

*Samantha New file*



## Second Permanent Secretary

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SPS/058/03

*1. Paul } to see 15/2  
2. John }  
3. Henry - to file per 14/2  
14/2*

FROM: WILL HAIRE

cc Nigel Hamilton  
Stephen Grimson  
Edgar Jardine

11 FEBRUARY 2003

TO:

*W*  
PETER MAY  
*14/2*

### PUBLIC DIPLOMACY STRATEGY

I attended the meeting of the Public Diplomacy Strategy Board, in the Durbar Conference Room of the FCO.

Sitting in the Conference Room from which presumably India was ruled in the late 19<sup>th</sup> and early 20<sup>th</sup> century, we had an interesting discussion of what is the current stance of the UK in presenting its public face internationally. I attach the latest version of the papers. What came out of the discussion was a push for the focus not just to be on the respect in which the UK wanted to be held, but also on the fact that perhaps the UK should be, to some degree, liked for its qualities and principles. It is not that the UK knows it all, but that it had actually something to learn from the rest of the world. That at least was, I think, the theme that was implicit in many of the statements.

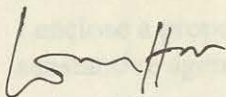
Overall, there were some very interesting people at the event. John Elvidge represented the Scottish Executive, and spoke with very good sense. The British Tourist Authority clearly worked on the basis that the island of Ireland did not exist, although the rest of the meeting did



understand the concept of the UK. There was an independent, John Sorrell, who clearly works in this whole area of public diplomacy and might be a useful consultant for us if ever we thought of looking at the Northern Ireland situation in relation to public diplomacy.

On the issue of major campaigns, of which there is a paper, the key points did seem to relate to a need to reach out to the accession Member States of the EU, an area which presumably we should have an interest in our inter-regional work. Science and technology in the USA was also thought to be of importance, but the hundredth anniversary of the Entente Cordiale went down like a lead balloon. This was even before the joys of President Chirac's intervention on the role of NATO and Turkey last weekend. The theme however did come through of the need for us to relate to the Moslem world.

All this points to the issue of our external relations. It is difficult to know until we get some more stability how much we can afford to resource, but it will not go away, and I need to consider further with Edgar.



**WILL HAIRE**





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*The Permanent Under Secretary of State*

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3 February 2003

Nigel Hamilton Esq  
Head of Northern Ireland Civil Service  
1 Stormont Castle  
Belfast  
BT4 3TT

*Dear Nigel,*

We are meeting at 1100 on 7 February to take forward our development of a more coordinated and coherent approach to HMG's public diplomacy overseas.

I enclose a proposed agenda for that meeting, together with discussion papers on the three substantive agenda items. These are:

- Public Diplomacy Strategy: a short analytical paper and an accompanying (even shorter) draft public diplomacy strategy for HMG. These build on the comments of Board members.
- Research: a proposal for a jointly funded tracking study of perceptions of the UK in key countries; and a presentation which Tom Wright has asked me to circulate (Tom will talk us through the Project Lion's conclusions).
- Major campaigns: a paper outlining possible targets for major campaigns in the coming period.

The papers identify the key decisions which the Strategy Board is invited to take. I am also enclosing a grid updating the group on the Think UK campaign.

One or two members of the Strategy Board suggested at an earlier stage that they might circulate a paper outlining their organisation's activities. If they still wish to do so I am sure that we can allow some time at the end for any questions or comments.

I know that two or three members of the Strategy Board are unable to attend next week's meeting. I should be very happy to feed in any comments they may have.

