

Panel Discussion: Panelist Presentation 1
The UN Integrated Approach – Toward Effective Humanitarian Assistance -
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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.

Since the end of the Cold War, the United Nations have built many multidimensional peacekeeping operations. The UN pursued coordination among these sections and now enhanced 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.



How does the UN integrated approach have effects on humanitarian assistance? The question is a core problem in today's presentation. Before the presentation, I would like to confirm the meaning of the UN missions and humanitarian organizations.

UN missions mean two types of the UN Peace Operations. One is multidimensional PKOs, another is political and peacebuilding missions. Traditional PKOs and some types of political and peacebuilding missions are not a target of the integration approach. Humanitarian organization as

the international Red Cross, local Red Cross and Crescent, international and local NGOs, and the United Nations Humanitarian agencies. The UN Integrated Approach means promotion of a close relationship between the UN missions and UN humanitarian organizations. But non humanitarian agencies are also key actors for the efficiency of international humanitarian assistance.

<p>Historical Backgrounds</p> <p>Proposals for Structural Integration</p> <ul style="list-style-type: none"> ■ Renewing the United Nations: A Programme for Reform (1997) <ul style="list-style-type: none"> ● 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) <ul style="list-style-type: none"> ● Proposal for the establishment of the Integrated Mission Task Forces (IMTFs) (paras. 198-217) 	<p>Historical Backgrounds</p> <p>The First Step for the Structural Integration</p> <ul style="list-style-type: none"> ■ Note of Guidance on Integration Missions (2000) <ul style="list-style-type: none"> ● 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 <ul style="list-style-type: none"> ● The United Nations Assistance Mission in Afghanistan (UNAMA; 2002) ● The United Nations Mission in Liberia (UNMIL; 2004)
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I will take account for historical backgrounds of the United Nations’ integrated approach. The UN Secretary-General Kofi Annan published a report entitled *Renewing the United Nations* in 1997. The report also mentioned the UN Integrated Approach; “To keep coherence in multifunctional field operations, the SRSG has authority over the force commanders, civilian police commissioners, resident coordinator, and humanitarian coordinator.” The purpose of the policy is to build an efficient structural integration among the UN agencies and sectors in the field. The *Report of the Panel on UN Peace Operation* in 2000, the Brahimi Report made a proposal of the establishment of the Integrated Mission Task Forces, IMTFs, in order to coordinate PKOs at the headquarters.

Kofi Annan wrote the *Note of Guidance on Integrated Missions* in 2000. The note made a proposal that the UN PKOs could set a Deputy Special Representative for the Secretary-General, DSRSG. The DSRSG could combine with the RC and HC. The DSRSG is a sub leader and coordinator to have authority over the UN Development and Humanitarian actors in the field. The approach is commonly called triple-hatted approach.

Other type of the structural integration is unification of the mission’s office and the OCHA’s local office. OCHA local office in Afghanistan has been set in the same building of the Mission’s Office since 2002.

<p>Historical Backgrounds</p> <p>Modification of the Structural Integration</p> <ul style="list-style-type: none"> ■ Concerns from Humanitarian Organizations <ul style="list-style-type: none"> ● Neutrality may be damaged since political and military mission are integrated with humanitarian activities. ■ Note of Guidance on Integrated Missions (2006) <ul style="list-style-type: none"> ● 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. 	<p>Historical Backgrounds</p> <p>Toward the Strategic Integration</p> <ul style="list-style-type: none"> ■ Integrated Missions Planning Process (IMPP): Guidelines (2006) <ul style="list-style-type: none"> ● The process requires the full engagement of the key UN actors at headquarters and the country level. ■ Planning Process <ul style="list-style-type: none"> ● Six processes: advance, foundation, operation, implementation, continuation, and transition & exit ■ Coordination Organizations for Planning Process <ul style="list-style-type: none"> ● HQ : IMTF (Integrated Mission Task Force) ● Field : IMPT (Integrated Mission Planning Team)
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The structural integration of the UN Peace Operations makes humanitarian agencies feel unsafe because humanitarian authorities seem to be negatively affected. As political and military missions are getting integrated with humanitarian assistance, humanitarian agencies have fewer powers over their own activities.

