The UN Integrated Approach
Toward Effective Humanitarian Assistance

November 17, 2012
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Background

- **Criticisms to the UN's Conflict Responses**
  - After the Cold War, the United Nations has been built multi-dimensional peacekeeping operations --- politics, military, civil police, development and humanitarian assistance.
  - However, the UN has been criticized because the UN's responses for armed conflicts are not coherent and efficient.
- **Response to the Criticisms**
  - The UN has enhanced not only coordination between the UN military missions and other UN development and humanitarian agencies, but also structural and strategic integration.

Question

■ **How does the UN integrated approach have effects on humanitarian assistance?**

- The UN missions: multi-dimensional PKOs led by the DPKO, and political and peace building missions by the DPA
- Humanitarian organizations: the International Red Cross, local Red Cross and Crescent, international and local NGOs, and the UN humanitarian agencies --- the OCHA, UNHCR, UNICEF and WFP.

The UN integrated approach (Within the UN organs)

The UN Missions (DPKO/DPA) ━━ **The UN Humanitarian organizations**

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A

The UN Integrated Approach: Historical Backgrounds

Historical Backgrounds

Proposals for Structural Integration

- ***Renewing the United Nations: A Programme for Reform* (1997)**
    - To keep coherence in multi-disciplinary field operations, the Special Representative of the Secretary-General (SRSG) has authority over the force commanders, civilian police commissioners, resident coordinator (RC) and humanitarian coordinator (HC). (para. 119)
- ***Report of the Panel on United Nations Peace Operations (the Brahimi Report) (2000)***
    - Proposal for the establishment of the Integrated Mission Task Forces (IMTFs) (paras. 198-217)

Historical Backgrounds

The First Step for the Structural Integration

- *Note of Guidance on Integration Missions* **(2000)**
  - The DSRSG can combine with the RC/HC
  - Promotion to integration among the DSRSG/RC/HC ("triple hatted" approach)
  - The UN Mission in Sierra Leone (UNAMSIL; 2001)

- **Integration of the OCHA local office into the UN missions**
  - The United Nations Assistance Mission in Afghanistan (UNAMA; 2002)
  - The United Nations Mission in Liberia (UNMIL; 2004)

Historical Backgrounds

Modification of the Structural Integration

- **Concerns from Humanitarian Organizations**
  - Neutrality may be damaged since political and military mission are integrated with humanitarian activities.

- **Note of Guidance on Integrated Missions (2006)**
  - The RC reports to the UNDP Administrator as the Chair of UNDG; the HC reports to the USG/ERC
  - The OCHA local office can be located separately from the mission to facilitate access by the broader humanitarian community
  - The SRSG will uphold humanitarian principles and humanitarian space.

Historical Backgrounds

Toward the Strategic Integration

- ■ *Integrated Missions Planning Process (IMPP): Guidelines (2006)*
  - The process requires the full engagement of the key UN actors at headquarters and the country level.
- ■ **Planning Process**
  - Six processes: advance, foundation, operation, implementation, continuation, and transition & exit
- ■ **Coordination Organizations for Planning Process**
  - HQ：IMTF (Integrated Mission Task Force)
  - Field：IMPT (Integrated Mission Planning Team)

B

The UN Integrated Approach: The Decision by the UN Secretary-General

The Decision of the SG in the Policy Committee (2008/24)

The Main Purpose of the Integration (i)

- To maximize the individual and collective impact of the UN's response, concentrating on those activities required to consolidate peace.

The Decision of the SG in the Policy Committee (2008/24)

New Targets and Forms of the Integration (i)

■ **Targets** [including political missions/offices under the DPA]

- The UN Missions (multi-dimensional peacekeeping operations under the DPKO or political missions/offices under the DPA)
- The UN Country Teams (UNCTs)

■ **Phases** [including conflict situations]

- All conflicts and post-conflict situations

■ **Forms** [from structural integration to strategic integration]

- Strategic partnership between the UN Mission and the UNCT *whether or not* they are structurally integrated.