*Yours sincerely,  
Michael Jay*

Michael Jay



## AGENDA

### PUBLIC DIPLOMACY STRATEGY BOARD

11.00am Friday 7 February 2003

Foreign & Commonwealth Office, King Charles Street, London SW1  
Durbar Conference Room (K123)

- Item 1**      **Chairman's Introductory Remarks (5 minutes)**  
Sir Michael Jay, Permanent Under-Secretary, FCO
- Item 2**      **HMG Public Diplomacy Strategy (40 minutes)**  
Revised draft document to be circulated in advance
- Item 3**      **Major Campaigns (30 minutes)**  
Discussion of:
- benefits/disadvantages of major public diplomacy campaigns
  - how to ensure their effectiveness; and
  - a possible future programme
- Paper on issues above to be circulated in advance
- (Separate update on *Think UK* campaign in China in 2003 also to be circulated for information.)
- Item 4**      **Research (30 minutes)**  
Discussion of collaboration on tracking and tactical research (proposal on joined-up tactical research to be circulated in advance)
- Tom Wright, British Tourist Authority, to give presentation on *Project Lion* research
- Item 5**      **Public Diplomacy Fund (10 minutes)**  
Prospects for co-funding?
- Item 6**      **Any Other Business / Dates of Future Meetings in 2003 (5 minutes)**  
Chairman to confirm dates and times of next three meetings
- Total time:      2 hours**



## WORKING TOGETHER ON PUBLIC DIPLOMACY

### 1. KEY DECISIONS

The Public Diplomacy Strategy Board is invited to:

- Consider the analysis below
- Endorse the general terms of the outline strategy which flows from it
- Consider and comment on the suggested specific actions in particular

### 2. BACKGROUND

The Wilton Review recommended the formulation of a national strategy with clear outcomes for public diplomacy work overseas, and the introduction of mechanisms to create a more joined-up approach among all public sector organisations engaged in public diplomacy. At its first meeting in October 2002, the PDSD Public Diplomacy Strategy Board, defined public diplomacy as:

"Work which aims at influencing in a positive way, including through the creation of relationships and partnerships, the perceptions of individuals and organisations overseas about the UK and their engagement with the UK in support of HMG's overseas objectives."

This document outlines a strategic framework that might enable greater coherence, collaboration and co-operation amongst public diplomacy organisations in pursuit of the UK's overseas objectives

It is divided into two parts:

- Analysis
- Outline strategy, including specific actions

### ANALYSIS

#### 3 WHAT ARE WE TRYING TO ACHIEVE?

The purpose of public diplomacy is to influence perceptions overseas in order to foster:

- The UK's **influence** - in international relations in order to achieve the objective of a safe, just and prosperous world
- The development of the UK's international **trade**
- The attraction of **investment** into the UK
- The attraction of **tourists** to the UK
- The attraction of **talented individuals** to live, work and study in the UK

#### 4. HOW DO PEOPLE GAIN IMPRESSIONS AND HOW CAN WE INFLUENCE THEIR THINKING?

Perceptions of a country seem to be informed by four broad dimensions:

- A country's stance on **diplomatic and military** issues
- A country's **economic** success including its production of **good and services**
- A country's **culture and lifestyle** (the people and society)
- The **country itself** (the place)

It is not surprising that resulting perceptions can be complex and contradictory.



## 5 WHERE ARE WE NOW?

The UK's position in the world is strong. Our assets and successes include

### *Diplomatic:*

- Member of the Security Council, G8, EU and Commonwealth.

### *Trade:*

- 4<sup>th</sup> largest exporter and importer of goods (and 2<sup>nd</sup> in the export of commercial services)

### *Investment:*

- 2<sup>nd</sup> in the world in inward investment
- 2<sup>nd</sup> in the world in overseas investment

### *Culture and lifestyle:*

- English is the world language (a success shared with others)
- 2<sup>nd</sup> in the world as a source of Higher Education
- 13<sup>th</sup> out of 173 countries in the UNDP Human Development Index
- 4<sup>th</sup> in the world for Gross National Income
- BBC World Service, the most trusted international broadcaster.

### *Tourism:*

- 5<sup>th</sup> in the world for inward tourism

## 6 HOW ARE WE SEEN?

But perceptions are more mixed. Our strengths and weaknesses are:

### *Diplomatic/Military*

- Strengths: historic global links, professionalism, accountability of armed forces
- Weaknesses: colonial baggage, post-imperial slide

### *Economic*

- Strengths: sound economic management and regulation, macro-economic stability, flexible labour market, knowledge economy, science and technology, financial services
- Weaknesses: manufacturing, infrastructure