The concerns from humanitarian organizations made the Secretary-General rewrite the *Note of Guidance on Integrated Missions* in 2006. The note made consideration to the independence of the United Nations Development and Humanitarian agencies, especially the chain of command. The OCHA local office can be separated from the UN Mission’s Office, so that non-UN humanitarian agencies easily make access to the OCHA office. According to the note, the SRSG will support humanitarian principles and humanitarian space.

Aside from promoting the structural integration, Kofi Annan went for the strategic Integration Policy. The purpose of the Strategic Integration Policy is to make key actors engaged in planning process of peacekeeping operations. The UN Development and Humanitarian agencies join in the IMTF and IMPT to coordinate operations plans.

<p>The Decision of the SG in the Policy Committee (2008/24)</p> <p>The Main Purpose of the Integration (i)</p> <ul style="list-style-type: none"> ■ To maximize the individual and collective impact of the UN's response, concentrating on those activities required to consolidate peace. 	<p>The Decision of the SG in the Policy Committee (2008/24)</p> <p>New Targets and Forms of the Integration (i)</p> <ul style="list-style-type: none"> ■ Targets [including political missions/offices under the DPA] <ul style="list-style-type: none"> ● 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] <ul style="list-style-type: none"> ● All conflicts and post-conflict situations ■ Forms [from structural integration to strategic integration] <ul style="list-style-type: none"> ● Strategic partnership between the UN Mission and the UNCT <i>whether or not</i> they are structurally integrated.
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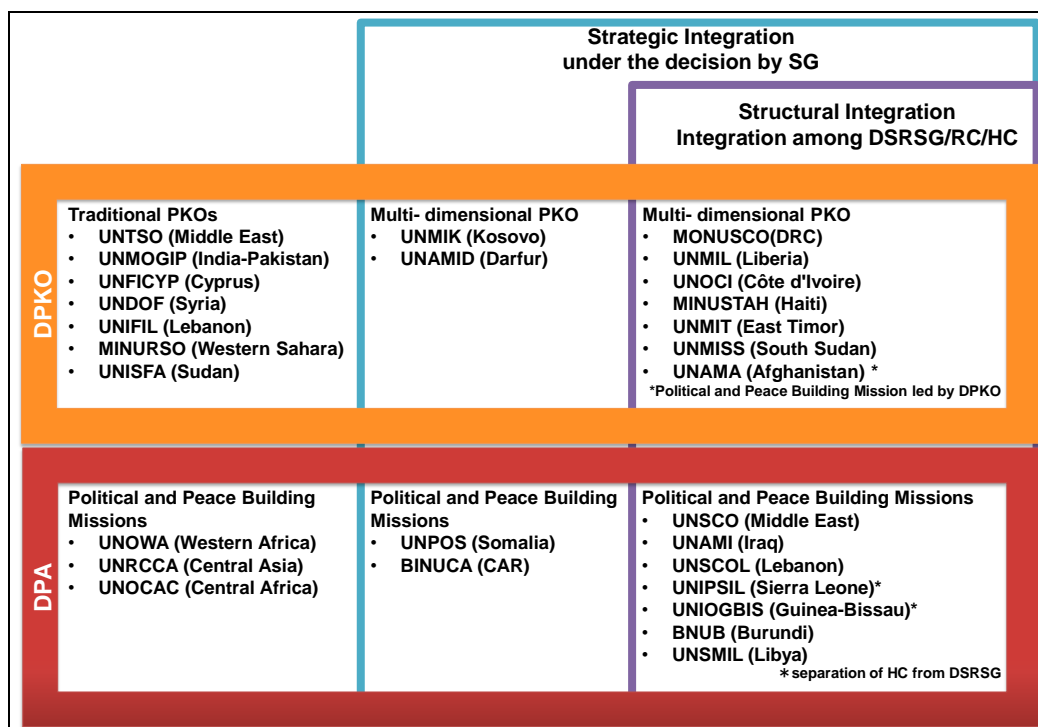
The decision of the policy committee by the Secretary-General Ban Ki-moon goes ahead with the

UN Integrated Approach.

The decision of 2008/24, “Decisions of the Secretary-General – 25 June meeting of the Policy Committee”¹ refers to the purpose of the UN Integrated Policy. The main purpose is to maximize the UN’s response to consolidate peace.