**Strategic Integration
under the decision by SG**

**Structural Integration
Integration among DSRSG/RC/HC**

Traditional PKOs
- **UNTSO (Middle East)**
- **UNMOGIP (India-Pakistan)**
- **UNFICYP (Cyprus)**
- **UNDOF (Syria)**
- **UNIFIL (Lebanon)**
- **MINURSO (Western Sahara)**
- **UNISFA (Sudan)**

Multi- dimensional PKO
- **UNMIK (Kosovo)**
- **UNAMID (Darfur)**

Multi- dimensional PKO
- **MONUSCO(DRC)**
- **UNMIL (Liberia)**
- **UNOCI (Côte d'Ivoire)**
- **MINUSTAH (Haiti)**
- **UNMIT (East Timor)**
- **UNMISS (South Sudan)**
- **UNAMA (Afghanistan) ***
  ***Political and Peace Building Mission led by DPKO**

**Political and Peace Building
Missions**
- **UNOWA (Western Africa)**
- **UNRCCA (Central Asia)**
- **UNOCAC (Central Africa)**

**Political and Peace Building
Missions**
- **UNPOS (Somalia)**
- **BINUCA (CAR)**

Political and Peace Building Missions
- **UNSCO (Middle East)**
- **UNAMI (Iraq)**
- **UNSCOL (Lebanon)**
- **UNIPSIL (Sierra Leone)***
- **UNIOGBIS (Guinea-Bissau)***
- **BNUB (Burundi)**
- **UNSMIL (Libya)**
  ✱ separation of HC from DSRSG

The Decision of the SG in the Policy Committee (2008/24)

Strategic Partnership (i-b/c)

- **Construction of Integrated Strategic Framework (ISF) (country level arrangement)**
  - A shared vision of the UN's strategic objectives
  - Closely aligned or integrated planning
  - A set of agreed results, timelines and responsibilities
  - Agreed mechanisms for monitoring and evaluation
  - **The planning process of the ISF**
    - Strategic Planning Group (SRG): the SRSG as a chair
    - Integrated Strategy Planning Team (ISPT): Force commander and the RC/HC as a co-chair

The Decision of the SG in the Policy Committee (2008/24)

The UN Integration and Humanitarian Assistance (i-d)

- **The UN integrated approach and its humanitarian benefits**
  - Take full account of recognized humanitarian principles
  - Allow for the protection of humanitarian space
  - Facilitate effective humanitarian coordination with all humanitarian actors

- **Questions from the IASC** (Inter-Agency Standing Committee)
  - **Does the UN integrated approach promote humanitarian benefits?**

C

The UN Integrated Approach and Humanitarian Assistance

The UN Integrated Approach and Humanitarian Assistance

- **Relationship between the UN Integration and Humanitarian Assistance**
  - The UN integrated approach does not mention to actors outside the UN because the approach focuses on the UN.
  - However, whether the approach brings humanitarian benefits depends on the relationship between the UN and other actors.

The UN Integrated Approach and Humanitarian Assistance

The UN integrated approach (Within the UN organs)

The UN Missions (DPKO/DPA)

