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**From:** Nicholas Cannon

**Date:** 20 March 2003

**PRIME MINISTER**

**cc:** Jonathan Powell  
Alastair Campbell  
David Manning  
Stephen Wall  
Matthew Rycroft

## **IRAQ: POST-CONFLICT ISSUES**

You are to chair a Ministerial meeting on Iraq post-conflict issues this afternoon. The following is background on current issues:

**The scale of the medium-term military effort:** The Foreign and Defence Secretaries wrote to you on 19 March:

- They envisage drawing down our military effort to around one-third by the autumn. They recommend that we tell the Americans now that this is the upper limit of our contribution.
- We would seek (with US support) partners to join us in "Phase IV" post-conflict operations: FCO and MoD are not optimistic about prospects for this.
- The Americans plan a nation-wide transitional administration: the possibility of our taking over civil administration in a "British sector" has fallen away.

**UN resolution on post-conflict issues:** We want this:

- to facilitate participation of NGOs and UN agencies in reconstruction (they do not need it to participate in humanitarian operations)
- to provide legitimacy in the eyes of Iraqis and other Arabs
- to restore UN credibility and reunite the Security Council
- to provide an exit strategy.

There remain areas of disagreement between us and the Americans, basically over the extent of any UN role: the Americans do not want to hand over control to the UN and envisage running Iraq under military rule until they can hand over direct to a new Iraqi regime. The Americans have no objection to a SCR that provides cover for a transitional administration or to a UN Special Representative (but they see his role as coordinating between the transitional (ie coalition)

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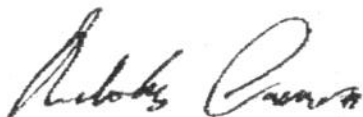
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government, the embryonic Iraqi Interim Administration (IIA) and the UN agencies). The Americans want the coalition to set the IIA up: we think it would have more legitimacy with the UN playing a lead role. The Americans have just shown us a draft SCR enshrining their ideas: we doubt that it will run in the Security Council. The attached FCO paper sets out where we agree and disagree with the Americans: to close the gap it recommends initially that the Foreign Secretary write to Colin Powell setting out our ideas (and David Manning follow up with Condi Rice) and if necessary you talk through the basic principles with President Bush.

**Oil for Food Programme (OFFP):** the Iraqi regime is a partner to the OFFP, allocating contracts subject to UN approval. We have proposed a draft amending SCR (discussed with the UN) in which the UN would take over the regime's role until a new Iraqi government is in place. This provides a trust fund for Iraqi oil. In principle, nobody should object to the substance (most already agreed contracts, are protected). But the French and Russians are wary of being seen to retrospectively justify coalition military action: an indication of their possible attitude to the broader post-conflict resolution. P5 discussion is planned today and Monday in New York.

**DFID/MoD cooperation on humanitarian operations.** Earlier problems over DFID/MoD liaison appear to be falling away. DFID are coordinating with the NGOs, UN agencies and neighbouring governments. DFID advisers have been attached to: 1 Div HQ in Kuwait; UN Humanitarian Information Centre and Joint Logistic Centre; US Office for Reconstruction and Humanitarian Assistance (ORHA), along with a British general; and have set up shop in Iran, Jordan, Kuwait and Turkey (ie all neighbours bar Syria) to liase with NGOs and UN agencies. Immediate funding has now been agreed.



NICHOLAS CANNON

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