at the time of the Duncan report, three from the Ministry of Technology and one from the Ministry of Overseas Development).

3.3.5 ***Permanent defence bases:*** while naval, military and air units may serve periods of duty overseas (on exercise, on tour, as part of ongoing international defence commitments through NATO or in Britain's remaining dependent territories, or as part of international peace-keeping or stabilisation forces), these do not constitute permanent military missions, and their records while overseas are excluded from this Operational Selection Policy. There remain, however, a number of permanent overseas military bases, either in the UK's remaining dependent territories or as part of international or bi-lateral defence agreements, that create records in their own right, and these are covered by this Policy.

3.4 **Overseas Development Departments**

3.4.1 The Ministry of Overseas Development (1974-1979), the Overseas Development Administration (1979-1997) and the Department for International Development (1997-) provided technical assistance and consultancy, training, teaching and development aid in developing states, which frequently required UK-based staff (both officials and unofficials) to take up temporary postings overseas. Non-ephemeral records produced as a result of such postings will usually have been either copied to the department or returned to the United Kingdom at the end of the posting. They are not covered by this Operational Selection Policy, and will be dealt with in a later Policy to cover records of Britain's aid, training and development work. Similarly technical aid given by other departments involving temporary overseas postings (such as HM Customs and Excise aid to customs bodies in developing states) is excluded from this policy, and will be covered by subsequent departmental Policies.

3.4.2 ***Development divisions:*** However, as well as sending individuals overseas to work on particular aid and development projects, the

overseas development departments also established a number of permanent offices overseas in the main areas where UK development aid was targeted. The first of these emerged from the Second World War Middle East Supply Centre as the British Middle East Office, based from 1945-1952 in Cairo, briefly in Cyprus and then Beirut (to 1976) and Amman (1976-1981). The Office was charged, among other things, with providing expert advice and assistance in co-ordinating measures for the economic and social development of British and mandate territories in the Middle East. Originally responsible to the Foreign Office, in 1961 the Office (by now wholly concerned with development activities) was renamed the Middle East Development Division and became part of the new Department for Technical Co-operation. As well as providing technical advice on development issues to British diplomatic missions in the Middle East, the Division provided impartial technical and practical advice on economic and social developments to the governments of the region.

3.4.3 Further development divisions were established along the same lines as the Middle East Development Division in other regions. By 1973 there was already a Southern Africa Development Division based at Blantyre in Malawi; a British Development Division in the Caribbean, at Bridgetown, Barbados; and a South East Asia Development Division at Bangkok, Thailand. Further Development Division were established following recommendations of the CPRS review. These establishments were usually based in the British embassy or high commission of the host state, but remained administratively separate from the mission. The number and location of the development divisions has fluctuated over time as the focus of British development activity and the economic and regional political situation changed. In 1997, the development divisions were renamed DFID overseas offices (DFID Eastern Africa, DFID Bangladesh, etc.).

3.4.4 ***Technical assistance, development or economic attachés:*** The Department for Technical Co-operation was established in July 1961, and within two months the question of appointing permanent overseas representatives to handle technical assistance matters was raised. Colonial Office, high commission or embassy staff had previously supported aid work overseas, but the effectiveness of these arrangements was called into question as some of the larger aid-recipient colonies achieved independence. Members of staff from the Department were seconded to the Commonwealth Relations Office to work exclusively on aid matters in Nigeria in August 1961. Further appointments followed, and these soon spread beyond new Commonwealth states – by March 1963 there was an established attaché post in Iran. In each post, however, the responsibilities were similar: the host states required large-scale technical assistance and lacked appropriate government machinery to support it. The attachés' rôle was to advise governments on the sorts and forms of applications for aid that could be made, to liaise with them on matters of terms of employment of experts and to feed into the recruitment process in the

UK. The Department continued throughout its existence to press for Treasury approval that these posts be established as its own overseas service to give some greater independence from the overseas departments, which was seen as being beneficial to the overall effectiveness of aid provision. The Duncan report considered this point but concluded that the aid support functions were adequately performed as generalist diplomatic service posts, while the CPRS review recommended that aid administration posts overseas should be filled by aid specialists. In practice aid posts continued to be filled partly by Diplomatic Service staff and partly by development department attachés.

3.4.5 Staff were also seconded at various times from the development departments to provide representatives to international organisations concerned with development matters. For example, at the time of the Duncan report, the counsellor acting as the British alternate director on the Board of the World Bank in Washington was seconded from the Ministry of Overseas Development, while at the time of the CPRS review, the Ministry of Overseas Development provided the representatives to the World Bank, the Caribbean Development Bank, the Asian Development Bank, and had permanent representatives to the UN Food and Agriculture Organisation and the European Economic Community. Representatives to other development bodies were drawn from the FCO presence in the relevant local missions. See section 3.15 below for further details of UK representation at the UN and its agencies.

3.5 **The British Council**

3.5.1 The British Council was established to promote British culture overseas and in particular to counter German and Italian propaganda before the outbreak of the Second World War. After the War this work continued and expanded so that the Council became the body mainly responsible for education and cultural relations with other states. There were several strands to the work, including the promotion of English language teaching abroad and other educational aid and assistance; putting on cultural lectures, tours and performances; taking part in cultural exhibitions; and opening and supporting libraries and cultural institutes. This work could be initiated and directed from London, but it required staff to be posted overseas to carry it out. The first such Council overseas representative was appointed in June 1936 (to Portugal) and the term Representative was first used in December 1938 when representatives were appointed to Egypt and Poland.

3.5.2 The number and location of Council Representatives overseas has varied over time, according to the state of British relations with the host state and the volume of work to be done in each location. In some countries, a separate British Council office was required, while in others where the situation or workload dictated it, Council officers

were attached to embassies or high commissions (usually as Cultural Attachés). The diplomatic status of Council staff overseas varied from country-to-country, and over time in some countries. The main responsibilities of Council overseas staff were to: identify opportunities for educational technical co-operation, and administering existing projects; business related to educational exchanges; identifying demand for cultural events and administering them; running Council libraries; encouraging the book presentation programmes and encouraging British book exports; work relating to English language teaching overseas; identifying potential paid educational services opportunities, and supporting existing contracts, and; providing advice on educational and cultural matters to heads of overseas posts.

- 3.5.3 In 1973 the British Council had representatives in 83 countries. Following the CPRS report, a management review of the Council's structure and administrative arrangements was undertaken, including a country-by-country examination of the potential for merging council overseas offices with diplomatic missions, which resulted in a reduction in the number of Council offices operating independently overseas.

3.6 **HM Treasury**

- 3.6.1 The United Kingdom Treasury Delegation in Washington developed out of the Treasury team sent to America to conduct the first lend-lease negotiations after the outbreak of the Second World War. It remained a permanent fixture through and beyond the war, and in 1949 it was merged with the British Supply Office in Washington to form the United Kingdom Treasury and Supply Delegation (UKTSD). The Delegation handled questions of financial and economic policy relating to Anglo-American relations, the European Recovery Programme and relations with the international financial institutions in the US (the International Bank for Reconstruction and Development (IBRD) and the International Monetary Fund (IMF)) and the procurement of supplies in the United States for export to Britain (including, after 1965, naval military procurement). The Delegation also provided services on a payment basis, such as placing contracts or arranging shipping, on behalf of bodies not represented in the United States, such as the United Kingdom Atomic Energy Authority. The head of the Delegation also became the economic minister attached to the British embassy, and had the role of the UK Executive Director of the IBRD and Executive Director of the IMF.
- 3.6.2 The functions of the Delegation relating to defence procurement were passed to the Ministry of Defence in April 1981, at which time the UKTSD was disbanded, its functions passing to a new UK Delegation to the IMF and IBRD, and to an Economic Department in the British embassy, under an Economic Minister who also heads the UK Delegation.