### *Social*

- Strengths: liberal, democratic, politically stable and institutionally adaptive (eg, devolution and Lords reform), centre of learning, diversity, social inclusion/justice
- Weaknesses: class, decaying welfare system, fixed in the past

### *Lifestyle*

- Strengths: origin of a dominant culture, civilisation and language, breadth and vibrancy of cultural activity, heritage
- Weaknesses: cold, unwelcoming, not very accessible (people and culture)

Research suggests that our weaknesses are better known than our strengths. Put simply, the UK and its people are seen as having a very strong history and sense of tradition, but rather hidebound by this history and cold, unwelcoming and inflexible. The UK appears to be struggling to demonstrate its relevance to a contemporary world and that rapid modernisation is taking place.





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## WHERE DO WE WANT TO BE?

Our aim must be to move overseas perceptions in a positive direction. We want people, in short, to have an up to date understanding of what the UK is and where it is going. To help achieve this we need to agree and communicate a memorable narrative about the UK and our key successes that all organisations and individuals working in their specialist areas can use.

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## GLOBAL CONTEXT

If we are to do this effectively we need to acknowledge the difficult background in which we will be operating over the next few years, with the challenge of radical Islam and terrorism, the consequent primacy of security concerns and the possibility of international recession. More generally we shall be working in an increasingly complex international communications environment in which it will be more and more difficult to be heard above the noise.

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## HOW CAN WE MOVE FORWARD:

Against this background we need to align our collective efforts and focus our resources to achieve the greatest positive impact.

This will involve a number of elements:

- Agreeing the analysis (set out above) of where we are and where we want to end up
- Defining the core narrative for the UK
- Agreeing the themes around which all organisations and individuals can unite
- Clarifying and ensuring complementarity of organisational roles
- Agreeing priority areas and, where necessary, areas in need of major joint effort
- Taking action
- Establishing systems to track a set of key high level indicators which, in summary, help to monitor progress

As a people we are:

- Innovative (in the arts, science and creative industries)
- Open (inclusive, multicultural and welcoming)
- Dynamic (entrepreneurial, lively and exciting)
- Principled (honest, straightforward and trustworthy in business and international affairs, committed to justice, human rights and the rule of law, as reflected in our institutions and international behaviour)

And in what we do we are:

- Effective (pragmatic and professional)



# PUBLIC DIPLOMACY STRATEGY

## 1 PURPOSE OF THIS STRATEGY

The purpose of this strategy is to inform activity by public diplomacy partners. Some of this activity will be joint; most will be separate but complementary. The aim is that all this activity should be driving in a common direction so that the overall impact is more than the sum of the parts.

## 2 STRATEGIC OBJECTIVE

To improve foreign perceptions of the UK as a modernising, diverse, relevant and successful country with a lively, open and welcoming people, in order to underpin our political and cultural influence, commercial competitiveness, and ability to attract visitors, students and talent.

## 3 CORE NARRATIVE

Information services, promotion of the UK and policy presentation should be informed by, and communicate, one or more of the following messages about the UK:

As a country we are:

- **Modernising**
- **Relevant** because
  - We are globally **engaged** (in the UN, EU, Commonwealth and with our network of global partners) and defining a new role for the UK in the world
  - We are **experienced** (with a track record of delivery)
- **Successful** (commercially and institutionally)

As a people we are:

- **Innovative** (in the arts, science and creative industries)
- **Open** (inclusive, multicultural and welcoming)
- **Dynamic** (entrepreneurial, lively and exciting)
- **Principled** (honest, straightforward and trustworthy in business and international affairs, committed to justice, human rights and the rule of law, as reflected in our institutions and international behaviour)

And in what we do we are:

- **Effective** (pragmatic and professional)





- Willing to **listen** and create space for two-way dialogue

None of the qualities, or their combination, makes us unique, but the reality underlying them does.

#### 4 KEY AUDIENCES

The objective is to ensure that perceptions overseas are as up to date and positive as possible amongst informed and educated people.

The Precise audiences for partners will vary from project to project. Joint work on perceptions is likely to focus on the successor generation.