The decision mentions the new target and forms of the integration. UN Integrated Policy has a purpose to unite the UN Missions and the UN Country Teams, UNCTs, by their common strategy. The original target of the UN integration was only the multidimensional PKOs. The target has been enlarged to the political missions and offices under the DPA.

The original integration approach covered only post-conflict situation such as the phase of peacebuilding. But the decision of the Secretary-General in 2008 also covers conflict situations. The important point of decision is that integration does not necessarily mean structural integration, like the triple-hatted approach. The new integration approach focused on the strategic partnership between the UN Mission and the UNCT.



The chart shows the current PKOs and political and peacebuilding missions. The right column is the UN Missions under the structural integration based on triple-hatted approach. The middle

¹ United Nations. Interoffice Memorandum. 26 June 2008. “Decisions of the Secretary-General – 25 June meeting of the Policy Committee”. Decision No. 2008/24 – Integration. <http://www.undg.org/docs/9898/Integration-decision-SG-25-jun-08.pdf>

column is the UN Missions under the new integrated approach by the Secretary-General's decision in 2008. The left column is the mission's outside integrated approach, traditional PKOs and three regional offices under the DPA.

<p>The Decision of the SG in the Policy Committee (2008/24)</p> <p>Strategic Partnership (i-b/c)</p> <p>■ Construction of Integrated Strategic Framework (ISF) (country level arrangement)</p> <ul style="list-style-type: none"> ● 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 <p>● The planning process of the ISF</p> <ul style="list-style-type: none"> ● Strategic Planning Group (SRG): the SRSG as a chair ● Integrated Strategy Planning Team (ISPT): Force commander and the RC/HC as a co-chair <p style="text-align: right;">13</p>	<p>The Decision of the SG in the Policy Committee (2008/24)</p> <p>The UN Integration and Humanitarian Assistance (i-d)</p> <p>■ The UN integrated approach and its humanitarian benefits</p> <ul style="list-style-type: none"> ● Take full account of recognized humanitarian principles ● Allow for the protection of humanitarian space ● Facilitate effective humanitarian coordination with all humanitarian actors <p>■ Questions from the IASC (Inter-Agency Standing Committee)</p> <ul style="list-style-type: none"> ● Does the UN integrated approach promote humanitarian benefits? <p style="text-align: right;">14</p>
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The strategic approach is the construction of the Integrated Strategic Framework, ISF². The ISF is a document between the UN Missions and the UNCTs. The document refers to a shared vision and among the sections aligned or integrated planning, results and timelines, monitoring and evaluation system. In the original integrated approach, the IMPT has responsibility to coordinate the planning system. The new integrated approach SPG (Strategic Policy Group) and ISPT (Integrated Strategy and Planning Group) coordinate to make the ISF document. The ISF document is a core document for integrated strategy for the UN Missions and UNCTs.

The Secretary-General's decision also refers to humanitarian assistance. The UN Integrated Approach respects for humanitarian principles and humanitarian space and promotes humanitarian coordination with all humanitarian actors. These humanitarian actors may include the UN and non-UN humanitarian agencies, such as the International Red Cross and other international and local NGOs.

However, the decision of the Secretary-General brought the concerns from the IASC. The IASC is the international humanitarian body composed of the UN Humanitarian agencies and International Red Cross and some international NGOs. The IASC raised the question: Does the UN Integrated Approach promote humanitarian benefits?

² See "IMPP Guidelines: Role of the Field: Integrated Planning for UN Field Presences;" Annex 12. http://www.mofa.go.jp/mofaj/gaiko/jp_un/pdfs/itaku_pko_1103_4.pdf

