Managing Integrated Missions for Greater Impact

DSRSG/RC/HC/UNDP RR

Ross Mountain

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Peace-Keeping Missions Have Multiple Aims

Modern peace-keeping is not just about achieving military objectives. It is also about ensuring political stability, promoting democracy and human rights, providing humanitarian assistance and laying the groundwork for sustainable development.

Multidimensional Aims Require the UN System to Integrate

These multidimensional tasks can only be accomplished through the collective efforts of the UN System. This is why many of today's peace-keeping missions are integrated.

Integrated Missions Harness Collective Action

An Integrated Mission is a flexible structure that allows the UN system to do more to help a country and its people than would be otherwise possible.

Integrated Missions Differ

Integrated Missions are not the same because the tasks facing the UN vary across countries.

The structure of each Integrated Mission must be adapted to local realities to be successful. Form has to follow function.

Integration is done to increase impact--not to fulfill a bureaucratic mandate.

The Multidimensional Aims of the UN in the DRC

In the DRC, the main goal of the international community is to help the Congolese people consolidate peace and security and lay the foundation for sustainable development.

Providing peace dividends and consolidating democracy requires basic social, humanitarian and economic progress as well as the restoration of state authority.

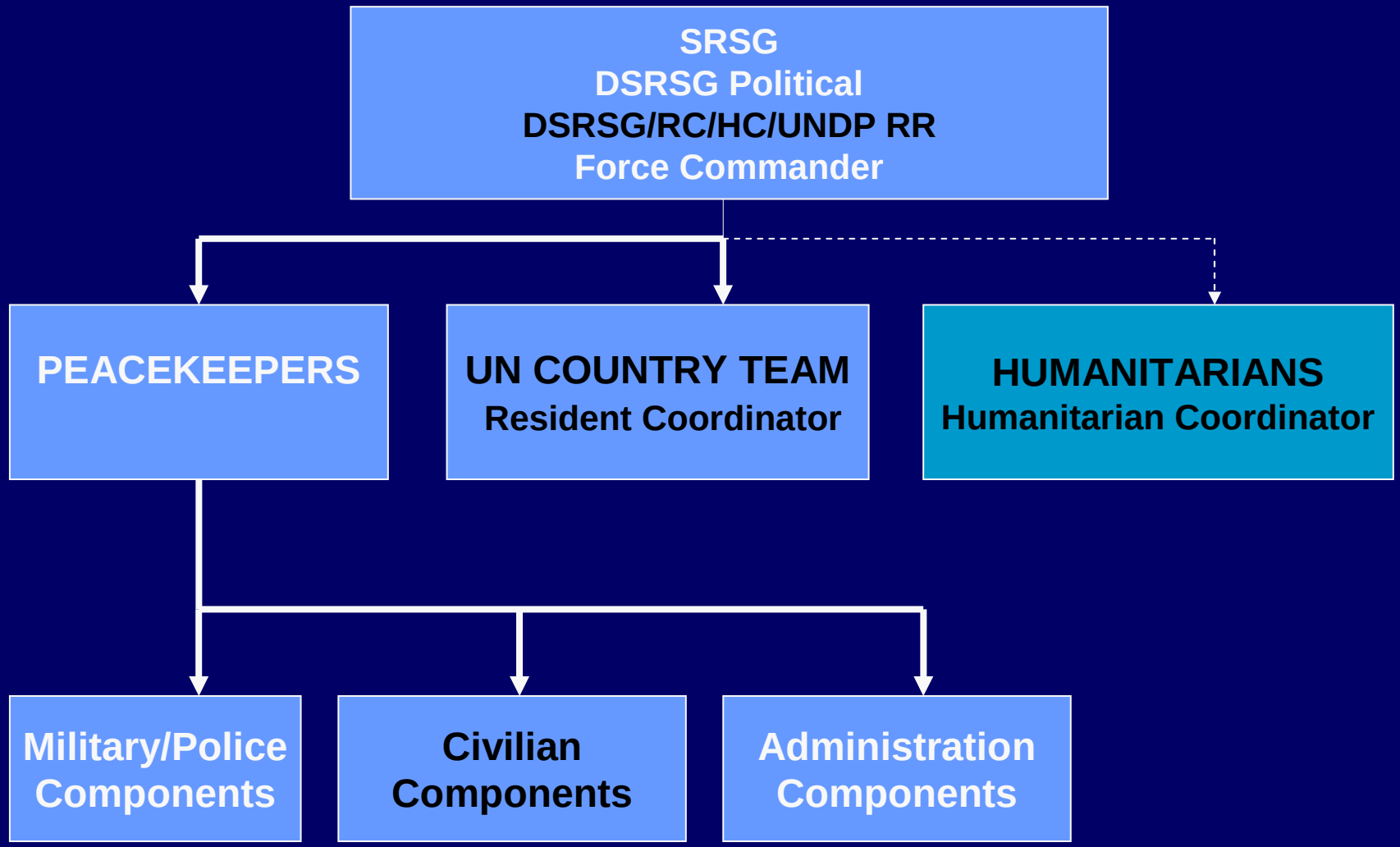
All Parts of the UN System are Harnessed in the DRC