The UN Humanitarian organizations

Humanitarian principles

Humanitarian space

Humanitarian coordination

The UN Integrated Approach and Humanitarian Assistance

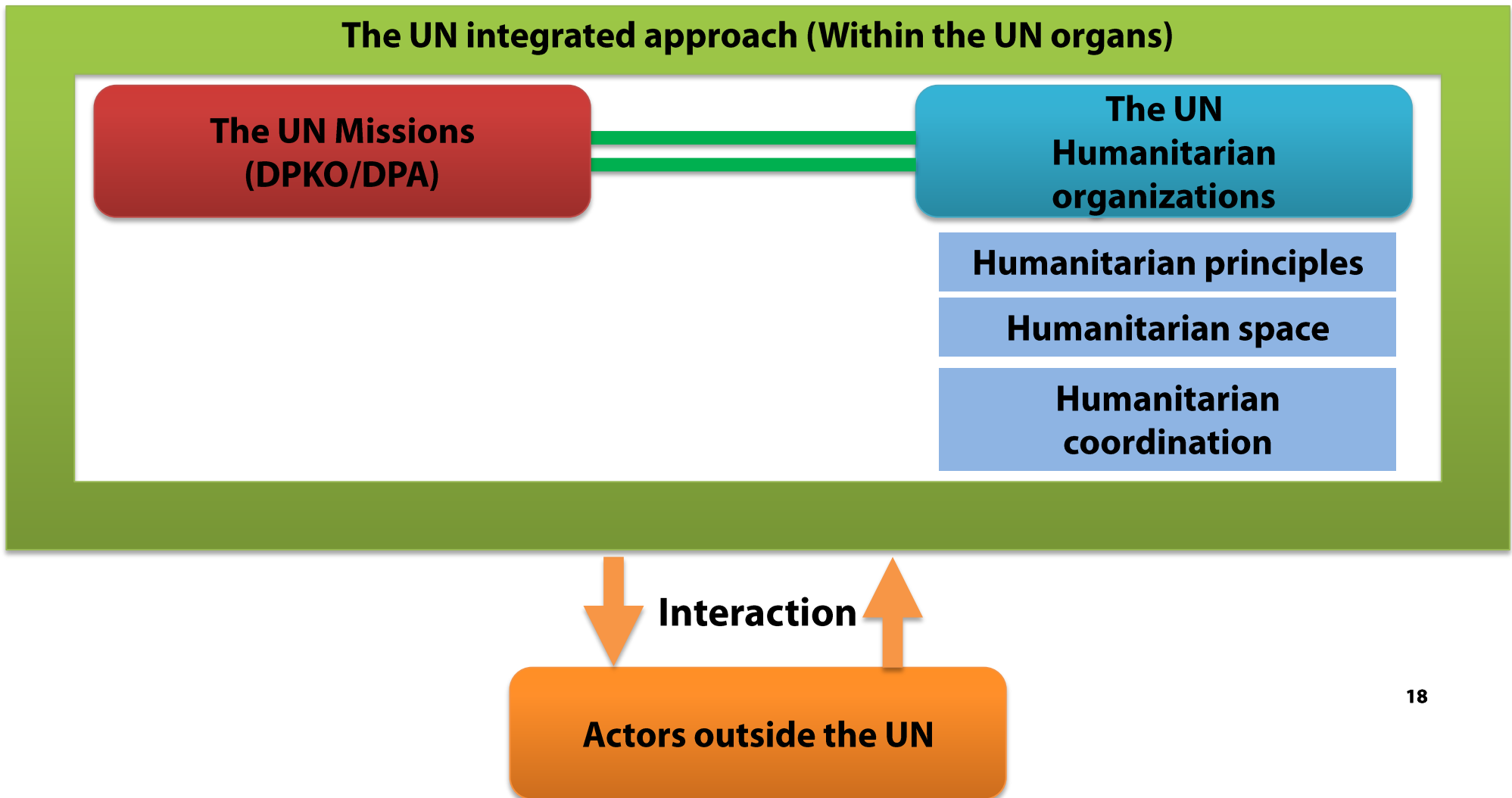**The UN integrated approach (Within the UN organs)**

The UN Missions (DPKO/DPA)

The UN Humanitarian organizations
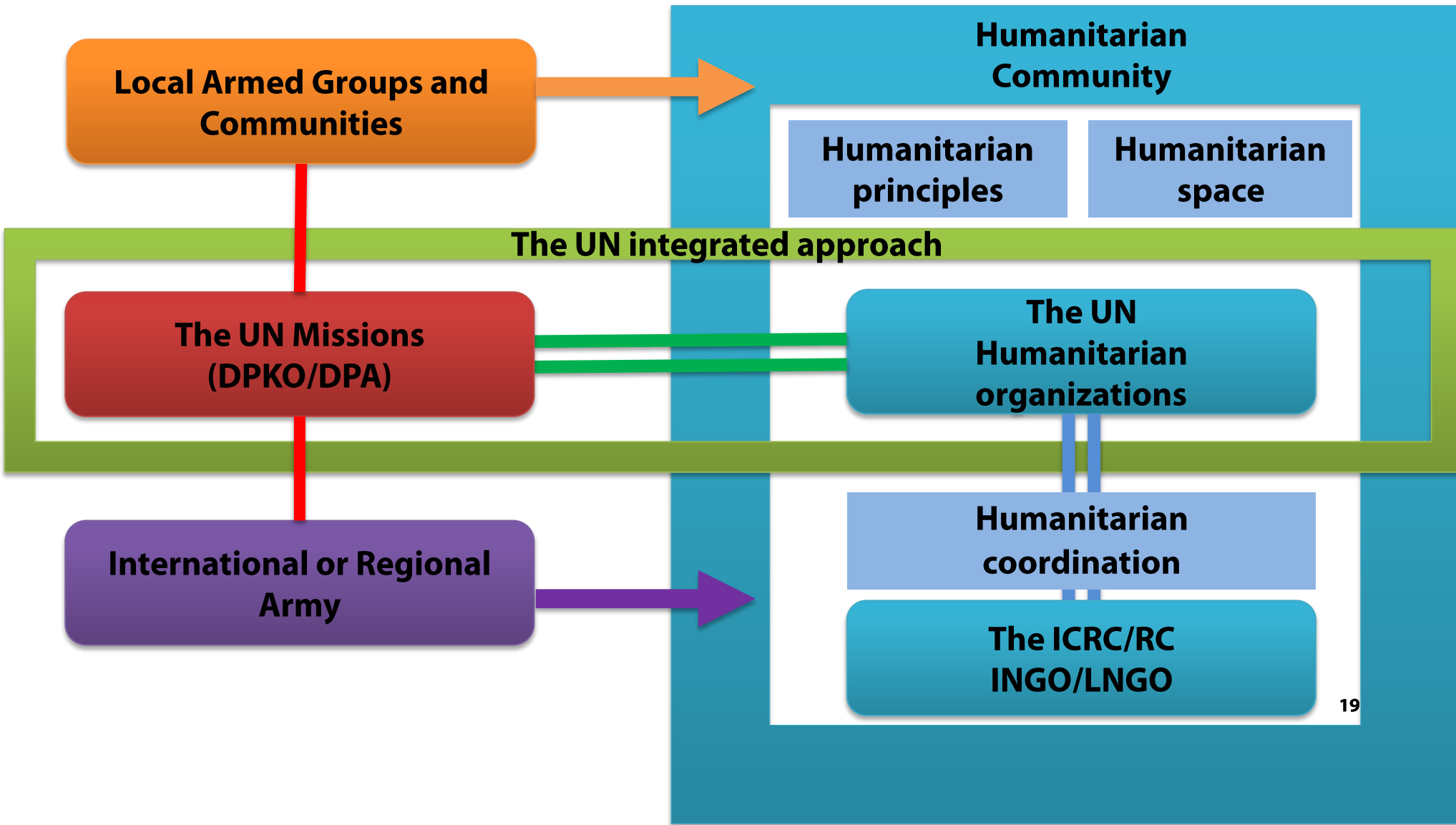
Humanitarian principles

