

# Lesson 1.8



## Mission Partners

### Lesson at a Glance

#### Aim

To explain how success in implementing a UN peacekeeping mandate requires working with different partners.

#### Relevance

There are others who are working to bring a lasting peace in the country you are deployed to. As “partners” it is important for all of you to work together to achieve this common goal. Your cooperation with others working in the country is also necessary to achieve your mission’s mandate.

The host country has the most interest in the success of the mandate. As a result, the most important partners to work with are those who belong to the country – the “**national partners**”. As **key stakeholders**, they will be impacted by the mandate, and also have an impact on achieving the mandate.

There are other parts of the UN system active in a country. Together, they make up the **UN Country Team (UNCT)**. The UN expects you all to work together as one whole in the host country. This is called the “integrated approach”.

Partners who are foreign to the host country – or “**external partners**” – include development and humanitarian actors.

This lesson explains what it means to have effective working relationships with different partners. You need to understand their work and how you will work together.

#### Learning Outcomes

Learners will:

- List types of mission partners and give examples
- Explain why national partners are key partners for UN peacekeeping operations
- Explain why the UNCT is important to a UN peacekeeping operation
- Describe the “integrated approach” and the benefit

## Lesson Map

**Recommended Lesson Duration: 45 minutes total**

1-2 minutes per slide

Use short option learning activity

<b>The Lesson</b>	Pages 3-29
Starting the Lesson	Intro Slides
<b>Learning Activity 1.8.1:</b> Football/Cricket	
Importance of Mission Partners Working Together	Slide 1
Different Mission Partners	Slide 2
<b>Learning Activity 1.8.2:</b> Mission Partners	
National Partners	Slides 3-6
UN Partners	Slides 7-9
External Partners	Slides 10-15
<b>Learning Activity 1.8.3:</b> Partners Working Together	
Summary	Pages 30-31
<b>Learning Evaluation</b>	Pages 32-35
<b>OPTIONAL: Additional Learning Activities</b>	See Resource
<b>Learning Activity 1.8.4:</b> Effective Strategic Partnerships	

## The Lesson



### Starting the Lesson

Introduce the following (using the Introductory Slides):

- Lesson Topic
- Relevance
- Learning Outcomes
- Lesson Overview

The lesson may also cover what learners already know about the work of different mission partners. As you move through the lesson, give opportunities for learners to brainstorm what they know.

## Learning Activity

1.8.1

### Football/Cricket

#### METHOD

Group discussion, guided by analogy

#### PURPOSE

To use a sports analogy to reinforce understanding of how a UN peacekeeping mission works as a team to succeed

#### TIME

Sort option: 5 minutes

- Brainstorming: 3 minutes
- Discussion: 2 minutes

Longer option: 15 minutes


- Brainstorming: 5-7 minutes
- Discussion: 5-7 minutes

#### INSTRUCTIONS

- Think about a sport
- Discuss different players' contributions towards the “goal”
- Draw comparisons between the mission and different players in a host country

#### RESOURCES

- Learning Activity instructions



**Learning Activity**

---

Football/Cricket

1.8.1

**Instructions:**

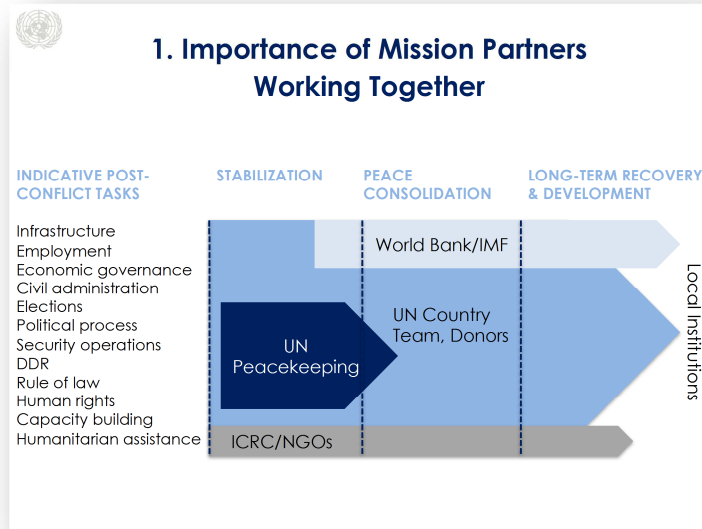
- Think about a sport
- Discuss different players' contributions towards the “goal”
- Draw comparisons between the mission and different players in a host country

**Time:** 5 minutes

- Brainstorming: 3 minutes
- Discussion: 2 minutes

## The Importance of Mission Partners Working Together

### Slide 1



**Key Message:** Different actors play different roles helping a host country emerge from conflict and transition to sustainable peace.