MONUC's military, police and civilian components have a unique role supporting the UN's aims in the DRC, particularly in areas related to establishing a secure environment and consolidating democracy.

The UN Agencies also have a special role, making vital contributions to humanitarian assistance and social, economic and political governance.

With civilian and military peace-keepers and UN Agencies working together to reach the same goals, the UN has become greater than the sum of its parts in the DRC.

DRC'S INTEGRATED STRUCTURE



Peace-keepers and Agencies Work Together Strategically, Programmatically and Administratively

Strategically, all parts of the system need to agree on Common Goals. In the DRC, this has been done through a joint political strategy and a unified CAF matrix.

Programmatically, different modalities apply.
In the DRC, peace-keepers and UN Agencies are either:

1. Working in Parallel
2. Sharing Some Functions
3. Fully Integrated

Administratively, the UN needs common services, shared assets and flexible administrative arrangements.

Integration at the Strategic Level: Linking with the Government and Donors through the CAF

In the DRC, the UN System has defined a set of common goals that are directly linked to Government and donor priorities through an instrument called the Country Assistance Framework.

The aim of the CAF is to help the Government deliver a peace dividend for its population by financing PRSP programmes that bring security, economic growth and services to everybody.

CAF STRATEGIC PRIORITIES

PRSP Pillars	Proposed CAF Strategic Objectives
Good Governance	Remove the governance obstacles that inhibit the country from reaching the MDGs
Pro-Poor Growth	Achieve both a high rate and a strong quality of economic growth in line with PRSP objectives
Basic Social Services	Improve social indicators in line with PRSP objectives by increasing access to effective, efficient and equitable social services
HIV/AIDS	Limit the spread of HIV/AIDS and improve conditions for people living with HIV/AIDS
Community Recovery	Stabilise highly volatile communities and strengthen implementation of PRSP programmes

GOOD GOVERNANCE PILLAR **This pillar aims to remove the governance obstacles that inhibit the country from reaching the MDGs.**
Security Sector Reform: The PNC is reformed and transformed into a professional and unified structure, supported by a coherent legal framework
Security Sector Reform: FARDC salaries and basic conditions are improved and the capacity of the army to protect civilians is enhanced
Security Sector Reform: The FARDC is reformed and transformed into a professional and unified structure, supported by a coherent legal framework
Security Sector Reform: The justice system is reformed and reorganised in line with the new Constitution
Transparency: Public expenditures and contracts are monitored by government and independent bodies
Public Finance Management: Government revenues are increased and the budgetary process is reformed in line with international standards
Natural Resources Management: Natural resources are managed in a sustainable manner on the basis of legal codes
Public Administration Reform: The civil service is reformed and transformed into a professional structure, supported by a coherent legal framework
Local Governance: Fiduciary systems at provincial and local levels are established and capacities to deliver social services are strengthened
Investment Climate and Public Enterprises Reform: Pro-investment legislation and frameworks are established and public enterprises are restructured and reformed in line with international standards

Integration at the Strategic Level: Linking MONUC Benchmarks to the CAF through the IMPP

In order for MONUC to draw-down in an orderly fashion, certain benchmarks necessary for sustainable peace and stability need to be in place.