#### 5 GEOGRAPHICAL PRIORITIES

- Major transitional countries (China, Brazil, India, Russia, South Africa)
- EU accession states (in Central and Eastern Europe)
- Key Islamic countries (Egypt, Saudi Arabia, Iran, Pakistan, Indonesia)
- Major developed countries (US, Japan, France, Germany)
- 

#### 6 PRIORITY THEMES (IN THE FORTHCOMING THREE YEARS 2003-04)

- The UK as a business and political partner (particularly in the EU accession states and major transitional countries)
- Greater mutual understanding between the UK and the Islamic World.
- The UK as a modern, <sup>diverse</sup> innovative country (particularly in major developed countries).
- The UK as a world leader in Science and technology (particularly in the USA)
- The UK as a premier place to visit for education and tourism (in major educational and tourist markets)

#### 7 KEY OPERATING PRINCIPLES

We need to:

- clarify the comparative strengths of the public diplomacy partners, identify overlaps and maximise complementarity (the attached guide, proposed by the British Council, is a good start).



- Work together on public diplomacy priorities where value added is achieved by joined-up approaches, and do this by sharing information and agreeing how best to allocate resources for each priority (see separate paper on major campaigns).

- Base what we do on research, build in performance measures at the design stage, monitor implementation and evaluate results (see separate proposal for joint tracking research).

Working with others, including the business and diaspora communities and NGOs.

## 8 ACTIONS

We now need to work on:

- Establishing a joint research programme
- Agreeing on a programme of joint, major campaigns
- Creating a single database of positive stories about the UK, to underpin the core narrative
- Creating a grid of future public diplomacy activities in the key countries
- Clarifying the public diplomacy role and enhancing the complementarity of the different organisations

Key Target Audiences	Activities	Examples
Decision-makers	Programme of joint, major campaigns	Worldwide network in 100 countries
Key Target Audiences	Language, Science, Arts, governance and society, and information through teaching and learning, promotion, events, web based knowledge services, media, publications, exchanges	Worldwide audience of 150m people, and broadcasts in 43 languages
Decision-makers, experts and the information-star	Most trusted broadcaster in the world; world leader in terms of reach, new media developments, promoting trusted, open forum for debate with world leaders	Worldwide audience of 150m people, and broadcasts in 43 languages
BTU	Promotion of UK and information services for	Potential tourist
		27 overseas offices - increasing to 31 in 2003 - directed out of 8 regional hubs. Resources approx




## APPENDIX

### RELATIVE STRENGTHS OF PUBLIC DIPLOMACY ORGANISATIONS

The table below briefly outlines the relative strengths of each PDSB organisation and shows the extent of overlap that exists in terms of target audiences. Part of the PDSB strategy entails the more detailed mapping of the products and services being offered by each organisation in order to identify gaps and opportunities for greater collaboration and co-operation and if necessary eliminate duplication.

Organisation	Public diplomacy strengths	Key Target audiences	Activities	Resources
FCO	Policy presentation, promotion of UK and information services	Decision-makers Opinion-formers	Fostering international security, justice, development and good government	Worldwide network of 232 overseas missions
British Council	Promotion of UK and information services for purpose of cultural relations and educational co-operation	Decision-makers Opinion-formers Successor generation	Focus on Education, English Language, Science, Arts, governance and society, and information through teaching and learning, promotion, events, web based knowledge services, media, publications, exchanges	Worldwide network in 109 countries
BBC World Service	Information services/broadcasting based on editorial independence	Decision-makers, aspirants and the information-poor	Most trusted broadcaster in the world, world leader in terms of reach, new media developments, promoting trusted, open forum for debate with world leaders	Worldwide audience of 150m people, and broadcasts in 43 languages
BTA	Promotion of UK and information services for	Potential tourists		27 overseas offices – increasing to 31 in 2003 – directed out of 8 regional hubs. Resources approx



	attracting visitors to UK.			£50m annually
BTI	Promotion of UK and information services with focus on economic and commercial messages			Worldwide network in ... countries. Estimated spend on marketing, advertising and PR approx £1m.
Scottish Executive	[Niche brand within UK corporate identity]			VisitScotland budget £32m in FY 03/04
[Each organisation to complete]				

### Summary

We are proposing that we undertake a multi-country tracking study to provide data on how the UK is perceived overseas. This would be a regular study, conducted in 10-14 countries, providing reliable and robust data, examining a range of attitudes towards the UK. It would not provide a detailed assessment of the success of specific activities, but would show how perceptions are moving over time and indicate areas that we particularly need to address.