**UN peacekeeping operations are one part of a broader international effort.** This effort has several **phases**. Different actors active in each phase may have separate but overlapping mandates and areas of expertise.

As “partners” it is important for all to work together to achieve the common goal of building a lasting peace within the host country.

## Mission Partners

### Slide 2



**2. The Different Mission Partners**

- National Partners
- UN Partners
- External Partners

**Key Message:** Mission partners include:

- National partners
- UN partners
- External partners



*Remind participants of the intersecting circles in the diagram on the Integrated Strategic Framework (ISF) used in Lesson 1.5. It illustrates how peace and security, humanitarian and development mandates overlap. These mandates are carried out by both UN and non-UN partners.*

At the heart of peacebuilding are national partners. Host government, ministries, military, police and civil society are examples.

Different partners work on humanitarian assistance and development. The UN, international, regional and foreign national partners are examples.

Peacekeeping personnel need to work closely with these partners.

Peacekeeping success depends on effective working relationships with all partners in a country.

**Learning Activity****1.8.2**

## Mission Partners

**METHOD**

Brainstorm

**PURPOSE**

To stimulate participants to recall mission partners

**TIME**

Short option: 5 minutes

- Brainstorming: 3 minutes
- Discussion: 2 minutes

Longer option: 15 minutes

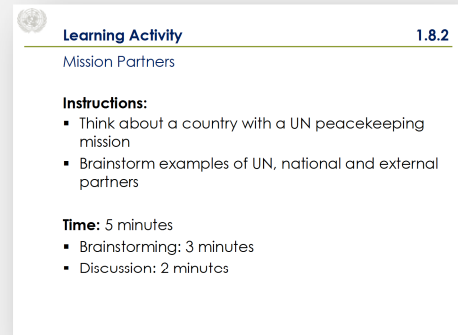
- Brainstorming: 5-7 minutes
- Discussion: 5-7 minutes

**INSTRUCTIONS**

- Think about a country with a UN peacekeeping mission
- Brainstorm examples of UN, national and external partners

**RESOURCES**

- Learning Activity instructions



The thumbnail shows a document titled "Learning Activity" with the sub-title "Mission Partners" and the identifier "1.8.2". It contains the following text:

**Instructions:**

- Think about a country with a UN peacekeeping mission
- Brainstorm examples of UN, national and external partners

**Time:** 5 minutes

- Brainstorming: 3 minutes
- Discussion: 2 minutes

## National Partners

### Slide 3



### 3. National Partners

- State actors: host government, ministries, military, police
- Non-state actors: civil society, non-governmental organizations (NGOs), private sector



**Key Message:** National partners include:

- State actors, such as the host government, ministries, military and police
- Non-state actors, such as civil society, non-governmental organizations and the private sector

Partners who work towards a lasting peace and belong to the host country are called “**national partners**”. They are the most important partners to work with.



## Slide 4



Why “Key Partners”?

- Have the most at stake – beneficiaries, clients
- Efforts ensure host government can meet the needs of its people
- Promotion of national and local ownership is a success factor

**Key Message:** National partners are key partners because they will be impacted by the mandate, and also have an impact on achieving the mandate.

Local people and the host government have the most at stake. Local people and the host government are “mission mandate beneficiaries”, or UN “clients”.

The host country has the most interest in the success of the mandate. **Efforts aim to ensure that the host government can meet its people’s needs on national and local levels.**

UN peacekeeping personnel share responsibility to promote local and national ownership. The promotion of national and local ownership is a success factor in UN peacekeeping. It requires building partnerships with “state” and “non-state” actors at both national and local levels.



