

# Preliminary Observations about the US Process for Deciding to Support UN Peace Operations

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## Briefing for Committee on International Relations US House of Representatives

October 4, 2000



UN troops in  
Cambodia



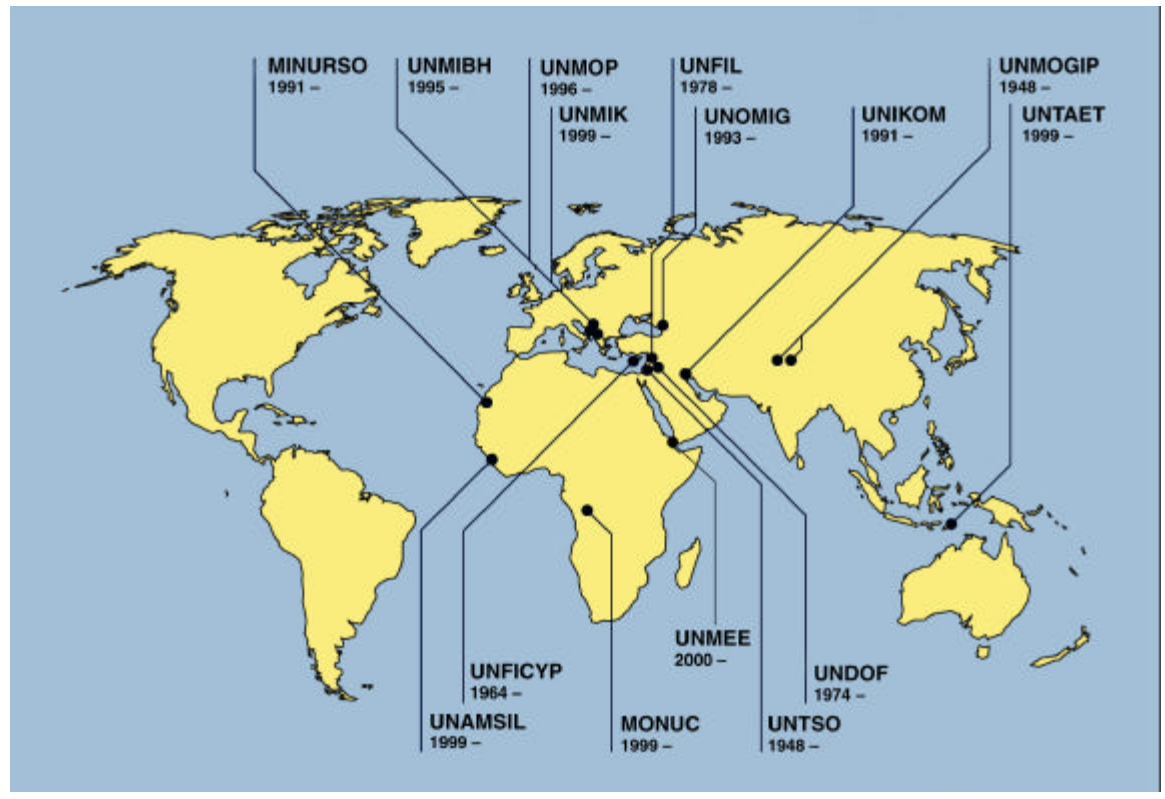
UN patrol  
in Bosnia

# U.N. Peacekeeping Operations

## 15 active worldwide as of October 2000

### US has supported a dramatic increase in the size and scope of UN peacekeeping since June 1999

- Authorized number of troops and police increased from 15,000 to 48,000.
- UN operations undertook complex, new tasks in Kosovo and East Timor.
- Annual UN peacekeeping costs increased from about \$800 million to estimated \$2.7 billion for 2001.



## Introduction

- **Concerned about these developments, the Chairman asked GAO to examine how Presidential Decision Directive 25 was applied in deciding to support new or expanded UN operations.**
- **Our study is focused on US decisions to support new or expanded UN operations in four locations.**
  - **Kosovo, East Timor, Sierra Leone, and the Democratic Republic of the Congo.**
  - **Decisions made between January 1999 and June 2000.**

## Questions You Asked Us to Discuss at this Briefing

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- **Does GAO have sufficient access to agency records to conduct the study requested by the Chairman?**
- **How was Presidential Decision Directive 25 used when deciding to support new or expanded UN operations?**
- **How did the executive branch consult with Congress during the Directive 25 decision process?**

Does GAO have sufficient access to agency records to conduct the study requested by the Chairman?

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- **GAO lacks full and independent access to agency records needed to complete its work.**
  - **No access to key records that would show whether Directive 25 factors were considered when deciding to support some operations.**
  - **No independent access to records. Compromises the integrity and reliability of GAO's work.**

## Status of GAO's Access to Agency Records

<b>Documents agency officials identified as relevant to study</b>	<b>Current access</b>	<b>Date of access</b>	<b>Access needed</b>
Congressional notification letters	All identified	June 1	None
Congressional contact logs	Substantial	Jul 29	DOD
Decision memorandum	Substantial	Aug 3	DOD
Directive 25 analyses	All identified	Sep 8	None
Political-military plans	Substantial	Sep 18	State
Summaries of conclusions	Partial	Aug. 17	NSC
Discussion/options papers	None	None	NSC



**GAO**

Accountability \* Integrity \* Reliability

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How was Presidential Decision Directive 25 used when deciding to support new or expanded UN operations?

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**Intent**

**Ensure selective and effective use of peacekeeping as a tool for advancing US interests.**

**Help ensure coherent and disciplined choices made about which operations to support**

**Process**

**Establish factors to help assess whether US support for an operation is appropriate:**

- operations are finite and advance U.S. interests;**
- have clear objectives and realistic endpoints;**
- have the means necessary for success, including appropriate forces, financing, and mandate.**

## Preliminary Observations About the Use of Directive 25 in Deciding to Support Operations

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- **Directive 25 factors considered in deciding to support initial operation in East Timor.**
  - Cannot determine whether factors were considered in deciding to support two subsequent operations.
- **US supported operations in East Timor, Sierra Leone, and the Congo despite lack of some factors.**
  - Factors used to highlight shortcomings and develop plans to address these risks.



How did the executive branch consult with Congress during the Directive 25 decision process?

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- **Briefings, notification letters, testimonies, and other communications provided extensive information about**
  - **situation “on the ground”**
  - **proposed operations’ cost, size, mandate, and relationship to US interests**
- **However, communications provided little information about (1) the risks and weaknesses of operations identified by Directive 25 analyses and (2) plans for addressing these risks and weaknesses.**

## Remaining Work to Complete Study for Committee

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- **Obtain full and independent access to records .**
- **Complete review of decision process.**
  - Analyze documents; align with decisions
  - Interview decision makers about process
- **Complete work on consultation process.**
  - Analyze executive branch consultation with Congress
  - Interview Congress and executive branch officials about consultation requirements and concerns