

**INTER-AGENCY STANDING COMMITTEE WORKING GROUP  
60<sup>th</sup> MEETING**

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**Integrated Missions Study**

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**An independent study on UN integrated missions**

The Secretary-General has stated that *integrated missions* are the way of the future for the UN in peacekeeping and peace-building operations. Through integrated missions it is foreseen that the United Nations system can provide the critical mass necessary to foster peace and stability in post-conflict situations. Yet, the term, “integrated missions,” remains unclear in various ways. Is the concept to be applied in all post-conflict situations in which the UN is involved? And what does one mean by integrated, and who, when and under what circumstances is the integration template to be applied? To what extent can humanitarian space be protected in such missions, and where does the developmental role of the UN system fit in a mission that is to be integrated.

These sorts of fundamental uncertainties have led UNDG, UN OCHA and UNDPKO to commission an independent study, on behalf of the expanded ECHA core group, to explore how integrated missions have worked to date and how and in what ways they might be used in the future.

**The studies objectives**

The study has three principal objectives: [i] to review experiences to date to determine what has and has not worked in integrated missions; [ii] in that review, to pay specific attention to humanitarian, human rights and developmental concerns in the context of mission design and implementation; and [iii] to make practical recommendations about ways that the concept and practice of integrated missions can be most effectively utilised.

**The study team and methodology**

The study was launched at the beginning of November 2004 and will be completed by the end of March 2005. Since then members of a study team of four<sup>1</sup> have held

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<sup>1</sup> The study team consists of Espen Barth Eide and Anja Kaspersen from the Norwegian Institute of International Affairs and Randolph Kent and Karin von Hippel from the International Policy Institute, Kings College, London.

extensive consultations in six countries hosting integrated missions<sup>2</sup> as well as with UN departments, UN agencies, funds and programmes, the Higher Level Working Group of UN member-states, the Group of 77, four NGO consortia and the World Bank and the International Monetary Fund at headquarters level.

### **Twelve key issue areas**

The main thrust of the study's observations, conclusions and recommendations are focused upon twelve key issue areas, six concerning integrated mission design and structure and six dealing with thematic issues. The former includes strategic and operational planning, leadership and management, resources and assets, field and headquarters structures, operational security and communications. The latter focuses upon humanitarian space, human rights, justice and the rule of law, economic growth and development, elections and regional perspectives.

### **Some preliminary and partial observations**

#### **[1] Structural issues**

[i] strategic and operational planning. Integrated missions need to be based upon Security Council mandates that have longer-term timeframes, incorporate economic and development pillars of peace, have clear benchmarked strategic and operational objectives and are developed through inter-agency processes;

[ii] leadership and management. The personal variable in missions is a crucial factor in their success or failure. More effective selection procedures, orientation and training as well as more precise terms of reference and guidelines for senior mission management, including SRSGs and DSRSGs, are essential;

[iii] field and headquarters structures. The structure, or form, of integrated missions should be based upon the intended what missions are intended to achieve. Strategic and operational objectives, in other words, must determine what should be integrated, when and how. There should be no single template to determine the shape of an integrated mission;

[iv] resources and assets. Mission assets, including aircraft, should be at the disposal of all entities directly contributing to the strategic and operational objectives of the mission. Security Council mandates at the same time need to provide "kick start" funding for development activities normally dependent upon funding sources that are slow to materialise;

[v] operational security. The newly established Department of Security may finally resolve the disjunction between mission and UNSECOORD security. Nevertheless the impact of military forces' operations and procedures upon security also needs to be harmonised within mission operations;

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<sup>2</sup> The six countries visited by members of the Study Team were Burundi, Cote d'Ivoire, Democratic Republic of the Congo, Liberia, Sierra Leone and the Sudan.

[vi] mission communications. Integrated missions need to ensure that their objectives are clearly understood not only throughout mission but also among the wider community, including local and national institutions of the country that they are intended to serve.

[2] **Thematic issues**

[i] humanitarian space. Greater clarity is needed about the parameters of humanitarian activities in order to protect humanitarian space, particularly in times of complex peacekeeping operations. OCHA offices need to be accessible to all humanitarian actors, and assist the relevant mission official, eg, DSRS/HC, to fulfil his or her obligations to maintain humanitarian principles;

[ii] human rights. Integrated missions should focus more consistently upon ways to promote human rights precepts and activities. Towards that end, there needs to be greater coherence between the mission and the wider UN system about the role of human rights representatives and their reporting relationships to the political and development arms of the UN system in country;

[iii] justice and the rule of law. Security sector reform, disarmament, demobilisation and reintegration and related issues need to be more closely tied to the development of institutions of governance and to human rights. At the same time, much greater attention and resources have to be focused upon core operational issues such as reintegration;

[iv] economic growth and development. The pillars of durable peace are economic growth and development. This perspective needs to be reflected in mission mandates, and to achieve this key objective, planning and implementation needs a far closer alignment between UN entities and the International Financial Institutions;

[v] elections. Too often elections have been regarded as mission end-states, where in reality they should be one stage of a broader peace-building vision. In preparing for elections, greater attention needs to be paid to the close inter-relationship between elections, human rights and institution-building;

[vi] regional perspectives. The problems that necessitate integrated missions are often due to problems exacerbated by cross-border activities, eg, flow of small arms, mercenaries, illicit drugs. Conversely regional perspectives also offer among other things prospects for economic and development opportunities.

### **In the context of the IASC Working Group**

While this short briefing note cannot incorporate all the observations, conclusions and recommendations that will be presented at the end of March to the expanded ECHA core group, the study team would value IASC comments on the following issues:

#### **Proposed Actions by the IASC WG members:**

- Provide comments on:
  - Scope of the study: To what extent do the subjects noted above encapsulate issues of interest and concern for IASC members regarding integrated missions?
  - Humanitarian space: Are there specific issues that the IASC feels should be captured in the study regarding humanitarian space?

Prepared by: Mr. Randolph Kent, March 2005