*Remind participants of details on the importance of promoting national and local ownership from Lesson 1.3.*

## Slide 5



### State - Host Government

- Most important non-UN actor
- Interactions on many levels
- Partnerships with other state actors – national military, police
- Include variety of political views and social groups



**Key Message:** The host government is by far the most important non-UN partner for a peacekeeping mission.

**Interactions between a UN peacekeeping mission and the host government occur on many levels, simultaneously:**

- High-level political discussions between the SRSG/HOM and the President and/or Prime Minister
- Frequent contact between mission personnel and national counterparts to get UN offices or facilitate logistics
- Working meetings on substantive themes between substantive personnel and national governmental authorities, for example to:
  - Organize elections
  - De-mine
  - Develop programmes for DDR

**Partnerships with other state actors include state security, such as national military and police.**

Close partnership with a host government is consistent with the UN peacekeeping principle of consent. It also reinforces **national and local ownership, which recognizes national capacity building as important for sustainability.**

Peacekeeping missions pay close attention to all levels of the host government, not only the central national or state authority. Local authorities may be central to sustained peace and transition to development.

Different interests and social groups in a country have different political views and positions. Peacekeeping needs to consider the full range of opinions and views. This ensures that ownership and participation are widespread, not limited to small elite groups.

Consultation and consideration of a range of views helps build and sustain consent and support for the peacekeeping mission.

## Slide 6



### Non-State - Civil Society

- A community of citizens linked by common interests and activities
- Political parties, national NGOs and other associations, communities or groups of citizens
- Include men and women, marginal and vulnerable people



**Key Message:** Interaction of a UN mission with a host population is not solely through the national government. Contact is with both “state” and “non-state” actors. Non-state actors include “civil society”. This phrase refers to a community of citizens linked by common interests and activities.

### “Civil society organizations” (CSOs) include:

- **Political parties**
- **National non-governmental organizations (NGOs)**
- **Other associations, communities or groups of citizens**

The UN builds relationships with civil society to make sure it understands what citizens want and care about. As people express priorities, the UN matches these to mission purpose and activities. For example, consulting with local communities helps to gather and understand information on protection threats and security needs for better responses to violence.

Being inclusive means ensuring no citizen is left out. Being inclusive helps the UN maintain impartiality and build national ownership.

**Peacekeeping missions maintain regular dialogue with civil society.** This means reaching all in a country, not just the powerful or well organized. Engaging all parts of a society is central to rebuilding a country. UN contact is with religious leaders, women and student associations, academics and professional organizations. Direct and constant contact is often essential with political parties and even faction leaders.

Partnerships must consider: impartiality, wide representation, inclusiveness and equality between men and women. Reaching marginal and vulnerable people may require targeted efforts. Diversity must be considered.

National NGOs are also important. NGOs are more formal organizations of civil society, not set up by a government. People with common interests organize an NGO at local, national or international levels to address issues in support of the public good.

Different types of NGOs exist. Some provide humanitarian assistance. Others work on peacebuilding. Another type is active in development programmes. NGOs:

- Bring public concerns to governments
- Monitor policy and programme implementation
- Encourage civil society at community level to participate in public processes
- Often have an advocacy and communication role

**Peacekeeping missions may work directly with NGOs in support of activities and programmes.** Humanitarian crises are a special case.

- Peacekeeping missions provide a secure and stable environment for humanitarian actors to help people
- They do not directly provide humanitarian assistance

**The private sector is a crucial engine of economic development and employment.** It has a critical role in sustaining peace. The UN builds positive relationships with private businesses that share UN values and principles.

## UN Partners

### Slide 7



**Key Message:** UN partners are all the UN agencies, funds and programmes in a country. They make up the UN Country Team (UNCT).

UN engagement in countries emerging from conflict rarely begins with deployment of a peacekeeping mission. UN partners on the ground already have relationships and programmes in the country. They will continue their work after the mission leaves.