Ensuring Government ownership of, and adequate donor financing for these benchmarks is being done by linking the Integrated Mission Planning Process (IMPP) directly to the CAF.

Rather than having frameworks that separately present the priorities of the Government, donors, UNCT and MONUC---in the DRC, there is one framework that brings everyone together.

INTEGRATED MISSION PLANNING MATRIX
GOOD GOVERNANCE

The strategic objective of this pillar is to remove the governance obstacles that inhibit the country from reaching the MDGs

SECURITY SECTOR

UNDAF OUTPUTS	MONUC ACTIVITIES	UNDAF ACTIVITIES
eformed and transformed into a professional and unified structure, supported by a coherent legal framework		
***ivi* for police reform is established and is completed**		
etter able to oversee developments in		**By 2008, advocacy is undertaken with stakeholders to establish a Police Oversight sub-committee in the National Assembly (UNDP)**
training programmes are launched	**Provide policy advise and technical assistance to strengthen command and control functions in the police forces**	**By 2010, PNC Officers are trained to control borders, handle migration and counter trafficking (IOM)**
	Support training programmes on human rights	**By 2012, law enforcement officials are trained to counsel, receive and protect the victims of sexual and gender-based violence and to respect children, refugee and human rights (OHCHR, UNHCR, UNFPA)**
	Support training programmes on child protection	
	Support training programmes on gender based violence	
	Support training programmes on border policing	
outlined by the *Groupe de Réflexion* the *Comité de Suivi* including unified nd pay structure and an organic law,	**Provide inputs into a reform and restructuring plan for the Congolese National Police and related law enforcement agencies within the broader framework of a national security strategy**	**By 2009, inputs are provided into a law on the national police to define the range of their responsibilities (UNDP)**
	Provide inputs into a nationally-owned SSR plan, including priorities and policies	
	Provide policy advise to the Government on establishing mechanisms for coordinating international assistance in SSR	
planning capacity of the PNC is		
reform of corporate departments including management practises, is	**Support training programmes on procurement and asset management**	
	Provide policy advise and technical assistance to the Government for a census for police and law enforcement officials	

Integration at the Programme Level

Common Goals
Unified Results Matrix
Joint Political Plan

Working in Parallel
Separate Work Plans
Separate Organigrams
Separate Admin Structures
Separate Budgets
Separate Reporting Lines
Separate Staff

SSR, DDR
Protection of Civilians
Rule of Law
Democratic Institutions
Economic Management

Sharing Functions
Common Work Plan
Separate Organigrams
Separate Admin Structures
Separate Budgets
Separate Reporting Lines
Shared Staff

Child Protection

Fully Integrated
Common Work Plan
One Organigram
Admin/Fin MOU
Common Budget
Unified Reporting Line
Shared Staff

Elections
Human Rights
Security

Who Does What

MONUC Military/Police/Civilian	**SSR/DDR Protection**	UNDP, UNICEF, ILO, FAO, IOM, UNHCR, OCHA, FAO, UNFPA , UNAIDS, WHO, UNMAS
MONUC Military/Police/Civilian	**Human Rights Rule of Law**	UNDP, OHCHR, UNICEF, UNFPA, UNESCO, WFP
MONUC Military/Police/Civilian	**Local Elections**	UNDP, UNOPS, UNIFEM
MONUC Civilian	**Democratic Institutions**	UNDP, ILO, FAO, OHCHR, UNIFEM
MONUC Civilian	**Economic Management**	UNDP, ILO

An Example of Working in Parallel: Protection of Civilians

Protection of civilians is both a military mandate and a key concern of humanitarian agencies.