3.6.3 The Treasury also provided financial attachés to other international organisations where specialist financial or budgetary analysis and input was required. At the time of the Duncan report, these included posts in New York, where the Treasury provided an adviser on administrative and budgetary questions to the head of the UK mission to the United Nations, and Paris, where there was a Treasury counsellor on the permanent UK Delegation to the Organisation for Economic Co-operation and Development. The numbers and locations of Treasury attachés have varied over time according to the requirements for expert advisers and their availability from within the diplomatic service. See section 3.15 below for further details of UK representation at the UN and its agencies.

3.7 Home Office

3.7.1 Under the Immigration Act 1971, from January 1973 consular and immigration sections of overseas posts had the responsibility for assessing applications by aspiring immigrants to enter the UK, and issuing where appropriate a document of entry clearance (either a visa or an entry certificate). The rules required that applications for entry had to be made from outside the UK to the nearest designated post. By the time of the CPRS review, there were 90 UK based staff working overseas as entry clearance officers, and a further 25 staff overseas working on visa applications, of which 22 were Home Office Immigration Service staff seconded to the Diplomatic Service and the remainder were diplomats. They tended to be located in the areas where the majority of entry applications were made, particularly south Asia. In other posts where demand was less, visa and entry clearance work was performed by diplomatic staff along with their other duties. The review recommended that all full time overseas immigration posts should be staffed by Immigration Service personnel, but this was rejected by the government, and immigration and entry clearance officers overseas remain a mixture of diplomatic and immigration service staff.

3.8 Departments of Trade and Industry (1970-1974, 1983-), Department of Industry (1974-1983) and Department of Trade (1974-1983)

3.8.1 Overseas operations of the trade and industry departments had two main strands: encouraging inward investment; and supporting and promoting exports. The joint Department of Trade and Industry/ Ministry of Commerce (Northern Ireland) operation to encourage American and Canadian industrial investment in Britain (the British Industrial Development Office, set up in New York in February 1960 as part of the consulate-general, but reporting to the Department and the Ministry) was closed in August 1971. From then, most overseas work supporting British exports and inward investment was performed by the commercial attachés (see paragraph 3.2.8 above) assigned to various posts. However, it was decided in 1972 that a British trade

centre should be established in Tokyo to support British exporters trying to break into the Japanese market through a series of themed exhibitions. This initiative followed discussions at the British Overseas Trade Board on the problems of exporters to Japan, and the intervention of Prime Minister Edward Heath following his visit to Japan in September 1972. The centre, known as the British Export Marketing Centre, opened the following year. It was funded by the Department and run by DTI/DoT staff and locally engaged assistants until its closure in the autumn of 1982.

- 3.8.2 The Departments of Industry and of Trade and Industry have also had a representative to the Airbus Executive Agency in Paris dealing with matters relating to British membership of Airbus Industries. This agency was charged with monitoring the Airbus programme under intergovernmental agreements between the Airbus countries. The UK representative was appointed in 1980 after British Aerospace became a full partner of Airbus. The agency closed prior to the conversion of Airbus into an integrated company in 2001. See section 3.15 below for details of UK representation at the UN and its trade and industry related agencies.

3.9 Joint Foreign and Commonwealth Office/Department of Trade and Industry organisations

- 3.9.1 The separation of FCO and DTI responsibilities for export and promotion and inward investment had frequently been the cause of operational difficulties. Attempts were made to resolve these, firstly in 1991 when a FCO/DTI Joint Export Promotions Directorate was established and then in 1999, when the home and overseas services of FCO and DTI relating to these functions were reorganised into a single body responsible to both departments, British Trade International (BTI). BTI in turn was merged in May 2000 with various private sector organisations that supported international trade (such as chambers of commerce and export clubs), regional development agencies, the Inward Investment Bureau and sections of the devolved administrations of the United Kingdom dealing with inward investment to form Trade Partners UK. BTI and Trade Partners UK took over the existing overseas posts such as commercial counsellors at key embassies, consulates and high commissions, under the name Invest UK.

3.10 Export Credit Guarantee Department

- 3.10.1 The ECGD maintained an office in New York until 1977, the purpose of which was to boost trade with the USA under the Dollar Drive project. The office gathered intelligence on trading conditions in the USA and in some cases underwrote business. These functions were privatised in 1999, at which time surviving records of the New York office and its operations were transferred to the successor organisation. In states where ECGD was required to provide

guarantees for exporters, it relied on economic reporting from the missions and attachés for intelligence on overseas conditions.

3.11 HM Revenue and Customs

3.11.1 While Customs staff of HM Revenue and Customs need to maintain regular contact with their opposite numbers overseas, there has not until recently been the need for any permanent customs presence overseas. The various European Community and European Union customs committees and working groups in Brussels have been attended by staff based in the UK rather than by local representatives, a pattern that is common across government. Aid is given to administrations in a number of developing states to assist their customs and indirect taxation functions, by UK based staff on long term secondments to provide technical assistance, but such arrangements fall outside the scope of this operational selection policy (see paragraph 3.4.1 above).

3.11.2 Since the completion of the Channel Tunnel (which opened to passenger traffic in 1994) there have been Customs staff based overseas, where British officers working on the French side of the Channel perform border duties. One customs officer is based in France while the rest travel daily from the UK. Collectively they constitute a permanent HM Revenue and Customs presence overseas.

3.12 Property Services Agency

3.12.1 Before 1972, management of Britain's overseas estate was split, with the Defence Lands Directorate of the Ministry of Defence managing overseas military premises, and the Department of the Environment's Directorate of Estate Management (Overseas) (DEMOS) looking after the diplomatic estate and the requirements of other departments for overseas accommodation. These two functions were merged in 1972 when the Property Service Agency (PSA) was established as an agency of the Department of the Environment, to provide property and land management services on a repayment basis to all government departments. DEMOS had maintained overseas area offices in Hong Kong, Nairobi, Tehran and Washington, though all except Hong Kong were closed in the run-up to the formation of PSA. There were also a number of DEMOS staff attached to various diplomatic posts, and DEMOS provided services on Ascension Island for a number of users, including the BBC and Cable and Wireless Limited. FCO continued to be responsible for premises rented on short leases (under 9 years), and for estate management in locations where there was no resident PSA representative. DEMOS also on request provided services on a repayment basis for other departments working overseas, principally the Overseas Development Administration and the British Council. The CPRS review recommended that full control of the diplomatic estate should be passed to the PSA, but this was not implemented.

- 3.12.2 The Defence Lands Directorate maintained staff overseas in various locations where the size of the British defence presence merited it, working as land agents and property consultants to the armed services. A separate Directorate of PSA, Defence Services I, provided technical services (architects, quantity surveyors, civil, mechanical and electrical engineers) for defence works as they were required. An internal PSA review in 1973 determined that these two directorates of the agency would be merged, into a regional organisation with each region headed by a director. Where possible, these regions were to provide services for DEMOS activities overseas.
- 3.12.3 PSA also maintained some staff of the PSA Supplies Directorate overseas dealing with supplies of furniture and other equipment to properties managed by DEMOS, which had been inherited from the former Ministry of Works. At the time of the CPRS review, there were seven PSA Supplies staff based overseas, in Hong Kong, Singapore and New Delhi. They arranged the supply of office furnishings to the diplomatic estate, and also, where it was more cost effective, negotiated and contracted for the local manufacture of furniture and other goods. From 1973, overseas Supplies Directorate staff reported to the Regional Directors for all except the technical aspects of their work.
- 3.12.4 PSA was reorganised in 1990, when government departments were freed to purchase land and property management services from bodies other than PSA. A number of separate groups were established under PSA Services, including the PSA International Group. PSA was abolished in 1995, when all departments assumed responsibility for their own overseas estate management.

3.13 British Trade and Cultural Office, Taiwan

- 3.13.1 The British government has not had official dealings with the government of Taiwan, or diplomatic/consular representation there since 1972, when the British consulate at Tamsui was withdrawn as a result of the upgrading of British relations with the People's Republic of China. Thereafter two separate offices, of the Anglo-Taiwan Trade Committee and the Anglo-Taiwan Education Centre, were established to promote British trade links and cultural/educational relations with Taiwan. The two offices were merged in 1993 to form the British Trade and Cultural Office (BTCO) in Taipei, acting as the UK's unofficial representation in Taiwan.
- 3.13.2 The Anglo-Taiwan Education Centre existed, and the cultural and education arm of the BTCO now exists, to encourage Taiwanese students to come to the UK, to promote British culture in Taiwan and to provide information on the UK at the BTCO and at the second British Council office in Kaohsiung. The Anglo-Taiwan Trade

Committee, and now the trade arm of the BTCO, supports trade between the UK and Taiwan, and promotes inward investment from Taiwan into the UK.