The UNCT may include among others:

- **OCHA:** the Office for Coordination of Humanitarian Affairs. OCHA is active during humanitarian emergencies.
- **WFP:** the World Food Programme. It mainly provides emergency food aid in humanitarian crises. WFP has a larger presence during the stabilization phase of a peacekeeping operation.
- **FAO:** the Food and Agriculture Organization. FAO is involved in long-term development assistance. It may only appear when a peacekeeping mission is ready to transition or withdraw.
- **UNDP:** the United Nations Development Programme.
- **UNICEF:** the United Nations Children's Fund.
- **UNFPA:** the United Nations Fund for Population.
- **UNOPS:** the United Nations Office for Project Services.

UNDP, UNICEF and UNFPA are active in conflict prevention and recovery immediately after a conflict, and development. Their presence in a country is usually continuous (before, during and after a peacekeeping operation).

UNDP, UNICEF and UNFPA adjust their programmes as a situation evolves. They are important sources of knowledge for a mission and critical partners for a peacekeeping operation's exit strategy.

International financial institutions (IFIs) like the **World Bank** and the **International Monetary Fund (IMF)** are not strictly UN agencies, but they are part of the wider UN family.

The World Bank and IMF may be full members of the UNCT (for example in Liberia). Sometimes they operate more independently of the UNCT and the peacekeeping mission. IFIs play critical roles in the development and economic recovery of post-conflict countries. The mission coordinates closely with them in work with national partners.

## Slide 8



**Why Important?**

- Knows host country and conflict situation
- Relationships with national partners
- Continuity for peacebuilding activities
- Financial resources and expertise



**Key Message:** The UNCT is a UN peacekeeping mission's most important internal partner. The UNCT is important because it **provides a valuable resource** to any mission.

The UNCT:

- Knows the host country and the conflict situation, especially agencies present before the peacekeeping mission
- Can help identify and build relationships with key national partners, national and local authorities as well as civil society groups
- Provides continuity, so peacekeeping activities started are carried forward when the peacekeeping operation withdraws
- Has financial resources and expertise in programming, which peacekeeping operations often do not

Conflicts may occur because of failure to attend to human needs and lack of respect for human rights. These **root causes can only be addressed** by national partners and the peacekeeping operation, **with the support of the UNCT.**

UN peacekeeping operations often have significant overall budgets. However, budgets do not include money for major capacity building or reconstruction projects.

Peacekeeping missions do not budget for humanitarian assistance or socio-economic recovery and development. They do not have the technical expertise either. Other UNCT partners are responsible for this work. The **UNCT has more funds for longer-term humanitarian assistance and development cooperation.**

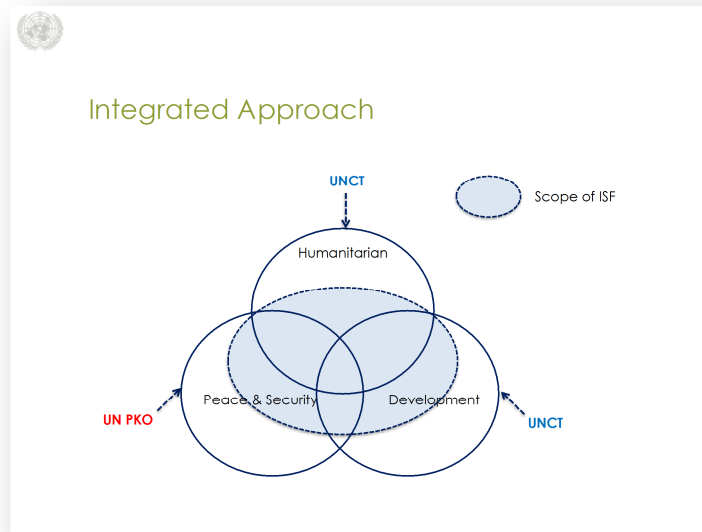
Peacekeeping operation budgets may include money for Quick Impact Projects (QIPs). These are short-term projects with immediate impact, such as rebuilding schools or roads. QIPs create support for a mission and build confidence in the peace process. **Longer-term initiatives are the responsibility of the wider UN system,** not peacekeeping personnel.

### **“Integrated Presence” and “Integrated Mission”**

An **“integrated presence”** means that the UN presence in a particular country **consists of a multidimensional peacekeeping or field-based special political mission (SPM)** deployed to respond to a crisis or deterioration of the security or political situation, **and the UN agencies, funds and programmes** (the UNCT) providing humanitarian and/or development assistance programmes. There may also be regional UN offices outside the capital where mission and UNCT personnel share the same facilities.