In DRC, protection activities are coordinated through a "Protection Cluster." At the provincial level, activities are coordinated through joint working groups.

These groups, which include MONUC military and humanitarian organizations, try to protect populations from violence committed by armed groups, including the Congolese army and police. They also focus on ways of mitigating collateral damage caused by joint military operations.

Actors contribute on the basis of their comparative advantages….

The military protects by:

- Patrolling areas by air, land or river
- Establishing safe areas or buffer zones, sometimes through Mobile Operating Bases (MOB)
- Escorting convoys
- Opening corridors
- Training the armed forces

Humanitarian agencies contribute by:

- Delivering humanitarian assistance, including food and medical supplies
- Evacuating the wounded
- Collecting information on violations
- Addressing the needs of especially vulnerable people including women and children

An Example of Sharing Some Functions: Child Protection

Child protection is a MONUC mandate and a key concern of humanitarian agencies, particularly UNICEF.

In DRC, child protection is coordinated through child protection networks at national and regional levels, which are supported by UNICEF and include representatives of state institutions, national and international NGOs and UN Agencies.

These networks try to ensure that children are safe and receive basic services. They support, and where necessary substitute for, national institutions responsible for protecting children.

Actors work in parallel on some things and together on others….

MONUC civilians contribute by:

- Demanding an end to grave violations
- Supporting prosecutions

MONUC military contribute by:

- Extracting children from armed groups

MONUC and humanitarian work jointly on:

- Establishing standards for the DDR of children
- Collecting information on grave violations

Humanitarian organizations contribute by:

- Delivering humanitarian assistance
- Building the capacity of national actors
- Helping to establish national institutions
- Helping to reintegrate children

An Example of Full Integration: Elections

Elections is both a MONUC mandate and a key concern of development agencies.

In DRC, elections are being supported jointly by MONUC and UNDP. MONUC's Electoral Division and UNDP's APEC Project are part of a single structure with unified reporting lines. Budget and administrative functions are executed on the basis of a MOU between MONUC and UNDP.

This unique joint structure has provided technical and logistical support to the IEC for the constitutional referendum as well as the recent presidential, legislative, provincial, senatorial and gubernatorial elections. The same structure will be used for the six upcoming local elections.

The efficiency and effectiveness of the UN system has been fully maximized…

The joint MONUC-UNDP electoral structure has contributed by:

- Providing advise on electoral and referendum laws
- Helping to draft the operations plan for the IEC
- Managing the USD 400 million electoral basket fund
- Procuring registration and electoral equipment
- Delivering electoral materials to major hubs
- Supporting civic and voter education
- Helping to train 250,000 electoral personnel
- Helping to verify and process election results
- Helping to resolve electoral disputes

Integration at the Administrative Level

Despite a commitment to do better, integration at the administrative level lags far behind strategic and programme integration.

Common services are difficult to arrange, the sharing of assets is discouraged and many administrative arrangements remain inflexible.

The UNCT and Humanitarians are Maximizing their Impact through UN Reform

The UNCT and humanitarian organizations are maximizing their contributions to the UN's efforts in the DRC by reforming their operations and increasing their own effectiveness and efficiency.

Resident Coordinator

UN Country Team

CAF

Integrated Office

Big Ideas
One Team
SWAps

Humanitarian Coordinator

Humanitarian Organizations

DRC Action Plan

OCHA

GHD
Pooled Fund
Clusters

Administration needs to be able to do the same….

The UN System has come a long way with strategic and programme integration in the DRC, piloting approaches that are now being reviewed and used by other missions. The support of member states in adapting administrative regulations and practice to this new concept is key to the success of the integrated approach.