- 3.13.3 The BTCO also provides a British Assistance and Services Section which provides some of the functions normally associated with a consulate: it can issue, but cannot authorise, visas to Taiwanese passport holders, can issue emergency passports and offer some assistance to British people in difficulties in Taiwan. It also houses a British Information Centre.

3.14 **Civilian Attachés**

- 3.14.1 The Duncan report proposed that, with the cost of air travel from London falling, it would become progressively more economic for the work of civilian attachés to be done either by generalist Diplomatic Service staff or by visiting experts sent overseas as required rather than being based permanently in missions. It was expected that the numbers of specialist attachés would decline, with more of their work being performed by generalist diplomats, and this was in fact the trend in following years. Nevertheless, a number of departments still maintained overseas attachés in 1974. Generally speaking, the status of home civil servants posted overseas as attachés was that of staff seconded to the Diplomatic Service. References to attachés below should be taken to include advisers attached to high commissions in Commonwealth states also.

Civil Air Attachés

- 3.14.2 Civil air attachés have responsibility for air service and traffic rights negotiations, the treatment of British operators overseas, technical operational matters and some export promotion. Until 1945 these functions were the responsibility of the Air Ministry, and civil aviation work, particularly during the War, tended to be neglected. A minister of civil aviation was appointed in October 1944, and a separate Ministry of Civil Aviation was established in April 1945. The new ministry took over responsibility for former Air Ministry staff based overseas to deal with civil aviation matters. By 1950 the number of civil air attachés had grown to nine, based in Washington, Paris, Cairo, Buenos Aires, Hong Kong, Baghdad, New Delhi, Melbourne and Jamaica. Responsibility for the attachés passed to the Ministry of Transport and Aviation in October 1953, and thence to the Ministry of Aviation in October 1959, and the Board of Trade in 1966. Since the establishment of the International Civil Aviation Organization in 1947, there has also been a permanent British delegation to the ICAO based in Montreal (it is a condition of ICAO membership that there is such representation).
- 3.14.3 The Duncan report recommended that by 1969 the specialist work of the attachés could now largely be done by generalist Diplomatic

Service staff, supplemented by UK-based experts as required. However, there would continue to be a need for civil air attachés at a few key 'nodal' posts, including the representative to the ICAO in Montreal.

Energy Attachés

- 3.14.4 After the Second World War, the Ministry of Fuel and Power's Petroleum Attaché in Washington continued to assist Britain's oil industry to secure supplies and to undertake exploration of new resources. The Ministry became the Ministry of Power in 1957, and was absorbed into the Ministry of Technology in 1969, so that responsibility for the attaché passed to the Department of Trade and Industry when it was established in 1970. It was Duncan's assessment that the work of this attaché could be done by Diplomatic Service staff, supplemented by occasional visits from experts in London, and in 1972 the responsibilities of the petroleum attaché were merged with those of the shipping counsellor to form a post of Energy and Shipping Counsellor. The increased business generated by the oil crisis soon resulted in this arrangement being altered, and a separate Energy Counsellor post was established in 1973. However, no further energy attachés were appointed, these functions being undertaken usually by commercial counsellors where necessary.

Labour Attachés

- 3.14.5 Britain first began to appoint Labour Attachés to certain overseas posts in the 1940s, as labour, industrial and social questions began to take on increasing significance in diplomatic relations after the end of the Second World War. The first appointment was to Washington in 1942, and by 1948 there were a total of 21 labour attachés. The posts were usually filled by staff of the Ministry of Labour and its successors as the necessary specialist experience and knowledge was not available within the Diplomatic Service. At the time of the Duncan Committee report, there were 20 Labour Attachés to overseas missions, but the trend from that time on was for attaché posts to be staffed by non-specialist career diplomats, rather than labour specialists. The CPRS review argued that the labour attaché service should be phased out completely, or at least reorganised so that it would be better directed from London. This was, however, rejected by the government, and there remained labour counsellors or attachés at a small number of significant overseas posts.
- 3.14.6 The responsibilities of labour attachés were settled by an agreement of November 1949 between the Ministry of Labour, the Treasury and the Foreign Office. Their work involved maintaining contacts with union and employer organisations and reporting to interested Whitehall departments on labour relations and labour movements overseas; facilitating contacts between British and foreign trades unions; arranging training in the UK for unionists from developing

states; informing local contacts of developments in the UK labour scene; and advising the head of mission of labour and employment matters. They also provided reports on labour developments to the Foreign Office Labour Adviser in London.

Agricultural Attachés

3.14.7 Before and during the Second World War, many foreign countries appointed agricultural attachés to their embassies in London to advise on the potential for food exports to the United Kingdom. As a net food importer, there had not previously been a need for the UK to reciprocate such arrangements, but the circumstances of the War provided the impetus to appoint the first UK agricultural attaché. The Ministry of Food had already established a British Food Mission in Washington to assist with the export of food supplies from North America to Britain when, in September 1941, difficulties with negotiations at the Wheat Conference caused the Ministry of Agriculture and Fisheries to propose the appointment of an agricultural attaché to Ottawa and Washington. The first attaché took up his post in May 1942, to advise the heads of mission on agricultural matters, to support and explain Britain's agricultural policies, systems and requirements to official and unofficial organisations in North America, and to keep Britain informed of agricultural, technical, supply and price developments there.

3.14.8 As the world trade in foodstuffs grew after the War, and Britain's need to ensure adequate supplies continued, the number of attachés grew. In 1947 there were four UK agricultural attachés and by 1968, eight. Of these, five were undertaking 'main line' agricultural attaché work, similar to the functions of the first attaché, but also including support for British agricultural exports. A sixth acted as the UK delegate to the UN Food and Agriculture Organisation in Rome (a post also sometimes held by secondees from the overseas development departments), and the last two, advisers in Lagos and Nairobi (again from the Ministry of Overseas Development rather than the Ministry of Agriculture, Fisheries and Food), provided aid to the developing agricultural sectors in Kenya and Nigeria. There was also from time-to-time the need for specialist attachés at various posts (particularly in areas where veterinary attachés monitored the export of foodstuffs from countries infected with contagious diseases for UK public health reasons). The numbers and locations of attaché posts continued to vary over time, particularly following the accession of the UK to the European Community in 1973.

Scientific Attachés

3.14.9 Following the Second World War and the success of the wartime scientific representation of the UK in Washington, the Department of Scientific and Industrial Research (DSIR) was invited to appoint and maintain attachés in Washington and elsewhere under the direction of

the Cabinet's Overseas Scientific Relations Committee. Though funded by DSIR, they were regarded as national representatives, and provided assistance on scientific and technical matters to all departments and official scientific agencies. Appointments, though chiefly from DSIR staff, were also made from staff of the Ministry of Supply, the Ministry of Fuel and Power and other bodies. Initially two scientific missions were established. The attaché in Paris was responsible for scientific representation in France, Belgium and the Netherlands, and also represented the UK at OEEC and UNESCO meetings. The Washington attaché headed the scientific mission, which fulfilled several specific functions – for example, two officers working full-time on atomic matters as representatives of the Ministry of Supply, others working on technical assistance matters and conservation and substitution of raw materials – as well as general scientific representation and liaison in the United States and Canada. The mission was also a constituent part of the British Scientific Commonwealth Office in Washington, and so performed administrative work for other Commonwealth scientific attachés to the United States. Further attachés were appointed thereafter to other posts as the need arose, starting with Stockholm in 1951.