There are four key design considerations:

- Which countries do we include?
- What questions do we ask?
- Who do we interview?
- And how many people do we interview in each country?

Which countries do we include?

The survey should cover those countries where the UK has a high level, continuing interest. These might be:

Brazil	India	Pakistan
China	Indonesia	Poland
Egypt	Japan	Russia
France	Mexico	South Africa
Germany	Nigeria	USA



## RESEARCH AND EVALUATION – INTERNATIONAL TRACKING STUDY

### SUMMARY

#### Decisions Required:

1. The Public Diplomacy Strategy Board is invited to:
  - examine the proposal below for a joint tracking study of overseas perceptions of the UK.
  - Endorse in principle the idea of a joint programme to be funded by FCO, BTI, BTA and British Council, with details to be worked out by officials.
  - Consider whether the target countries and audiences are right.
  - Endorse the establishment of a research network to take work forward.

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Egypt	Japan	Russia
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Germany	Nigeria	USA



We may also want to include additional countries in subsequent years. For example, we could include those countries that we decide in future should be the focus of a campaign, and use the tracking study to establish baseline data as part of the campaign evaluation.

### What question do we ask?

We would need to develop the questionnaire, agreeing a 'core' set of questions that would be asked each year to track how attitudes towards the UK are changing. The questions need to address the core dimensions that contribute to perceptions of Britain, and provide context by comparing these against perceptions of 'comparator' countries. (The core comparator countries might be USA, France, Germany, Japan - in addition, we may want to include China and Russia).

We may need to undertake a developmental stage to explore which are the key aspects, but the core dimensions we need to measure are probably: **military/diplomatic, commercial, social/lifestyle, organisation, place/environment**. The intention is that not only are these the dimensions that contribute towards perceptions of the UK, but that they also relate to respondents' receptiveness to the range of British 'messages', or likelihood to engage with Britain.

We would ask respondents to rate each country, on each dimension's significance to the respondent's country, and also ask how favourably they regard it. For example:

*"How important are the military/diplomatic activities of Britain to your country?"*,

followed by

*"And how favourably or unfavourably to you regard the military/diplomatic activities of Britain?"*.

Respondents would be asked to rate each dimension for the UK and each of the comparator countries, and say how favourably they regard them. This would allow us to relate the perceptions of Britain, against those of comparator countries, in each of the key areas that impact on how perceptions of the UK are built.

### Who do we interview?

The intention is that the study should produce valuable data that provides insight into the target audiences of those organisations funding the study – FCO, BTA, British Council and BTI. At this stage, the sample might be drawn from middle-class respondents, in social classes ABC1. This would include social and political elites, those sufficiently affluent to visit the UK as tourists, and those in business likely to engage with us commercially.  
And how many people do we interview in each country?



Depending on the budget available, 200 interviews per country would be an acceptable minimum. But if the budget were available it would be better to increase the sample size in each country to 500, thus enhancing the reliability of the data.

### Costs

The cost of the study would relate closely to each of the design aspects outlined above. To provide indicative costs, if we include 14 countries, interviewing ABC1 respondents, using a ten minute questionnaire, the costs would be:

- c.£160,000 + VAT (interviewing 200 respondents per country)
- c.£300,000 + VAT (interviewing 500 respondents per country)

The value of this type of study really emerges over time, when we can see how opinions are changing over a two, five or ten year period. This means that there would need to be a commitment at the outset that the study would need to be repeated annually, or bi-annually.

The study should produce high level data of interest to British Council, BTA and BTI. It would be logical for these organisations to co-fund the study. If there is support to undertake the survey in principle, we need to assess whether this design provides sufficient commonality between the research needs of each organisation to make co-funding viable: do we have a common target audience? in the same countries? and do we have a common 'core' of questions to ask?

### Branding Britain

- Why are we developing the Brand
- What the consumer said
- How are we taking this forward