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22 July 2013

*Dear Margaret,*

**IRAQ INQUIRY: DEPLOYMENT OF CIVILIAN PERSONNEL: STATISTICS**

In my letter of 25 June I promised to send you a substantive response to your request for more complete data on the deployment of civilian personnel to Iraq between 2003 and 2009.

The Iraq Inquiry Unit in FCO has now completed exhaustive searches of our records in conjunction with Human Resources Directorate (HRD). They have been able to produce a quarterly breakdown of FCO staff in Baghdad, Basra, Kirkuk and Erbil from March 2004 to September 2009 on the basis of Prism, our internal HR Database. The figures do not however include Local Staff, civilian Contractors, Partners Across Government (PAGs) or FCO staff seconded initially to the Office of Reconstruction and Humanitarian Assistance (ORHA) and after that to the Coalition Provisional Authority (CPA). At the time it was not our practice to record data in this way. However that has changed and our current approach is now far more comprehensive

A complementary source of personnel data we examined as part of this new search was one based on Activity Recording. This provides a headcount for FCO staff, Local Staff and PAGs for each Financial Year from 2004/05 to 2008/09. At Annex A I list what we hold in more detail.

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Where Prism records have been incomplete the Inquiry Unit has tried to use other sources to fill in the gaps. Any significant supporting documents of this sort have been sent to the Inquiry. It was important for FCO at the time to know who was working in Iraq. A wide variety of organograms, telephone lists and policy documents provided this resource. These working documents would have been updated on a regular basis and old copies destroyed as soon as they became obsolete.

We have already learned lessons from this. For example Prism data is now far more reliable. All UK Based staff and Contractors funded by the FCO or by FCO Programmes will have an HR record. We also took the decision earlier this year to completely recalculate old headcounts for the previous five years, using Office of National Statistics (ONS) methodology, and starting afresh with a clean data set.

The majority of our Local Staff are now on the system and we are aiming for complete coverage by the end of this year. Since April, and as part of our Activity Recording (AR), we have also started including the numbers of civilian Contractors. I therefore believe that the current recording system in FCO is both more robust, more complete and more accurate than was previously the case.

A copy of this letter goes to Jon Thompson (MOD), Mark Lowcock (DFID) and (Cabinet Office Inquiry Unit).

*Jon*

*Simon*

Simon Fraser

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## ANNEX A

### Data from Human Resource Directorate (HRD)

FCO uses Prism to help manage its staff by providing different information on human resources. Prism (HR) was first rolled out in FCO in April 2003. Until 2009 it only applied to UK Based FCO employees. There is:

- A quarterly breakdown of staff in Baghdad, Basra, Kirkuk and Erbil from March 2004 to June 2009. It provides a snapshot of the number of staff in post on the last day of each quarter. However, these records are incomplete, as not all FCO staff were recorded as being in these posts. They do not include Local Staff, Contractors, Partners Across Government (PAG) or FCO staff that were working outside the Embassy or partially on non-FCO work. We are unable to verify any of these numbers, as over time the records have been amended and some have been corrupted or lost. **(ANNEX B)**.

We also hold:

- Schedule 5 data showing Full Time Equivalent (FTE) headcount for FCO staff, Local Staff and Partners Across Government (PAG) in Baghdad and Basra from 2004/05-2007/08. Posts were responsible for recording headcount. **(ANNEX C)**
- Activity Recording (began 2009) listing the number of FCO staff and Local Staff in Baghdad and Basra in 2008/09. Again, the first year of activity recording records are incomplete due to teething problems. It began to include Contractors and Consultants from April 2013. **(ANNEX D)**

### Iraq Reconstruction Service Medal (IRSM)

- The IRSM was introduced in 2007 to recognise and reward the services of civilian Public Servants, Contractors and Consultants who were either appointed, deployed or employed by HMG to work in Iraq to support HMG objectives, and who were not eligible for the Military Iraq Campaign medal. Organisations sent the FCO lists of names applying for the IRSM. Numerous lists consist of names, arrival and in many cases departure dates, job descriptions but not necessarily where they worked, and home contact details. Individuals also applied directly to the FCO. The commencement date was 19 March

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2003. It is being decommissioned in 2013. The qualifying period for those applying for the IRSM is 40 days service in Iraq in one calendar year. Eligible applicants are Civilian Public Servants including Police, members of the Armed Forces, Contractors and Consultants.

## **Snapshots of what was happening at the time**

Documents show that FCO knew what was happening at the time. Examples enclosed include:

- Organograms. One dated 28 September 2006, shows who was working in the British Embassy (BE), Baghdad at the time. It gives the name of HM Ambassador, his Deputy Head of Mission, PA, and the names of civilian personnel working in Management/Consular Section, Security, DFID and the British Council. Another dated 6 April 2006 shows who was working in the British Embassy Office (BEO), Basra.
- Telephone lists show where civilians worked in Iraq, except Coalition Provisional Authority (CPA) South, in October 2003. Another one shows who worked in BEO Basra in August 2006 in Chancery, Commercial Section, Management Section and DFID. There is also one for BE Baghdad dated 20 June 2006. It names Police, Prison Advisers, Contractors and those working in the Provincial Reconstruction Team. Another list shows who was in the Office of Reconstruction and Humanitarian Assistance (ORHA) on 26 May 2003, and gives the names of staff, their parent dept, and position. One list shows who worked in CPA South Basra on 12 January 2004 alongside their role (includes Police, Contractors).
- The files also contain policy documents reviewing the number of staff in Iraq. One from June 2004 concerns contingency plans and attaches a list of civilian staff in Iraq with next of kin details. One from DFID dated March 2006 says how many Consultants were in Iraq, where they were and their roles. Another from July 2006 names all civilian staff and Local Staff and their roles at the British Consulate in Basra and attaches an organogram. Another from November 2003 from DFID concerns the staffing of Contractors in CPA South. A minute from 13 August 2003 considers the staffing requirements for British Office Baghdad.