3.14.10 These functions passed to the Department of Education and Science (DES) when DSIR was abolished in 1965. By the time of the Duncan report there were eleven scientific attachés at various overseas posts, all sponsored by DES, but still drawn from a number of departments. Their function was to keep home departments abreast of scientific developments overseas that would be of use to the United Kingdom, and to give expert support when required for export promotion. Attachés were selected for particular posts because of the specialisms required in each location, and in some posts (notably Washington) separate attachés were required both for the 'scientific' and the 'technical' side of the work. By the time of the CPRS review, the number of posts with full time scientific attachés was five. Following the abolition of DES in 1992, functions relating to science, including the attaché network, passed to the Office of Science and Technology, part of the Office of Public Service and Science. In 1995 the functions of the Office of Science and Technology passed to the Department of Trade and Industry.

Shipping Attachés

3.14.11 The Ministry of Transport first appointed shipping attachés abroad in 1947 to keep the department fully informed of developments effecting shipping in the countries to which they were accredited, to represent British views on shipping matters to the local authorities and to safeguard the interests of UK shipping overseas. The first appointees were to Washington, Hong Kong (covering the Far East generally) and Calcutta (covering India and Pakistan). Responsibility for these attachés passed to the Ministry of Transport and Civil Aviation, 1953-1959, to the Ministry of Transport in 1959, to the Board of Trade in

1965 and to the Department of Trade and Industry in 1970. By the time of the Duncan report there were still three shipping attachés, two based in Washington and the third in Singapore, and Duncan recommended that the duties of the attachés could at some future date be absorbed by the chanceries of the relevant commercial sections of the missions to which they were attached, supplemented by visits of experts from London. The Singapore attaché post was abolished in 1970, and the functions of the Washington posts were absorbed into a single Energy and Shipping Counsellor post in 1972, before being merged with aviation matters into a Civil Aviation and Shipping Counsellor post in 1973. In effect from this time shipping attaché work was carried out by diplomatic service staff, and there were no more shipping attachés.

- 3.14.12 The attachés had no connection with the work of registration of shipping and seamen carried out by consular officials at most maritime overseas posts.

Defence Sales Attachés

- 3.14.13 The Defence Sales Organisation (DSO) was established in 1967 following the recommendations of the report by Sir Donald Stokes in 1965 that the existing single service sales staffs should be made responsible to a central sales organisation. Prior to that defence sales work had been undertaken by service attachés, attachés provided by the Ministry of Aviation (previously the Ministry of Supply), civil air attachés and the commercial departments of UK diplomatic missions. The DSO's job was to promote and support the export of British Defence equipment overseas, including military surplus stores, through support to exporters, service support in aid of sales and equipment demonstrations, marketing and exhibitions, and it was jointly responsible to the Ministry of Defence and the Ministry of Aviation. This work initially required overseas liaison officers, and the DSO quickly established attachés in Bonn, Ottawa, Paris and Washington. These were civilian (or retired military) Ministry of Defence staff rather than servicemen. By the time of the Duncan report there were nine attachés or counsellors serving at these four missions but Duncan envisaged that this work could be performed by diplomatic staff in just the same way that diplomatic commercial staff supported general exporters. However, this proved impractical, and there continued to be civilian Ministry of Defence supply attachés in key posts. By the time of the CPRS review, many service attachés were largely occupied with DSO work, and the posts were largely justified in terms of defence sales. Despite this, DSO had little influence over the distribution or appointment of service attachés. DSO became the Defence Export Services Organisation in 1986, and the Procurement Executive in 1994 (Procurement Executive Agency in 1999).

Space Attachés

3.14.14 The Departments of Trade and of Trade and Industry have maintained permanent attachés to the European Space Agency in Paris at various times since the Agency was established in 1975.

3.15 **UK Representatives at the United Nations and its specialised agencies**

3.15.1 UK representation at the UN and its agencies and bodies has always been divided amongst the various government departments with the greatest interest on the work of each particular body. Though the pattern of responsibility and the departments in the UK have changed over time, broadly speaking representation at the principal UN bodies has been as shown in the table below. Not all UN bodies require a permanent UK representative, and for some smaller bodies the locally based FCO diplomats have undertaken day-to-day representative work, with guidance and occasional visits from staff of the relevant lead department. In other cases, the UK department will at some time or other have needed to maintain a permanent overseas representative at the headquarters location of the body concerned.

UN Body	Responsible UK Department
UN Food & Agriculture Organisation	Department for International Development and predecessors
International Atomic Energy Agency	Department of Trade and Industry and predecessors
International Bank for Reconstruction & Development	HM Treasury
International Civil Aviation Organisation	Department of Trade and Industry and predecessors
International Labour Organisation	Department of Work and Pensions and predecessors
International Tele-communication Union	Department of Trade and Industry and predecessors
Regional economic commissions	Department for International Development and predecessors
United Nations Organisation	Foreign and Commonwealth Office
UN Conference on Trade & Development	Department of Trade and Industry and predecessors
UN Development Programme	Department for International Development and predecessors
UN Educational, Scientific & Cultural Organisation	Department for International Development and predecessors
UN High Commissioner for Refugees	Foreign and Commonwealth Office
UN Children's Fund	Department for International Development and predecessors
UN Industrial Development Organisation	Department for International Development and predecessors

UN Institute for Training and Research	Foreign and Commonwealth Office
UN Relief & Works Agency for Palestinian Refugees in the Near East	Foreign and Commonwealth Office
Universal Postal Union	Department of Trade and Industry and predecessors
World Health Organisation	Department of Health and predecessors
World Meteorological Organisation	Meteorological Office

4 Relevant Collection Themes in The National Archives' Acquisition Policy

4.1 The Acquisition Policy outlines certain themes, which form the basis of The National Archives' appraisal and selection decisions. Of these themes, the following are of relevance to the representation of the UK overseas:

2.2.1 Policy and administrative processes of the state -

2.2.1.2 Management of the economy

2.2.1.3 External relations and defence policy

2.2.1.5 Formulation and delivery of social policies

2.2.1.6 Cultural policy

2.2.2 Interaction of the state with its citizens and its impact on the physical environment –

2.2.2.1 Economic, social and demographic condition of the UK as documented by the state's dealings with individuals, communities and organisations outside its own formal boundaries

2.2.2.2 Impact of the state on the physical environment

5 Key Themes within records of United Kingdom overseas representatives

For all of Britain's overseas representatives, the key elements to deciding whether or not the records they produced are worthy of permanent preservation are: firstly, the degree to which the records duplicate holdings of the headquarters body, usually a function of the degree to which the authority was delegated to the overseas representatives, and; secondly, the content of the records themselves. Where all the significant documents produced overseas were copied or sent back to the UK, it can be asserted that the records of the overseas representative should be destroyed as soon as they are no longer required for administrative purposes. The UK organisation copy will provide the master set of any record that merits permanent preservation. Where the overseas offices had delegated authority to act without reference to the UK, unique records will have

been created, and an assessment will be necessary to determine which of those records are worthy of permanent preservation. For the most part the functions carried out under delegated authority, and therefore the records produced, will be of relatively minor importance and will largely be unlikely to merit permanent preservation. Finally, even where an overseas office operated without delegated authority, records of note may have been created locally that were not copied back to the UK, and an assessment will then be required of the value of such records. Following these principles, guidelines for the acquisition for permanent preservation of records of overseas offices under the key themes in The National Archives' Acquisition Policy are set out below.