An **“integrated mission”** is a particular form of a UN integrated presence in which that the mission **leadership is structurally integrated,** with a **Deputy Special Representative of the Secretary-General (DSRSG) acting as the Resident Coordinator (RC) and/or Humanitarian Coordinator (HC) for the UNCT.**

## Slide 9



**Key Message:** The “integrated approach” involves the UN peacekeeping mission and the UNCT **working together to realize a common strategic vision for the host country.** The benefit of the “integrated approach” is that mutual efforts are better coordinated and hence improves impact.



*Remind learners of the Integrated Strategic Framework (ISF). Use the diagram. Explain how the UN system is made up of entities that carry out different types of work – peace and security, humanitarian and development work are examples. In a country, the different UN partners must work together to make an impact.*

The UN takes an “integrated approach” for better results. A host country’s peace consolidation needs are better met when the mission and UNCT work on agreed priorities. **Coordination and cooperation increases and sustains impact.** This is the **benefit** of the “integrated approach”.

A peacekeeping operation is a short-term measure. It has strong links with long-term mandates, objectives and programmes of the UNCT. Peacekeeping operations have a “peace and security” mandate. They connect to the “humanitarian” and “development” mandates of different UN partners.

A UN peacekeeping operation is **more effective** when deployed as part of a UN system-wide response. A **UN system-wide response** ensures:



- **Clear shared understanding of priorities**
- **Contributions to common objectives**

For multidimensional peacekeeping operations, the UN takes an “integrated approach”. This is for all parts of the UN system that are active in that country.

### **Main Obstacles to Integration**

Benefits of integration are convincing. The approach seems clear. Reality is more complex. **Various UN partners are involved in conflict and post-conflict settings.** Obstacles to integration include:

- Different mandates
- Separate governance and accountability mechanisms
- Different funding systems, mechanisms and budget cycles
- Distinct planning and programming cycles
- Different timelines and timeframes
- Different institutional or organizational cultures, management styles and reporting lines

UN partner agencies can have distinctly different roles and perspectives. Sometimes the peacekeeping mission and UN partner agencies seem to work with opposing purposes. It may seem as if UN partners are competing as they follow their own mandates and principles. Disagreements can result.

### Examples of Obstacles to Integration – Differences between UN Partners

The Security Council mandates peacekeeping and field-based SPMs. Funds are approved by the General Assembly, based on annual assessed contributions from Member States.

UN agencies, funds and programmes have varying mandates, report to different governing bodies and rely mostly on voluntary contributions from donor countries.

The planning and budget cycles of missions and UNCT members are not aligned. Peacekeeping missions have a 1 July to 30 June budget cycle.

Time frames for operations are different. Humanitarian actors focus on the immediate term. Peacekeeping personnel operate on a political timetable. Development agencies focus on the long-term and sustainability of activities.

The UNCT consists of purely civilian agencies and programmes. Peacekeeping operations have military, police and civilian components. One result is differences in institutional cultures and management styles.

### Effective Strategic Partnerships

The UN exists to improve lives of people in the host country. Each UN partner contributes to this objective. This shared objective must guide partnerships.

Such a partnership needs to be **based on a shared vision** of UN strategic objectives at the country level. A shared vision assumes a shared understanding of the country context.

Integrated Assessment and Planning (IAP) and the Integrated Strategic Framework (ISF) **support shared vision** and the integrated approach.

The SRSG leads an **effective strategic partnership** between peacekeeping and the UNCT. This is **supported by the role of the second DSRSG** as Resident Coordinator (RC), leading the UNCT. The DSRSG may be “triple-hatted” serving as both RC and Humanitarian Coordinator (HC) for the UNCT. The RC is usually also the RR, Resident Representative for UNDP. The goal is coherence and mutual support.

An integrated approach does not mean the peacekeeping operation and UNCT must physically work together or be in the same building.

Individual activities and tasks do not always need to be done in an integrated way. Decisions are made on a case-by-case basis. Considerations are the situation,

mandate, resources and capabilities of a mission and UNCT. The UN pushes for integration where it adds value and improves impact.