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## ANNEX B - IRAQ: FCO STAFF IN POST ON THE LAST DAY OF EACH QUARTER, 2003-04 TO 2009-10

Post/ Quarter ending	Mar-04	Jun-04	Sep-04	Dec-04	Mar-05	Jun-05	Sep-05	Dec-05	Mar-06	Jun-06	Sep-06	Dec-06	Mar-07
Baghdad	40	40	40	30	30	30	30	40	45	45	40	45	45
Basra	5 or less	5 or less	10	10	10	10	10	10	15	15	15	10	10
Kirkuk	5 or less	5 or less	5 or less	5 or less	5 or less	5 or less	5 or less	5 or less	5 or less	5 or less	5 or less	5 or less	5 or less
Erbil													

Post/ Quarter ending	Jun-07	Sep-07	Dec-07	Mar-08	Jun-08	Sep-08	Dec-08	Mar-09	Jun-09	Sep-09
Baghdad	45	45	45	45	45	50	50	55	60	70
Basra	10	10	10	10	10	10	10	10	10	10
Kirkuk	5 or less	5 or less	5 or less	5 or less	5 or less					
Erbil			5 or less	5 or less	5 or less	5 or less	5 or less	5 or less	5 or less	5 or less

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ANNEX C - IRAQ: ACTIVITY RECORDING - SCHEDULE 5 SUMMARY

Baghdad			
2004-5			
UK	LE	OGD	
34	370	35	DFID
		9	MOD
		2	British Council
		21	MET
		2	*Other
		12	CPT

Basra			
2004-5			
UK	LE	OGD	
19	251	38	DFID
		1	MODA
		35	MET
		2	*Other

Baghdad			
2005-6			
UK	LE	OGD	
33	34	2	DFID
		2	MODDA
		6	British Council

Basra			
2005-6			
UK	LE	OGD	
11	22	7	DFID
		1	MOD
		3	British Council
		30	Other

Baghdad			
2006-7			
UK	LE	OGD	
32	34	2	DFID
		2	MODDA
		6	British Council

Basra			
2006-7			
UK	LE	OGD	
9	2	1	MOD
		21	*Other

\*Denotes staff from other government departments

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Baghdad			
2007-8			
UK	LE	OGD	
29.9	35		

Basra			
2007-8			
UK	LE	OGD	
5.87	2		

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ANNEX D - IRAQ: ACTIVITY RECORDING 2008-09

Baghdad - UK & LE	
Q1 - 2008 - 9	
Grade	FTE
A2	0.9
B3	0.95
C4	1.65
C5	0.15
D6	2.3
D7	0.4
SMS1	0.15
SMS2	0.45
SMS3	0.2
LEII	54.5
LEIII	8.5
LEIV	16
LEV <sub>a</sub>	2
LEV <sub>c</sub>	3
Grand Total	91.15

Baghdad & Basra - UK & LE		
Q2 - 2008 - 9		
Grade	FTE	
	Baghdad	Basra
A2	4	2
B3	5	2
C4	5	2
C5	1	
D6	6	2
D7	2	2
SMS1	1	2
SMS2	1	
SMS3	1	
LEII	4.58	
LEIII	8.05	
LEIV	15.58	
LEV <sub>a</sub>	2	
LEV <sub>c</sub>	3	
Grand Total	59.21	12

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Baghdad & Basra - OGDs			
Q2 - 2008 - 9			
Grade	Section		
		Baghdad	Basra
C4=	DFID	2	
D6=	DFID		1
LEI	British Council	1	
LEII	British Council	4.87	
LEIII	British Council	0.8	
	Police	1	
SMS1=	DFID		1
(blank)	British Council	1	
	DFID	3	
Grand Total		13.67	2

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Baghdad & Basra UK & LE		
Q3 - 2008 - 9		
Grade	FTE	
	Baghdad	Basra
A2	5	2
B3	5	2
C4	4	2
C5	1	
D6	8	2
D7	2	2
SMS1	1	2
SMS2	1	
SMS3	1	
LEI	1	
LEII	4	
LEIII	11	
LEIV	17	
LEV <sub>a</sub>	2	
LEV <sub>c</sub>	1	
Grand Total	64	12

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Baghdad & Basra - OGDs			
Q3 - 2008 - 9			
Grade	Section	Baghdad	Basra
C4=	DFID	5	
C5=	DFID	1	
D6=	British Council	1	
	DFID	2	1
LEI=	British Council	1	
LEII=	British Council	3.87	
LEIII=	British Council	0.8	
SMS1=	British Council	1	
	DFID	1	1
(blank)	Defence	2	
Grand Total		18.67	2

Baghdad & Basra UK & LE		
Q4 - 2008 - 9		
Grade	FTE	
	Baghdad	Basra
A2	5	2
B3	5	2
C4	4	2
C5	2	
D6	8	2
D7	2	2
SMS1	1	2

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SMS2	1	
SMS3	1	
LEI	1	1
LEII	4	4
LEIII	11	11
LEIV	17	17
LEV <sub>a</sub>	2	2
LEV <sub>c</sub>	1	1
Grand Total	65	48

Baghdad & Basra - OGDs			
Q4 - 2008 - 9			
Grade	Section	Post	
		Baghdad	Basra
C4=	DFID	4	
C5=	DFID	1	
D6=	British Council	1	
	DFID	2	1
D7=	British Council	1	
	DFID	1	
LEI=	British Council	1	
LEII=	British Council	3.87	
LEIII=	British Council	0.8	
SMS1=	DFID		1
(blank)	Defence	2	
Grand Total		17.67	2

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