The UN Integrated Approach and Humanitarian Assistance

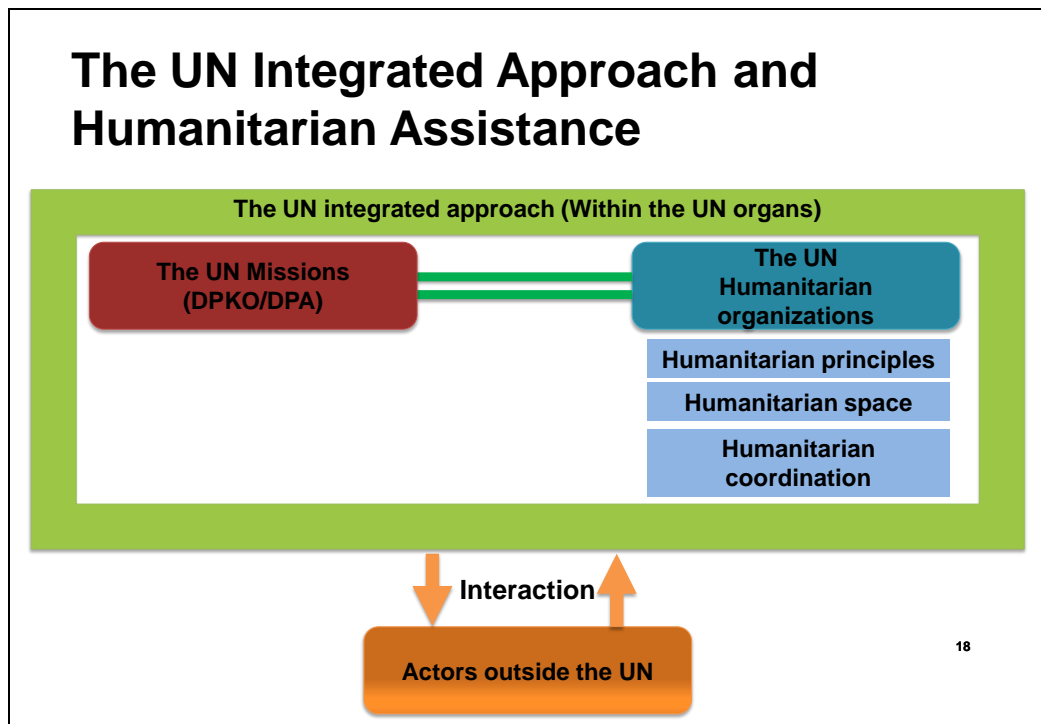
■ Relationship between the UN Integration and Humanitarian Assistance

- 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.

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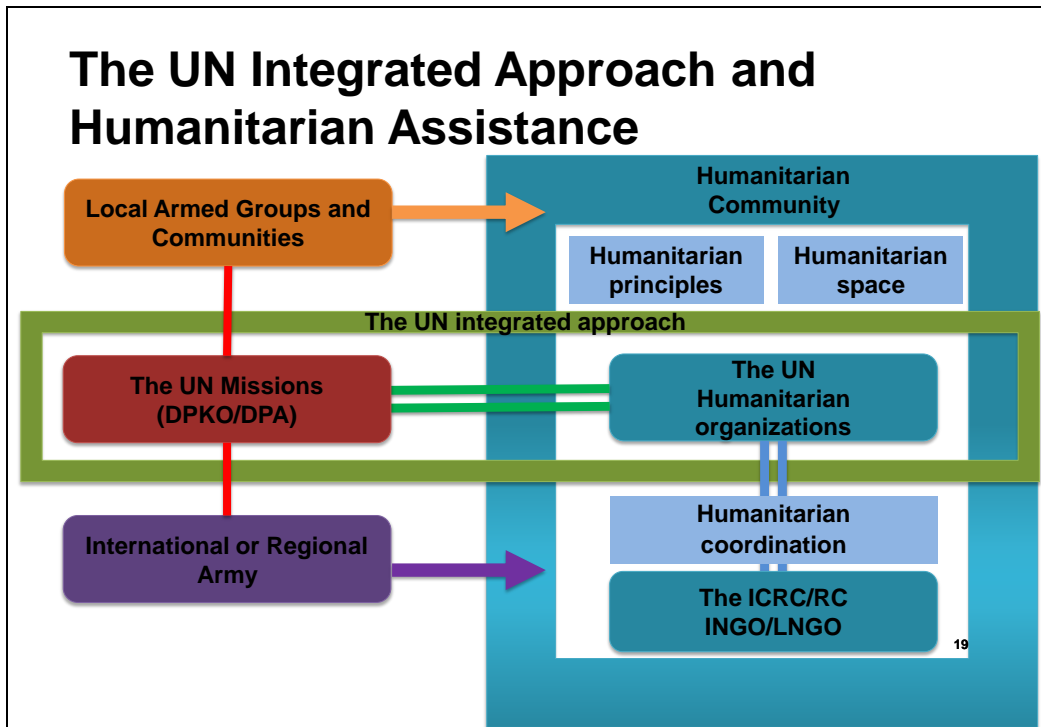
In the next section, I will take for effects of UN Integrated Approach on humanitarian assistance.

