

DECLASSIFIED

D/PJHQ/3000/70/1/3/14

22 April 2003

PSO/CDS
PSO/CNS
PSO/CGS
PSO/CAS
PS/VCDS
DCDS(C)
DG OP Pol
Sec (O) Iraq

DEVELOPMENT OF UK POLICY FOR OP TELIC PHASE 4

Background

1. The discreet, tightly controlled war fighting which characterised Phase 3 of OP TELIC is being replaced in Phase 4 by the requirement to administer Iraq in the broadest sense. As this happens it is becoming clear that many issues arising within the UK AO are outside the normal competence of the MoD in general and of PJHQ in particular.
2. Progress towards a stable, secure environment within the UK AO is some way ahead of that in the rest of Iraq. The position in the UK AO is now sufficiently developed that direction is required on a whole variety of Civil/Military affairs, some of which are listed at Annex A. As ORHA is not yet in a position to give such direction there is a significant risk that momentum will be lost, leaving the UK vulnerable to charges that it has been unable to turn military success into coherent governance. The implications for UK standing with the Iraqi population and the international community, not to mention for the Prime Minister's required exemplary performance are potentially very serious.

More than a Military Issue

3. At present the MoD is the only UK government department actively engaged in Iraq. It is clear from Annex A that many of the issues now facing Iraq in general, and the UK AO in particular, are not military tasks and sit more comfortably with other government and non government agencies. There is currently no overarching national direction being applied to ensure such organisations are actively or usefully engaged to deal with these issues. Some issues require very specific direction, for example the question of who pays for the dredging of Umm Qasr. Others require a galvanising influence, drawing together various interested parties, both conventional (e.g. government departments) and non-conventional (e.g. pro bono private benefactors such as Sir Richard Branson). PJHQ has recently been asked, for example to engage the British Council in the re-opening of Basrah University.

DECLASSIFIED

DECLASSIFIED

4. The Iraqi community is beginning to make it clear that it feels that the military has completed its task. What they want now is long term non military assistance in rebuilding their infrastructure.

Recommendations

5. It is recommended that cross-governmental support is sought to deal with the issues at Annex A. Furthermore, it is recommended that a "No 10 Special Unit for the Reconstruction of Iraq" be established. This unit should be headed by a high calibre, lateral thinking, nationally recognised individual, with the ability to galvanise and draw upon the huge and diverse reserves of UK talent, know how and finance which exist. As yet these reserves have not been brought to bear and it is beyond the capability of PJHQ to do so. Advice is requested on how PJHQ should take forward the issues at Annex A.

J Reith
Lt Gen
CJO

DECLASSIFIED

DECLASSIFIED

Annex A to
PJHQ 3/3000/70/1/3/14
Dated 22 April 03

PHASE 4 ISSUES FOR RESOLUTION

ISSUE	CURRENT STATUS	OGDs/NGOs WHICH MIGHT HELP
Education - reinstatement and rebuilding of facilities – primary, secondary, tertiary	On ad hoc basis. Recent request from theatre for British Council support to re-establish Basrah University	British Council, Department for Education and Skills, Prince's Trust
Declaration of Permissive Environment (key to engagement of NGOs)	Awaiting UNSECCOORD pronouncement	HMA to UN to chase
Power – reinstatement and rebuild	Being progressed by STRE and local engineers. Not enough engineering support.	Department for Trade and Industry (provision of National Grid engineers)
Water - reinstatement and reconnect	Being progressed by STRE and local engineers	WaterAid, DTI (provision of water engineers)
Umm Qasr port - re-open and control; dredging- gain and retain Access	Port being run by 17 Port and Maritime Regt. pending arrival of US Stevedore Company. Dredging on hold pending decision on where costs will lie	British Ports Authority
Governance - provincial and local	GOC 1 Div acts as Kingmaker	
Payment of Iraqi Civil Servants	Urgent. Money available but not being used due to beaurocracy. People must be paid a living.	ORHA/Treasury/MoD
Iran/Iraq border control - guarding, customs and access.	Awaiting FCO policy on UK relations/intentions with Iran. Current policy is that border is closed except for single crossing point. Intention is to patrol	UK Customs and Excise

DECLASSIFIED

DECLASSIFIED

	border to keep it closed except for legitimate crossings (eg NGOs, but not Iranian pilgrims) at single crossing point.	
Food - provision and distribution	On ad hoc basis. Aim is to restore ability of local community markets to supply food	HA organisations (Oxfam, Unicef, etc)
Railway - repair and operate	UK STRE are currently undertaking survey of state of repair of railway as far as An Nasyriah and on to Baghdad. Railway could be a key means of transporting HA and other goods in a relatively secure environment.	DTI - engagement of civil engineers.
Police - payment, recruitment and retraining	Police are patrolling jointly with UK forces on a voluntary basis without pay. MDP advisors due in theatre ASAP.	MDP, Met.
Judiciary - re-establish	Debate to be had regarding Islamic or secular law. Judiciary needs to be re-started.	Lessons from Kosovo?
UN sanctions - authorise, lift or ignore	No UN plans to lift these at present. This is probably the biggest stop on entrepreneurial growth and the development of the economy. Iraqi businessmen are frustrated that they are not free to trade across borders	HMA to UN to agitate for their removal, or coalition to declare they will be ignored.
Oil- rebuild infrastructure and distribute internally and for export	Key to getting money into government coffers for payment of wages and to build capital reserves. Also key to power generation.	DTI to facilitate short notice oil company assistance
Currency - US Dollar, Dinar or new Dinar?	Use of the Dollar will be very unpopular in the long run. Need to establish inflation proofing measures and decide whether to	Treasury

DECLASSIFIED

DECLASSIFIED

	issue new Dinars or continue with old.	
Commerce - enable and invigorate	Need to lift sanctions and prevent development of black market.	Lessons from Kosovo? DTL, CBI, Prince's Trust Business Scheme etc.
industry - rebuild and refinance		
Basrah/Baghdad airports - rebuild and re-open for commercial and HA flights	Currently not safe for civilian use. Repairs to be effected by STRE/US engineers	Richard Branson keen to fly in HA.
Airspace and Air Traffic Control - open for commercial traffic for commercial and financial gain:	Closed to commercial traffic	NATS
Restoration of Southern Iraqi marshland environment by re-flooding	Potential to reverse worst example of Saddam's ecological and social vandalism. Has the potential to be a flagship project, drawing in a myriad of different organisations and individuals willing to help, who may then move on to other things within Iraq.	WWF, Thesinger, etc

DECLASSIFIED