

**PUBLIC HEARING
COMMISSION ON WARTIME CONTRACTING IN
IRAQ AND AFGHANISTAN**

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**Testimony by
ROBERT M. PERITO
DIRECTOR
SECURITY SECTOR GOVERNANCE INITIATIVE
U.S. INSTITUTE OF PEACE**

Mr. Chairman:

I am the Director of the Security Sector Governance Initiative at the U.S. Institute of Peace. The views I express are my own and not necessarily those of the Institute, which does not advocate specific policy positions.

I have been asked to address how the United States Institute of Peace (USIP) can improve coordination of stabilization and reconstruction efforts among U.S. government agencies and other actors. USIP is an independent, non-partisan institution established and funded by Congress to increase the nation's capacity to resolve international conflicts. USIP does not report to the Department of State or Department of Defense, but it does work cooperatively with all government agencies, Congress, and international and non-governmental organizations. USIP has offices in Baghdad and Kabul and works in a number of conflict countries.

GUIDING PRINCIPLES FOR STABILIZATION AND RECONSTRUCTION

Over the past three years, USIP, in partnership with the U.S. Army Peacekeeping and Stability Operations Institute and other agencies at home and abroad, has worked to develop the first-ever, comprehensive set of shared principles for stabilization and reconstruction. The *Guiding Principles for Stabilization and Reconstruction* fills a previous void by providing a "whole of government" doctrine for the conduct of stabilization and reconstruction missions. It is a companion to the U.S. Army's 2008 stability operations manual – FM 3-07 – which provides doctrine for the soldier. Taken together, these two publications provide a comprehensive approach for these operations.

The *Guiding Principles for Stabilization and Reconstruction* elevates five shared end states found across major international doctrine and guidance from scores of official organizations. The five end states are commonly agreed to be the goals for stabilization and reconstruction. These end states are a safe and secure environment; rule of law; stable governance; sustainable economy; and social well-being. The manual identifies the conditions that need to be established in order to achieve each end state. It also highlights a set of cross-cutting principles that are essential to achieving success.

The *Guiding Principles* manual provides a guide that can be used by all departments of government, allied nations, the United Nations and other international organizations, NGOs and other actors. It presents a comprehensive “whole of the world” approach for the planning and execution of operations. It answers both of the most difficult and important questions facing participants in stabilization and reconstruction: What are we trying to achieve? And, how do we get there?

The Strategic Framework you have before you provides a visual executive summary of the manual. The end states are represented as circles to emphasize that they are interconnected. The work of stabilization and reconstruction is not linear. Work toward all the end states must go forward in tandem since the end states are mutually supportive and progress in each is necessary for the achievement of the others.

A safe and secure environment provides the conditions for economic progress and political reform. Without security, countries remain in a state of siege and political reconciliation and economic progress do not occur. Opening schools, a condition for social well-being, is one of the most effective means of restoring stability, since parents will set aside their differences to get their children safely back into the classroom.

Cutting across all the end states and conditions are principles that apply to every actor engaged in stabilization and reconstruction. The first and most important of these is host nation ownership of the stabilization and reconstruction process. The cross-cutting principles also include political primacy, legitimacy, security, conflict transformation, regional engagement and unity of effort, which begins with a shared understanding and involves cooperation toward achieving a common objective.

Acceptance of the guiding principles by U.S. government agencies would promote unity of effort by providing a common set of goals, objectives and procedures for the civilian aspects of stabilization and reconstruction. This would replace the current task oriented approach that reinforces the instinct of agencies to operate independently. Development of such a common approach would be encouraged by interagency development of project proposals, joint funding mechanisms and joint Congressional oversight.

In addition to the *Guiding Principles*, USIP has published a *Guide for Participants in Peace, Stability and Relief Operations*. The *Guide* is based on U.S. experiences in Iraq and Afghanistan. It provides scenarios of typical international involvement in peace, stability and relief operations, as well as an introduction to the organizations --the United Nations, NGOs, U.S. government agencies and the U.S. military-- that will be present when the international community responds to a crisis. The *Guide* is designed to fit in a field jacket pocket. There is an interactive version on the USIP website.

ACHIEVING UNITY OF EFFORT

Unity of effort is one of the most important cross-cutting principles of the *Guiding Principles*. To illustrate how USIP has applied these principles, I would like to provide two examples.

The first involves peace building in Iraq. In Mahmoudiya, a district in the “Triangle of Death” south of Baghdad, USIP teamed with the State Department-led Provincial Reconstruction Team (PRT) and the U.S. Army’s Tenth Mountain Division to convene a reconciliation conference that brought together Sunni and Shia tribal leaders and produced an agreement to restore stability to their troubled region. USIP-trained Iraqi facilitators guided the discussions, which focused on the end states as described in the *Guiding Principles*.

Second, at DOD’s request, USIP hosted a workshop this week to review a draft code of conduct for the private security industry, which has become an important contributor to protecting internationals, especially civilians, involved in stabilization and reconstruction. I chaired this meeting, which brought together representatives of the U.S., the United Kingdom and Swiss governments with representatives of private security companies, industry associations, human rights and humanitarian assistance organizations and academics, to discuss the role of private security companies in conflicts like Afghanistan and Iraq. USIP used its convening power to assemble groups that might otherwise have been unwilling to meet to achieve unity of effort on this critical issue.

RECOMMENDATIONS

The QDDR and other executive and legislative branch reviews offer an immediate opportunity to organize a “whole of the world” approach using the common end states in the *Guiding Principles*. This would enable the United States to take full advantage of capabilities that exist in the United Nations, the European Union, NATO and elsewhere.

Secondly, a common funding pool, as suggested by Secretary Gates and pioneered by the United Kingdom, would allow us to unite core national assets found across agencies to plan and work together to achieve success.

Additionally, the need to have federal civilian personnel, not just military personnel, trained and organized to succeed in these complex missions is critical. The U.S. Institute of Peace, through its Academy for International Conflict Management and Peacebuilding, is preparing personnel from across government and non-governmental organizations to succeed in complex missions. The current heavy reliance on private contractors also undercuts progress towards unity of effort in the field.

I look forward to responding to your questions.

Thank you, Mr. Chairman.