5.1 Foreign and Commonwealth Office

- 5.1.1 The key collection theme documented in records of the UK's diplomatic and consular missions is 2.2.1.3 external relations and defence policy.
- 5.1.2 Generally, diplomatic records produced in missions that are of enough importance to be worthy of permanent preservation will have been sent or copied to FCO in London, and will be considered for preservation among the files of the responsible FCO department. It should be expected, therefore, that the majority of records held, created or received in missions will not be considered worthy of permanent preservation. Similarly, consular records produced in missions that are worthy of preservation will usually have been copied to FCO, or to the consulate-general or embassy that supervised the work of the consulate. The FCO, consulate-general or embassy record will be considered to be the master copy.
- 5.1.3 Where the subject of the record is one that is of importance to the UK's diplomatic or consular relations with the state or international organisation concerned, and the file under review includes documents of importance to the understanding of that subject that have not been copied to London, that file should be preserved. Such documents might include: minutes of meetings with prominent local officials or political figures; briefs for the head of mission or other senior figures; major marginal comments made by senior diplomats on the local copy of documents that were produced in, or sent to, the FCO which serve to demonstrate a view of a particular issue at an overseas post not reflected in correspondence with the FCO; records of discussions with, or the opinions of prominent figures in the British community overseas showing the views of that community on issues of major importance; correspondence with military attachés or British defence staff not copied to FCO or to MoD in London; and records of internal mission meetings or meetings between regional mission representatives to discuss major issues.

- 5.1.4 The same general acquisition criteria detailed at 5.1.3 for missions in foreign and commonwealth states and delegations to international organisations will apply equally to the records produced in governors' offices in the UK's overseas territories. In addition, records produced by those offices relating to development of policy for the internal administration of the territory, or significant local cases, that meet The National Archives' general Acquisition Policy criteria, and which were not copied to FCO or another responsible department for that activity in London, will be preserved.
- 5.1.5 There are some functions for which the missions have a degree of independence, and are not required to refer all decisions and actions to FCO. For such functions, the records produced in the mission, rather than those of the supervising department in London, can be considered the master record. Most of these functions are relatively minor, and records of them, principally taking the form of case papers relating to single events, need not be selected for permanent preservation. These would include the majority of files dealing with the protection of British subjects overseas (assisting tourists, businessmen and residents in distress, visits to hospitals and prisons, advances of currency and assistance with repatriation, arrangements for local burial or repatriation of remains and administration of assets, tracing missing British persons overseas and duties under the Children and Young Persons Act to do with the employment abroad of persons under the age of 18), commercial work, legal and documentation services (the issue and renewal of passports, correspondence relating to registration of births and deaths and the performance of marriages, nationality and adoption cases, serving writs, taking evidence and so on) arrangements for visits of British naval vessels and duties under the Merchant Shipping Act to do with registration, inspection and regulation of ships and seamen.
- 5.1.6 A number of consular records, however, will merit further consideration. From time to time, consular cases like those outlined above in section 5.1.5 will take on such significance that they impact on relations between the UK and the host state. These will be reflected in consular records that survive first review and are returned to the UK, and will be considered on merit by FCO reviewers at second review. Files to be preserved will be those documenting *causes célèbres*, notorious cases of mistreatment of British subjects abroad where consular intervention impacted on UK relations with the host state or where the case was otherwise so significant that it effected relations, where the consular record contains main papers not copied to the embassy and/or to the UK. Major files documenting consular activity to assist in the management of British institutions overseas (principally cemeteries and schools), but not day-to-day administration, will also be preserved.
- 5.1.7 Commercial attaché records consist principally of case files dealing with support given to exporters and advice and information provided

to potential inward investors, and reports and correspondence on commercial and economic conditions in the countries covered by the attaché, made to the head of mission, to the FCO or to other central government departments or regional development agencies. It is unlikely that any material worthy of preservation will have been produced by commercial attachés that would not have been copied to the lead departments, and so such records should not be preserved except where there is clear evidence that they include substantive records of local activities of the office, which are of significance to the representation of the UK overseas or to Britain's trading and economic interests, but have not been copied back to the UK.

- 5.1.8 Records of British Information Service offices abroad will usually consist of case records dealing with relations with particular media organisations and journalists, and files relating to particular events and incidents. It is unlikely that these will contain any document worthy of permanent preservation that will not already have been sent or copied to the geographical department of the FCO and will be preserved on its files (see Operational Selection Policy *OSP13, Britain's Diplomatic Relations, 1973-1996*). Policy files relating to the work of the office generally and its relations with the host government will usually duplicate information that will be found on the records of the FCO information and news departments, to be covered in a future Operational Selection Policy, and these will not be preserved except where it is clear that the record includes substantive records of local activities of the office, which are of significance to the representation of the UK overseas, but have not been copied back to the UK.
- 5.1.9 British Film Office records relating to the promotion of British film facilities to the US film industry will largely duplicate records copied or sent to the UK departments, or be case papers relating to particular film projects and it is not expected that records worthy of permanent preservation will be created.
- 5.1.10 Diplomatic Service staff working on entry clearance or visa matters overseas produce records similar to those of overseas Home Office entry clearance staff, and the same criteria can be applied (see section 5.6 below).

5.2 Ministry of Defence

- 5.2.1 The key collection theme documented in records of the Ministry of Defence's overseas representatives and bases is 2.2.1.3 external relations and defence policy.
- 5.2.2 The principal records produced by overseas bases vary according to the service in charge of the base. In each case, however, records that document events at the base should be automatically selected for permanent preservation, so that the main events at each base will be recorded. In addition, correspondence seeking guidance from the

Ministry will have occurred wherever the local authority of the base commander was such that he was not entitled to deal personally with whatever issue had arisen. Such correspondence will of course be found on the headquarters records of the Ministry, and will be considered on its merits there, so there will be no necessity to preserve permanently the overseas files of that correspondence.

- 5.2.3 **Overseas military bases:** the chief record of events at overseas military bases is the diary (usually base commander's diary, but also unit level diaries for smaller detachments based overseas) or the unit historical record. These are all to be permanently preserved, both for UK and overseas bases. Other locally produced records of the overseas bases will not contain information additional to that in the log worthy of permanent preservation that is not otherwise copied to London, and there is therefore no need to preserve such records.
- 5.2.4 **Overseas air bases:** the chief record of events at overseas air bases is the station operations record book. All operations record books, both for UK and overseas bases, are to be permanently preserved. Other locally produced records of the overseas bases will not contain information additional to that in the log worthy of permanent preservation that is not otherwise copied to London, and there is therefore no need to preserve such records.
- 5.2.5 **Overseas naval bases:** unlike army and air force overseas bases, there are no standing orders that naval commanding officers of overseas bases should create a log book similar to a ship's log. The local record of the station's activities will be contained in registered and unregistered files detailing correspondence with local authorities and with the Ministry of Defence in London. These will include the regular (normally monthly) reports of proceedings from the local commanding officer to his or her administrative superior. All matters and papers worthy of permanent preservation will be recorded in the Ministry of Defence files of correspondence with the overseas base and therefore there is no need to preserve the local copies of such correspondence. Ministry copies of reports of proceedings for overseas bases will be automatically selected for permanent preservation.
- 5.2.6 The records held overseas by service attachés consist primarily of copies of reports compiled and sent to the Ministry of Defence in London, diplomatic staff at the relevant FCO post and other recipients, and general correspondence with FCO and MoD staff in London on miscellaneous topics. Where the nature of those reports and correspondence are of such importance that they generate action, they will be preserved on the headquarters records of the FCO or the MoD and will be considered for preservation on those files. Other records of the attachés will be largely routine reports and administrative matters, and the overseas copies of these reports and papers need not be preserved. These same criteria can be applied

equally to the records of defence supply attachés, which will always have been copied to London where they are of such interest to merit permanent preservation.

5.2.7 The defence staffs based in Washington, Canberra and Ottawa serve principally to act as the eyes and ears of the Ministry of Defence in those allied capitals, to report on developments and keep the UK informed of points of interest. All records of such matters produced overseas will therefore be copied to London, and will be kept on Ministry of Defence headquarters files where they are worthy of consideration for permanent preservation. The other functions of the defence staffs, largely routine and administrative, are not considered worthy of permanent preservation, and there is therefore no need for any overseas records of the defence staffs to be permanently preserved. Occasional correspondence with the British embassies or high commissions in those capitals that is not copied to London will be considered during the FCO review of the relevant post files (see sections 5.1.2 to 5.1.3 above).