All peacekeeping personnel need to share information with UNCT partners and coordinate activities. This practice is important regardless of the degree of formal integration.

### **Examples of Integrated Approaches**

#### ***Example 1: Support to Elections***

UN support to elections is an important step in consolidating peace. Peacekeeping operations and UNCTs support elections in an integrated manner, regardless of whether or not the mission is formally integrated .

In Afghanistan and Timor Leste, the UN created “integrated electoral teams”. Mission personnel from electoral affairs, logistics and other units worked in the same team as staff from UN partner agencies such as UNDP.

Integrated teams present a united front to national stakeholders and donors. They avoid perceptions of a divided UN in competition with itself.

#### ***Example 2: Disarmament, Demobilization and Reintegration (DDR)***

DDR is another task area in which the UN commonly uses an integrated approach.

In the UN Mission in the Sudan (UNMIS), the first integrated DDR unit was created. It combined mission personnel, UNDP and UNICEF staff. They shared an office.

The UN Mission in Nepal (UNMIN) was an SPM not formally considered integrated. UNDP began registering combatants for the DDR process in start-up because mission personnel were not deployed. As mission personnel deployed, UNDP handed over those tasks to the UNMIN arms monitors. However, UNMIN and the UNCT continued to cooperate closely. This cooperation ensured complementary efforts and one UN voice in Nepal.

**(Cont.)**

**Example 3: Support to Local Authorities**

The UN Mission in Liberia (UNMIL) is an integrated mission. It illustrates some best practices of integration.

UN Security Council Resolution 1509 mandated UNMIL to help the Government reestablish national authority throughout the country. This included a functioning administration at national and local levels.

Country Support Teams (CSTs) were established in 15 counties. They maximized the impact of the peacekeeping operation and the UNCT. Members include all UN partners in the country. The CST has project funds directly attached to it, managed by UNDP.

The goal of the CST mechanism is capacity building of local government to assume increasing responsibility at county level.

At the national level, the work of all CSTs is managed by a Joint Steering Committee. The Minister for Internal Affairs and the DSRSG/RC/HC co-chair it.

The CSTs coordinate and share information with county authorities and all UN partners. The project covers:

- Rehabilitating or constructing county administrative buildings
- Providing vehicles and office and communications equipment
- Developing the capacity of county officials through training, including training jointly organized with the Liberian Institute of Public Administration (LIPA)
- Strengthening information management capacity in the counties, through County Information Packs and Information Management Offices

## External Partners

### Slide 10



**5. External Partners**

- International organizations
- International Committee of the Red Cross (ICRC)
- Individual Member States
- Intergovernmental Organizations

**Key Message:** External partners include international, regional and foreign national actors.

#### **International organizations:**

- International financial institutions (IFIs)
- International donors
- International NGOs, such as humanitarian NGOs

**ICRC:** International Committee of the Red Cross

#### **Individual Member States** – as foreign national actors:

- The diplomatic community
- Non UN-led military forces deployed nationally
- Bilateral donors
- Contractors working for donors

#### **Inter-governmental organizations:**

- Regional and sub-regional organizations
- Non UN-led military forces deployed under a regional organization or as part of a coalition

## Slide 11



**Key Message:** Coordination and cooperation are important. There are many different external partners active in post-conflict environments.

Mandates and expertise of different external partners may overlap with the UN peacekeeping operation. The UN has to **coordinate with external partners**.

However, these actors normally **pursue independent agendas. Strategic priorities of the peacekeeping operation may not follow those agendas.**

External partners may work under widely differing mandates, timelines and work methods. Their periodic engagement in the country may restrict cooperation.

**Even with limited cooperation, the peacekeeping operation must be proactive to:**

- Meet regularly and share information with all partners
- Seek input of other partners into mission planning
- Respond actively and substantively to requests for cooperation
- Harmonize activities, to the extent possible

## Slide 12



**International Organizations**

- Includes NGOs with an international presence
- Can provide humanitarian assistance




**Key Message:** International organizations include NGOs with an international presence.

As with national NGOs, different types of international NGOs exist. Some provide humanitarian assistance. Others undertake peacebuilding activities. Another type supports development programmes. **OXFAM, Save the Children, Concern and Medics sans Frontiers (Doctors Without Borders)** are examples among many. These international NGOs work alongside UN peacekeeping operations.