The UN Integrated Approach does not mention to the non-UN actors because the approach focused on the efficiency within UN Peace Operations. However, whether the approach brings humanitarian benefits depends on the relationship between UN and the other actors.



UN Integrated Approach covers the coordination and cooperation between the UN Missions and the UN Humanitarian organizations within the UN. According to the decision in 2008, the integration will promote humanitarian principles, humanitarian space, and humanitarian coordination.

However, the UN missions take actions in conflict and post-conflict areas. There were various interactions between the UN agencies and other actors in the field. The interaction had different effects on the UN Integrated Approach.



Actors outside the UN in the field are local armed groups and communities, international or regional army and non-UN humanitarian agencies. The political relationship between the UN and the local groups, communities and international or regional army have some effects on humanitarian community. In some cases the effects are negative on humanitarian principles, humanitarian space and humanitarian coordination.

<p>The OCHA's Policy Instruction for the UN Integrated Approach</p> <ul style="list-style-type: none"> ■ OCHA's Structural Relationships within an Integrated UN Presence (March 2011) <ul style="list-style-type: none"> ● The OCHA maintains cautious stance to the UN Integrated approach ● Perception ● Coordination <p style="text-align: right;">20</p>	<p>The OCHA's Policy Instruction for UN Integrated Approach</p> <ul style="list-style-type: none"> ■ Perception from armed groups and communities <ul style="list-style-type: none"> ● Hostile relationship between the UN mission and local armed groups and communities <ul style="list-style-type: none"> ● 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. <p style="text-align: right;">21</p>
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The UN OCHA has concerns for the UN Integrated Approach. The OCHA's policy interaction for the UN Integrated Approach says two types of the concerns; perception and coordination.

The OCHA points out three situations where the relationship between the UN Mission and local people is hostile. The first situation is there is no peace agreement among armed groups. Second is, armed groups agree with the peace pact, but some local communities does not agree with it. The third situation, some of the armed groups deny the peace agreement.

<p>The OCHA's Policy Instruction for UN Integrated Approach</p> <ul style="list-style-type: none"> ■ Perception from armed groups and communities <ul style="list-style-type: none"> ● Hostile relationship between the UN mission and local armed groups and communities ● Effects of the tension on humanitarian activities <ul style="list-style-type: none"> ● 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 <p style="text-align: right;">22</p>	<p>The OCHA's Policy Instruction for UN Integrated Approach</p> <ul style="list-style-type: none"> ■ Cooperation with the non-UN humanitarian agencies <ul style="list-style-type: none"> ● Division in humanitarian community <ul style="list-style-type: none"> ● 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. <p style="text-align: right;">23</p>
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In the hostile situations between the UN Missions and local groups and communities, there were some problems to the UN Humanitarian agencies. If the UN Humanitarian agencies closely cooperate with the UN missions, the local armed groups and communities become hostile even to the UN humanitarian assistance. Sometimes these local people aggressively prevent humanitarian assistance and attack humanitarian workers. In the serious situation, the UN Integrated Approach may be an obstacle for humanitarian neutrality and humanitarian space.

The UN Integrated Approach may divide the international humanitarian community. Many of the non-UN humanitarian agencies want to hold their independence and neutrality. If the UN Missions and the UN Humanitarian agencies have very close relationships, the non-UN Humanitarian agencies become distant to the UN Missions and also the UN Humanitarian agencies. In Afghanistan, the OCHA local office was built in the UN Mission's Office. The ICRC went out from the UN Humanitarian Coordination System managed by the UN OCHA.

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.

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The Strategic Integration Approach may have negative effects on humanitarian neutrality and independence. The approach has the purpose to unite the goals and the strategies among political military and humanitarian sections. The unification of the strategy may restrict humanitarian purposes to save people in conflicts.

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.**

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I would like to conclude the presentation. The UN Integrated Approach needs to develop a mechanism to change the form of integration, to respond the relationship between the UN and the other actors. If humanitarian crisis occur and emergency humanitarian assistance is required, the top priority in the UN integration should be saving people. The UN Humanitarian agencies should have some distance to the UN Missions because of perception from local armed groups and communities and maintain international humanitarian community.