5.2.8 The records of the British element of the Allied Kommandatura were returned to the UK after the Kommandatura was dissolved in 1990. An appraisal of the surviving records has already been made by FCO staff and those that are worthy of permanent preservation are in the process of being transferred to The National Archives at the time of writing. It is not expected that any further records of the UK element of the Kommandatura will come to light. Records of the British Military Government, Berlin are reviewed by FCO as overseas post files – see paragraphs 5.1.2 to 5.1.4 for the criteria to be applied.

5.3 Department for International Development

5.3.1 The key collection themes documented in records of the development divisions and DFID overseas offices are 2.2.1.3 external relations and defence policy; 2.2.1.5 formulation and delivery of social policies; 2.2.1.6 cultural policy; and 2.2.2.2 impact of the state on the physical environment.

5.3.2 Until 1995, it was standard practice and policy for development divisions to copy all significant information on the division's work and activities to headquarters in the UK, and it can therefore be assumed that most papers produced or received in the development divisions that are worthy of permanent preservation will be duplicated in the relevant headquarters departmental files, and the overseas record need not be preserved. From 1995, a change of policy meant that papers were no longer automatically copied from overseas to the UK, and therefore greater consideration will need to be given to the appraisal of development division and overseas office files after that date.

- 5.3.3 For the period up to the end of 1994, the general assumption should be that development division records will not be preserved, and the headquarters files of the overseeing UK department will provide the record of the division's activities. Exceptions to this will be: any files of the Middle East Development Division discovered that pre-date the establishment of the Overseas Development Administration in 1970 documenting major development projects or relations with governments in the Middle East, or the organisation of the division's work, as the policy of reporting back to the UK was not clearly established and in place until some point during the period of the establishment of the Ministry of Overseas Development (1964-1970); major policy files of any development division that contain records of substantive actions not copied to the UK (this might include minutes of meetings with local heads of state, development ministers or other leading figures to discuss development issues, or internal minuting on the progress of key projects); and disaster relief files relating to major disasters where the development division was actively involved in providing relief, and the correspondence was not copied to the UK.
- 5.3.4 From 1995, development division and DFID overseas office records will be selected for permanent preservation where they contain details of the following subjects that were not copied to the UK: major policy files containing records of substantive actions (this might include minutes of meetings with local heads of state, development ministers or other leading figures to discuss development issues, or internal minuting on the progress of key projects); disaster relief files relating to major disasters where the development division was actively involved in providing relief; precedent project files recording a new approach or method of providing development (typically containing substantial amounts of high level minuting as the new approaches are evaluated); main project files dealing with the most significant development projects undertaken by the division or office (but not files dealing with routine matters relating to the project, such as press clippings and briefings, accounts and so on); main files on lesser projects which for one reason or another became notorious in the region or internationally relating to that notoriety (but not regular project administration files); and major files on relations with other aid providers working in the region, showing co-operation on aid provision or conflicts of interest.
- 5.3.5 Records produced by overseas development attachés or delegates to international organisations will consist principally of correspondence with the host nation or organisation on particular issues, correspondence seeking guidance or policy decisions with the headquarters department, and reports on current development projects or proposals in the country or organisation concerned. Such documents will almost invariably be with, or copied to, the headquarters department where they merit permanent preservation, as it is only the most routine part of the attachés work that would not be reported back for information or guidance. It can therefore be

assumed that the local records produced by the attachés are not required for permanent preservation and can be destroyed once they are no longer of administrative use.

5.4 British Council

- 5.4.1 The key collection themes documented in records of the British Council's overseas representatives are 2.2.1.3 external relations and defence policy and 2.2.1.6 cultural policy.
- 5.4.2 The main body of records produced by representatives' offices consist of formal reports (annual reports, reports on overseas events and so on) made to the controlling division in the British Council in London or to the head of mission, correspondence with the Council in London on various issues, and papers dealing with administrative arrangements for events and day-to-day administration and accounting. Of these, all records potentially worthy of permanent preservation are sent or copied to London, and will be considered for permanent preservation with the files of the headquarters division. It should not therefore be expected that overseas representation office files will survive to be considered for permanent preservation, and the majority will be routinely disposed of overseas at an early date when no longer of administrative use.
- 5.4.3 Exceptionally, records produced overseas may survive early disposal and will be returned to the British Council for safekeeping and eventual appraisal. This will usually be because the records are thought to have an intrinsic value over and above their archival merits. Such records might include files documenting the earliest wartime activities of overseas representatives, not copied to London at the time, records relating to Council accommodation overseas, or informal collections of records, including for example photographic collections. Such records will be considered on their merits when they are discovered or returned to the Council. Generally, records relating to accommodation (deeds or lease agreements and the like) will not be worthy of permanent preservation, and should only be retained while they have administrative value. Records documenting the early pre-war and wartime activities of representatives are likely to contain information not held in headquarters files, as there is a general paucity of such information preserved centrally, and such records should be considered on merit. Photographic records of Council events overseas are unlikely to be worthy of permanent preservation, as any photographs are likely to have been duplicated by similar ones in local press media, and they may also have been copied to London, and such collections should not normally be preserved. Collections of artefacts relating to overseas Council activities (concert programmes, exhibition guides and so on) need not be preserved.
- 5.4.4 Records relating to cultural and educational functions of the British Trade and Cultural Office, Taiwan, shall be considered to be records

of overseas representatives of the British Council, and appraised according to criteria outlined elsewhere in section 5.4.

5.5 HM Treasury

5.5.1 The key collection theme documented in records of the Treasury's overseas offices and attachés is 2.2.1.2, management of the economy.

5.5.2 The work of the United Kingdom Treasury and Supply Delegation servicing various deals on behalf of other British government departments will have been recorded on case files relating to individual contracts or events and will not be required for permanent preservation. The work of the Delegation relating to Anglo-American financial arrangements is of much greater significance and records of that work are likely to be worthy of permanent preservation where they go beyond the material copied to the Treasury. Where the records relate to major developments in UK-US financial relations, to Britain's application to the International Monetary fund for financial assistance, or to the impact of developments in American policy on the British economy, they will be preserved if there are documents of importance to the understanding of the subject that have not been copied to London on the file. Such documents might include: minutes or informal records of meetings or conversations with senior local officials or politicians; briefs for the head of the Delegation; major marginal comments made in Washington on material sent to the Delegation from London or elsewhere which demonstrate Delegation views of a particular issue not reflected in correspondence with the Treasury; and records of internal Delegation discussions and meetings, or meetings with embassy staff. Records documenting the history, development and policies of the Delegation should, where not copied to the Treasury in London, also be preserved.

5.5.3 Records produced by overseas treasury attachés or delegates to international organisations will consist principally of correspondence with the host organisation on particular issues, correspondence seeking guidance or policy decisions with the Treasury, and reports on current issues, projects or proposals in the organisation concerned. Such documents will almost invariably be with, or copied to, the headquarters department where they merit permanent preservation, as it is only the most routine part of the attachés work that would not be reported back for information or guidance. It can therefore be assumed that the local records produced by the attachés are not required for permanent preservation and can be destroyed once they are no longer of administrative use.

5.6 Home Office

5.6.1 The key collection theme documented in records of Home Office overseas entry clearance officers are 2.2.1.5, formulation and delivery

of social policies, and 2.2.2.1, the economic, social and demographic condition of the UK, as documented by the state's dealings with individuals outside its own formal boundaries.

- 5.6.2 The records produced by entry clearance officers fall into three types: case papers relating to individual applications for entry clearance; reports on conditions overseas relevant to immigration policy; and correspondence concerning particular issues and cases requiring reference to the UK for resolution.
- 5.6.3 Entry clearance case papers created and held overseas, are of relatively short-term significance and should only be preserved for as long as there remains an administrative need to refer to them; they should then be destroyed.
- 5.6.4 Reports on overseas conditions are significant for the development of entry clearance and immigration policy, but such reports are made to the Home Office and the Foreign and Commonwealth Office in London where the policy will be developed, and it should be expected that the relevant departmental files of the headquarters Offices will contain the record version of the reports to be considered for permanent preservation. Similarly correspondence on cases that cannot be resolved overseas will be with the UK headquarters, and it is the UK files that will provide record copies of the correspondence where it merits permanent preservation. Therefore, correspondence and report files of overseas entry clearance officers need only be preserved for as long as there is administrative need to refer to them.
- 5.6.5 These same criteria can be applied to Diplomatic Service staff working on entry clearance matters.

