

EXECUTIVE SUMMARY
SEMINAR ON MULTIDIMENSIONAL AND INTEGRATED PEACE OPERATIONS
ADDIS ABABA 26-27 APRIL 2007

The second seminar in the series of six was organized in Addis Ababa, 26-27 April 2007. This two-day seminar involved stakeholders from the UN missions, UN funds and programs, the World Bank, non-governmental organizations, local and regional partners, and the academic and diplomatic communities of the Democratic Republic of the Congo (DRC), Burundi, Sudan and Ethiopia/Eritrea. These stakeholders were brought together to share lessons and best practices from their experiences with multidimensional and integrated peace operations. Over two days, the lively discussion ranged from an in-depth exploration of integration – its meaning, implications, and barriers to implementation – to a broader exchange around the peacekeeping-peacebuilding interface, country assistance frameworks, humanitarian and military protection, and cooperation between the UN and the African Union.

During the two days of discussion, participants agreed that since the 2005 *Report on Integrated Missions*, the UN has significantly increased its capacity to plan and manage multidimensional peace operations. Nonetheless, many reforms have been stove-piped within particular UN entities and have not kept pace with the increasing demands placed on peace operations. As a result, much of the progress toward inter-agency integration has occurred in spite of, not as a result of, the UN's policies and procedures.

While participants stressed that integration remains a highly subjective concept that political, humanitarian, development, and military actors all understand differently, they did articulate an emerging understanding of the concept and practice of integration.

1. **Integration occurs at several levels (strategic, programmatic, and administrative).** Participants agreed that strategic integration is the most crucial level – all parts of the UN system must agree on a common strategic plan and develop a shared understanding of priorities. Administrative integration supports all other degrees of integration by making the different UN entities more administratively compatible, enabling UN entities to share resources and assets and prevent systems operating in parallel.
2. **Integration takes place to different degrees – full integration, partial integration, and parallel structures.**¹ All three of these degrees of integration can occur simultaneously in one country. Nonetheless, full integration is very difficult to achieve because of structural, administrative, and financial barriers within the UN system, and a fully integrated structure may be difficult to alter when the context in the field changes. Therefore, full integration (budget, program and premises) should take place only when absolutely necessary for the desired impact.

¹ These labels were developed by MONUC.

3. **The degree of integration at the programmatic level must be determined by the desired impact, which requires flexible structures and administrative regulations.** Integration should not be seen as an administrative measure, or a goal in itself, but as a tool aimed at improving impact on the ground through more efficient delivery, less bureaucracy, reduced duplication of effort, and more effective engagement with partners.
4. **The degree of integration, and the lead agency, should vary with phases of the peace process and the level of violent conflict.** In cases where UN forces are engaged in open confrontation with spoilers, integration may be more politically charged than in circumstances where there is no open conflict. The UN structure should adapt to the changing needs and capacities of the host country and the changing role of the international community therein.

The participants concluded by proposing several principles that should guide future integration efforts.

- *While improved guidance is essential, templates are not.* To the extent possible, the form of the integrated UN system should be determined by the functions required to achieve the desired impact: *form should follow function.*
- *Integration should be viewed as an opportunity to supply good political analysis to all UN post-conflict efforts.*
- *Incentives must be created* within each UN agency² to encourage integration at the field level and at headquarters.
- *Reform of administrative, budgetary, and procedural practices within each UN agency is essential* for the improved efficiency and effectiveness of integrated peace operations.
- Inter-governmental, governmental, and non-governmental *partners should be included* in integration efforts to ensure ownership at the appropriate level and degree.
- *The purpose of integration is to improve internal and external partnerships* – to improve the capacity of UN entities to work together and of the entire UN System to work more effectively with national and international partners.

² The term ‘agency’ or ‘agencies’ refers to all UN Departments, Offices, Programs, Funds, and Specialized Agencies, unless specific distinctions are being made between them.