Humanitarian space

Humanitarian coordination

Interaction

Actors outside the UN

The UN Integrated Approach and Humanitarian Assistance

Humanitarian Community

Local Armed Groups and Communities

Humanitarian principles

Humanitarian space

The UN integrated approach

The UN Missions (DPKO/DPA)

The UN Humanitarian organizations

International or Regional Army

Humanitarian coordination

The ICRC/RC INGO/LNGO

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The OCHA's Policy Instruction for the UN Integrated Approach

- **_OCHA's Structural Relationships within an Integrated UN Presence (March 2011)_**
  - The OCHA maintains cautious stance to the UN Integrated approach
  - Perception
  - Coordination

The OCHA's Policy Instruction for UN Integrated Approach

- **Perception from armed groups and communities**
  - **Hostile relationship between the UN mission and   local armed groups and communities**
    - No peace agreement among armed groups
    - Peace agreement but local communities does not support it.
    - Local communities support a peace agreement but some of armed groups does not.

The OCHA's Policy Instruction for UN Integrated Approach

- **Perception from armed groups and communities**
  - **Hostile relationship between the UN mission and local armed groups and communities**
  - **Effects of the tension on humanitarian activities**
    - The UN humanitarian agencies closely cooperated with the UN military force, and humanitarian assistance will be limited by local armed groups and people.
    - In this cases, humanitarian neutrality and humanitarian space cannot be kept in conflict areas

The OCHA's Policy Instruction for UN Integrated Approach

- **Cooperation with the non-UN humanitarian agencies**
  - **Division in humanitarian community**
    - The UN humanitarian agencies such as the OCHA have close relationship with the UN political and military sections under the UN integrated approach.
    - In this case, the some non-UN humanitarian organizations will not take part in international humanitarian coordination system under the OCHA   (eg. Afghanistan) because of keeping their neutrality.
    - The integrated approach may make humanitarian coordination harder in humanitarian community.

Strategic Integration and Humanitarian Assistance

- **Construction of the Integrated Strategic Framework (ISF) (country level arrangement)**
  - **Question**
    - The UN strategic integration aims to unite the goals and strategies in the UN peace operations and the UNCT, and political goals may take priority over humanitarian goals to save people.

Conclusion

■ **The UN Integrated Approach and Humanitarian Benefits**

- The UN Integrated approach needs **to develop a mechanism to change the form of integration to respond the relationship between the UN and other actors.**

- If humanitarian crises occur and large emergency humanitarian assistance is required, **the top priority in the UN integration should be saving people.**