5.7 Department of Trade and Industry

- 5.7.1 The key collection themes documented in records of the DTI's overseas offices and attachés are 2.2.1.2, management of the economy and 2.2.1.3, external relations and defence.
- 5.7.2 The main records produced by the British Export Marketing Centre will relate to individual cases of action to promote British exports to Japan. Policy for these matters was set in London, with the Centre being responsible for managing local activities only. The records of these cases, both successful and failed, will not be worthy of permanent preservation.
- 5.7.3 Records produced by Department of Trade and Industry attachés, delegates to international organisations or the representative to the Airbus Executive Agency will consist principally of correspondence with the host nation or organisation on particular issues, correspondence seeking guidance or policy decisions with the headquarters department, and reports on current developments or

proposals in the country or organisation concerned. Such documents will almost invariably be with, or copied to, the headquarters department where they merit permanent preservation, as it is only the most routine part of the attachés', delegates' or representatives' work that would not be reported back for information or guidance. It can therefore be assumed that the local records are not required for permanent preservation and can be destroyed once they are no longer of administrative use.

5.8 Joint FCO/DTI Sponsored Bodies

- 5.8.1 The key collection themes documented in records of the BTI's and Trade Partners UK's overseas offices are 2.2.1.2, management of the economy and 2.2.1.3, external relations and defence.
- 5.8.2 The main records produced by the overseas offices of the Joint Export Promotion Directorate, BTI and Trade Partners UK will relate to individual cases of action to promote British exports or to encourage inward investment into the UK. Policy for these matters was set by the headquarters organisation in London, with the overseas offices being responsible for managing their local activities. The records of the majority of cases, both successful and failed, will not be worthy of permanent preservation. However, records of major inward investment cases and sizeable export contracts or drives, both successful and unsuccessful, which were not copied to the UK, should be preserved.
- 5.8.3 Records of the trade and inward investment functions of the British Trade and Cultural Office, Taiwan, shall be considered as if they are records of overseas representatives of BTI and Trade Partners UK, and appraised according to criteria outlined in paragraph 5.8.2 above.

5.9 Department for Transport

- 5.9.1 The key collection themes documented in records of transport attachés are 2.2.1.2, management of the economy and 2.2.1.3, external relations and defence.
- 5.9.2 Records produced by civil air and shipping attachés or delegates to international organisations will consist principally of correspondence with the host nation or organisation on particular issues, correspondence seeking guidance or policy decisions with the headquarters department, and reports on current developments or proposals in the country or organisation concerned. Such documents will almost invariably be with, or copied to, the headquarters department where they merit permanent preservation, as it is only the most routine part of the attachés' or delegates' work that would not be reported back for information or guidance. It can therefore be assumed that the local records produced by the attachés and

delegates are not required for permanent preservation and can be destroyed once they are no longer of administrative use.

5.10 Office of the Deputy Prime Minister

5.10.1 The key collection themes documented in the records of overseas offices of the Property Services Agency are 2.2.1.3, external relations and defence, and 2.2.2.2, impact of the state on the physical environment.

5.10.2 The Office of the Deputy Prime Minister has inherited responsibility for records of Property Services Agency overseas offices. It is assumed that records produced in the PSA overseas offices have not survived the closure of these offices and the privatisation of PSA, as any material of long-term significance would have been copied to the UK and the local records will not have been thought worth preserving. However, due to the fragmentation of responsibility for former PSA functions after privatisation, files created by PSA have been scattered through many government departments, and it remains possible that records created by the overseas offices will from time-to-time be discovered as PSA and other records are being processed. In the event of such files being discovered, they should be appraised according to the following criteria. Records relating to particular overseas estates and properties, particularly case papers, will only be preserved where they relate to historic buildings and sites or to buildings commissioned from leading architects, where the record contains major papers concerning the property (not routine maintenance) and where it is clear from the file that the major papers have not been copied back to London (to PSA, to FCO for diplomatic estate work, to MoD for defence estate work or to the relevant department for any other overseas estates). Records relating to policy of the overseas offices should only be preserved where the files show policy considerations having a direct impact on UK relations with the host nation, and where the policy lead was not being taken by PSA in the UK or by other departments in relation to their own overseas estates, but by the local office. Routine case papers and estate management papers can be destroyed when they are no longer of administrative use. Finally, all overseas Supplies Department files are considered to be not worthy of permanent preservation and can be destroyed when no longer of administrative use.

5.11 Department for Work and Pensions

5.11.1 The key collection themes documented in records of the labour attachés is 2.2.1.5 formulation and delivery of social policies.

5.11.2 The Department for Work and Pensions has inherited responsibility for records produced by overseas labour attachés. In the main, the records produced by the attachés are formal reports, either to the Department in London or to the head of mission to which they are

attached, and correspondence on particular issues, conveying information to interested contacts. The locally held copies of such correspondence effectively duplicate information held on the relevant departmental file series in the UK, and need not be preserved once their administrative usefulness has ended. Copies of attaché annual and exceptional reports were routinely sent to the Ministry in London, were filed together in a single file series, and subsequently considered for permanent preservation. There is therefore no necessity to preserve copies of annual reports held by attachés overseas.

5.12 HM Revenue and Customs

5.12.1 The key collection themes documented in records of customs officers working in France is 2.2.2.1, the economic, social and demographic condition of the UK as documented by the state's dealings with individuals, communities and organisations outside its own formal boundaries.

5.12.2 The records produced by British customs officers working in France at the Channel Tunnel frontier are similar to those created by equivalent activities within the UK and as such similar selection criteria should be applied to them. The records created will largely be casework relating to individual operations, freight, passengers, seizures and so on. Such records are normally scheduled for destruction after their retention period has expired but alternatively may be considered for presentation to an appropriate local UK archive. Non-casework records will consist chiefly of internal guidance and correspondence issued centrally to all frontier staff by the business function head, located in Dover. That office's copy of such exchanges is the lead record and will be considered for permanent preservation under a future Customs Operational Selection Policy, so there is no requirement for the local copies to be preserved. Similarly, for correspondence with external bodies, it can be assumed that any matters of substance will have been referred to the business function head and therefore the local copies of such correspondence need not be retained once their administrative usefulness has expired.

5.13 Department of the Environment, Food and Rural Affairs

5.13.1 The key collection themes documented in records of overseas agricultural and veterinary attachés is 2.2.1.2, management of the economy, and 2.2.1.3, external relations and defence policy.

5.13.2 Records produced by agricultural and veterinary attachés will consist principally of correspondence with the host nation on particular issues, correspondence seeking guidance or policy decisions with the headquarters department, and reports on current developments, conditions or proposals in the country concerned. Such documents will almost invariably be with, or copied to, the headquarters department where they merit permanent preservation, as it is only the

most routine part of the attachés work that would not be reported back for information or guidance. It can therefore be assumed that the local records produced by the attachés are not required for permanent preservation and can be destroyed once they are no longer of administrative use.

6 Structure of Filing Systems and Correlation to Collection Themes

6.1 Foreign and Commonwealth Office

6.1.1 Embassies, legations, high commissions, delegations, governors' offices and most consulates use annual registered file series based on guidance issued centrally from the Foreign and Commonwealth Office. The files are closed at the end of the year, and new files opened when required the following year. This procedure applies equally to paper and electronic records. Political and economic registered files and consular/visa policy files are subject to a first review after 2 years, conducted by staff in the post, and only records for which there is a continuing administrative need are retained, the majority being destroyed. The retained records are returned to the FCO for storage after between 2 and 5 years. They are then stored at FCO until their 29th year, when a second review is conducted on a file-by-file basis for each post.

6.1.2 In some smaller consulates, files may not be registered and may not be closed annually or follow FCO filing guidance, as the volume and nature of the work does not require such rigorous records management. These records still undergo first review in the post and, where any records survive that, second review in the 29th year at FCO.