International NGOs **can provide humanitarian assistance**. Examples of services are water and sanitation, food, health services and education supplies.

Humanitarians are careful to distinguish themselves from political-military structures because of access and safety in conflict zones. Peacekeeping personnel do not provide humanitarian assistance. They facilitate its delivery.

**Peacekeeping missions sometimes work directly with many NGOs** as partners for QIPs. QIPs can be short-term employment activities or small projects to rehabilitate infrastructure. Peacekeeping missions also provide transport for NGO workers in many countries.

Many NGOs have long experience in a country. They know the people and the place. It is important for peacekeeping personnel to:

- Solicit and use NGOs' local knowledge
- Practice humility to avoid friction

OCHA and/or UNDP offices will have information about NGO work in a country (for example, projects and locations).

**Slide 13**



**International Committee of the Red Cross**

- Important humanitarian actor
- Mandate: protect and assist victims of armed conflict
- "International legal personality"




**Key Message:** In the humanitarian community, one important actor is the ICRC. Its mandate is to protect and assist victims of armed conflict.

**The ICRC mandate is:**

- **Specified in international humanitarian law**
- **Recognized by all states**

The ICRC is part of the International Red Cross and Red Crescent Movement. Other members are National Red Cross and Red Crescent Societies and the Federation of Red Cross and Red Crescent Societies. ICRC is a neutral, independent, impartial humanitarian actor. ICRC is not part of the UN and it is not an NGO. Its status is unique.

**While ICRC is not an international or intergovernmental organization**, it is recognized as having an **"international legal personality" or international legal status of its own**. It enjoys working facilities (privileges and immunities) comparable to those of the UN, its agencies and other intergovernmental organizations.



*More details on humanitarian assistance will be dealt with in Lesson 2.1.*



## Slide 14



**Individual Member States**

- Diplomatic community
- Bilateral donors
- Contractors
- Non-UN led military forces



**Key Message:** Individual foreign Member States have different representatives in a host country:

- The diplomatic community
- Bilateral donors
- Contractors working for donors
- Non UN-led military forces deployed nationally

Individual Member States that provide the UN mission with its mandate, troops, police, finances and political support are likely to **have Embassies or Missions in the country.**

Senior UN mission and UN partner personnel work with the diplomatic community to retain confidence and support.

Many of these countries also **provide technical and financial assistance directly to the national authorities.** They do this either **through their embassies or national development agencies.** This interaction is “bilateral”. The name refers to “two sides”. One-on-one interaction between an individual Member State and the host country is “bilateral” because it involves these two parties. It contrasts with “multilateral” which means many sides. The UN is a multilateral organization – it involves many parties.

**Examples of National Development Agencies as Bilateral Donors:**

- Britain: Department for International Development (DFID)
- Japan: International Cooperation Agency (JICA)
- United States: Agency for International Development (USAID)
- Canada: Canadian International Development Agency (CIDA)
- Sweden: Swedish International Development Agency (SIDA)
- Germany: German Society for international cooperation (GIZ)
- Norway: Norwegian Agency for Development Cooperation (NORAD)

Bilateral organizations such as DFID, JICA and USAID receive funding from the government in their home countries and use the funding to aid developing countries. Close coordination with the peacekeeping mission is essential to prevent duplication of effort and misunderstanding.

**Peace operations are also carried out by individual Member States.** Non UN-led military forces have deployed alongside peacekeeping operations. Examples include France's deployment of *forces* in 2013 – *Operation Serval* in Mali and *Operation Sangaris* in the Central African Republic.

**Slide 15**


**Intergovernmental Organizations**

- Regional and sub-regional organizations
- Differing roles and relationships with the UN
- Peace enforcement operations





**Key Message:** Intergovernmental organizations are also partners of the UN. They can be regional or sub-regional. They play different roles in relation to the UN. Some intergovernmental organizations even conduct their own peace enforcement operations.