6.1.3 The procedures for appraising FCO electronic records produced in overseas posts have not yet been established, though the need for archiving and preserving the records is recognised and the procedures for this are firmly in place. The systems for establishing review procedures for FCO electronic records produced at home and overseas will be established in due course as part of FCO's on-going project with its electronic records management suppliers.

6.2 Ministry of Defence

6.2.1 The records of overseas Ministry of Defence bases that are considered worthy of permanent preservation are kept in a standard format for each of the services (the diary or historical record and the operations record book for the Army and the Air Force respectively). These standardised records are all to be kept permanently without review. The equivalent formal record for overseas naval bases, reports of proceedings, are sent to the Ministry of Defence and the London, rather than the local, copy will be preserved and should be passed to The National Archives.

6.2.2 Other records of overseas bases are not required for permanent preservation and can be disposed of when no longer of administrative use. Disposal schedules should be drawn up to set down the appropriate retention period for the various sets of records produced by overseas bases.

6.3 Department for International Development

6.3.1 Development Divisions and overseas offices work using three year registered file cycles following the pattern established when the Department for Technical Co-operation was created and inherited its file cycle and structures from the Colonial Office. This has remained the case even when the Overseas Development Administration has operated as an agency of the Foreign and Commonwealth Office, with ODA using 3-year file cycles and FCO using annual file cycles. The overseas offices use a centrally determined file structure to organise the registered files.

6.4 British Council

6.4.1 The only files of British Council representatives to be considered for permanent preservation are any chance survivals overseas (or in central records storage in the UK where records have been returned by representatives but never processed) of records dating from 1945 or earlier. These will be in various formats without particular organisation, according to the practices of the particular office, as there was no centrally enforced policy on the keeping of records in representatives' offices at this time.

6.5 HM Treasury

6.5.1 The UK Treasury and Supply Delegation used a TSD registered file series for its main series of records. Treasury delegates to international organisations utilised various file storage and registry series according to their particular needs.

6.6 Joint FCO/DTI Sponsored Bodies

6.6.1 The joint FCO/DTI organisations British Trade International and Trade Partners UK were at the time of writing relatively new bodies, and a distinct pattern of records produced by their overseas offices had not yet emerged. With the overseas offices being based in FCO posts, record keeping practices used by FCO are mostly followed. By agreement between FCO and DTI, the records of the overseas offices will be held and appraised by FCO according to the criteria set out in section 5.8 above, according to the timetable applying to other FCO posts.

6.7 Export Credit Guarantee Department

6.7.1 Before the privatisation of short-term credit operations in 1991, the records of all the ECGD regions, including the New York office, were assessed by The National Archives as being not worthy of permanent preservation. They were therefore transferred to the successor organisation and have lost their public record status.

6.8 Office of the Deputy Prime Minister

6.8.1 It is not likely that any surviving records of PSA overseas offices that emerge amongst the holdings for which the Office of the Deputy Prime Minister is now responsible will conform to any particular structure or organisation. They might consist of files, registered and unregistered in various series, maps, plans and photographs or slides, according to the practices and administrative convenience of each particular office at the time. It is not, therefore, possible to correlate record series to collection themes or appraisal practices.

6.9 Other departments

6.9.1 It is not considered that any of the records of the overseas representatives of the following departments will be worthy of permanent preservation.

- HM Revenue and Customs
- Home Office
- Department of the Environment, Food and Rural Affairs
- Department for Work and Pensions
- Department for Transport
- Department of Trade and Industry

Disposal schedules should therefore be drawn up for all the records of these overseas representatives to ensure the timely disposal of the records as soon as they are no longer of administrative use.

6.9.2 In the case of records of Channel Tunnel frontier customs officers, the disposal schedules drawn up by HM Revenue and Customs should include provision for the presentation of appropriate records to a UK local archive on the same basis as presentations agreed between HM Revenue and Customs, The National Archives and local authority archive services for records of customs officers based in ports and airports around the UK.

7 Implementation of Selection Policy

7.1 Foreign and Commonwealth Office

7.1.1 First review in posts of paper records will continue to be carried out, as before, with records only being preserved at first review if there is a

continuing administrative need for them. The overwhelming majority of records will be destroyed at this stage.

- 7.1.2 Second review of paper records will continue to be carried out by UK based FCO staff on a file-by-file basis. From the review of 1974 post files onwards, FCO staff will employ the acquisition criteria at sections 5.1.2 to 5.1.9 above to determine which post files merit selection for permanent preservation at The National Archives.
- 7.1.3 Electronic records created overseas in FCO posts are preserved using the central FCO facility and will be appraised in their 29th year according to procedures to be agreed between The National Archives and FCO.

7.2 Ministry of Defence

- 7.2.1 The Ministry of Defence appraisal of records from its overseas bases will continue to consist of the automatic selection for preservation of commanders' base diaries, unit diaries, unit historical records and station operations record books.
- 7.2.2 For all other overseas base records, disposal schedules should be drawn up to ensure the timely disposal of the records as soon as they are no longer of administrative use.
- 7.2.3 Overseas records of attachés, defence supply attachés and the defence staffs are similarly not required for permanent preservation, and disposal schedules should be drawn up to ensure the timely disposal of the records as soon as they are no longer of administrative use.

7.3 Department for International Development

- 7.3.1. Records appraisal in the Department for International Development overseas offices of their own and previous development division records is carried out using disposal schedules agreed by The National Archives that support the criteria for selection outlined in section 5.3 above. Staff overseas conduct an initial review and disposal using the schedules. Records earmarked for second review are returned to the UK, with others being retained for as long as administrative or audit needs require, and then destroyed. Headquarters staff conduct the final selection review to determine records that will be permanently preserved in approximately the 27th-29th year of the relevant file-cycle's life, at the same time as the relevant headquarters file cycle is being reviewed. The appraisal criteria outlined in this policy will be applied to development division files from the file cycle being reviewed at the time of writing (1973-1975) and to all subsequent cycles.

7.4 British Council

- 7.4.1. It is not expected that the records of British Council overseas representatives will be worthy of permanent preservation. It is therefore appropriate that a records disposition schedule should be drawn up for the records of the representatives' offices. This schedule will set down the period of time for which it is necessary to retain records for administrative purposes, after which time the records should be destroyed. The only exception to this should be for surviving records of representatives' offices dating from 1945 or earlier. The paucity of surviving UK records of representatives' activities for this period means that any such representatives' records that are discovered overseas should be returned to UK for review and consideration on their merits.

7.5 HM Treasury

- 7.5.1 TSD series files of the UK Treasury and Supply Delegation now with the Treasury, already first reviewed by staff in Washington, will be second reviewed on a file-by-file basis according to the criteria outlined at section 5.5.2. This should happen at the appropriate point in the series' life cycle to ensure transfer of selected files to The National Archives before they reach 30 years of age.
- 7.5.2 Records of Treasury delegates to international organisations, including those of the delegates who assumed UK Treasury and Supply Department functions in respect of the International Bank for Reconstruction and Development, should be disposed of automatically when they cease to be of administrative use. Record disposal schedules should be drawn up to implement this practice.

7.6 Joint FCO/DTI Sponsored Bodies

- 7.6.1 Overseas, FCO posts will conduct first reviews of records of joint FCO/DTI sponsored bodies according to the normal timetable for the review of post file records.
- 7.6.2 Should any files be identified for retention at first review by an FCO overseas post, these will be returned to the UK for storage and eventual second review.

7.7 Office of the Deputy Prime Minister

- 7.7.1 The Office of the Deputy Prime Minister has inherited residual responsibility for the records of the overseas offices of the PSA, (where such records were not passed to the various departments that assumed responsibility for management of their own overseas estates following the abolition of the PSA in 1995). It is not expected that any substantial collections of records of these overseas offices will survive centrally, and any that are found will be considered on merit.

7.7.2 Former PSA overseas office records that have passed into the possession of other departments for administrative purposes will be considered along with their own overseas estate management records, according to the criteria given in section 5 above.