Examples include:

- The African Union (AU)
- Organization of American States (OAS)
- The North Atlantic Treaty Organization (NATO)
- The European Union (EU)
- The Economic Community of West African States (ECOWAS)

These regional and sub-regional organizations may be active in the host country with **differing roles and relationships with the UN.**

The UN Security Council has authorized a growing number of **peace enforcement operations by regional organizations or coalitions.** NATO, the EU and the AU are examples. Authorization is under Chapter VIII of the Charter. UN partnerships with these international, regional and sub-regional organizations enable the international community to respond more quickly and efficiently to violent conflict.

**Example of a Non UN-Led Military Force Deployed Regionally:**

The Intergovernmental Authority on Development (IGAD) is a sub-regional organization in East Africa. In 2014, the IGAD Protection and Deterrence Force (PDF) was deployed in South Sudan alongside the UN peacekeeping operation, UNMISS. Its purpose was to bolster force capacity following violent outbreaks at the end of 2013. The regional force was made up of troops from Ethiopia, Kenya, Rwanda and Burundi.

Military components of UN peacekeeping operations increasingly have to work with other military forces. These may be regional organizations, international military coalitions, individual foreign national military forces and host state military units.

**Examples of Partnerships with External Partners:**

***Example: Haiti. Partnership Between the UN and National and International Partners***

The UN collaborated with the Haitian and Canadian governments on restoring Haiti's police infrastructure in the Southern Province.

The project refurbished fourteen police stations and delivered 24 cars and 22 motorcycles. It distributed work equipment among 21 police stations: computers, chairs, printers, radios and investigation kits. The initiative substantially increased the capacity of the national police to carry out their police functions.

The project was financed by the Canadian Government through the Stabilization and Reconstruction Task Force (START). It was carried out through a partnership between:

- Haitian Police Force
- UNDP
- United Nations Mission for the Stabilization in Haiti (MINUSTAH)
- UNOPS

UNDP and UNOPS provided expertise in project management, fundraising and donor fund management.

Since MINUSTAH has UN Police working directly with the Haitian National Police in their stations, they could provide technical advice on how best to spend donor funds to have maximum impact.

## Learning Activity

## 1.8.3

### Partners Working Together

#### METHOD

Group work, discussion

#### PURPOSE

To identify tasks of mission partners

#### TIME

10 minutes

- Group work: 5-7 minutes
- Discussion: 3 minutes

#### INSTRUCTIONS

- Consider the needs of a country after conflict
- Brainstorm tasks carried out by the international community and the mission
- Identify tasks addressing critical, short-term needs versus long-term needs

#### RESOURCES

- Learning Activity instructions
- Activity material
- Photos (same as Learning Activity 1.1.2)
- Diagram (from Lesson 1.8)

**Learning Activity** 1.8.3

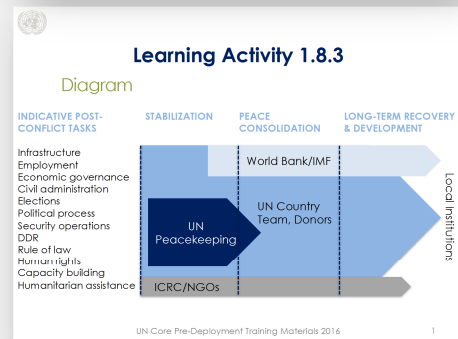
Partners Working Together

**Instructions:**

- Consider the needs of a country after conflict
- Brainstorm tasks carried out by the international community and the mission
- Identify tasks addressing critical, short term needs and long term needs

**Time:** 10 minutes

- Group work: 5-7 minutes
- Discussion: 3 minutes



## Summary

### Mission partners include: national partners, UN partners, and external partners

- **National partners** include:
  - State actors, such as the host government, ministries, military and police
  - Non-state actors such as civil society, NGOs and the private sector
- **UN partners** are all the UN agencies, funds and programmes in a country. They make up the UN Country Team (UNCT).
- **External partners** include:
  - International organizations (IFIs, donors, NGOs such as humanitarian NGOs)
  - ICRC
  - Individual Member States (diplomatic community, non UN-led military forces deployed nationally, bilateral donors, contractors working for donors)
  - Inter-governmental organizations (regional and sub-regional organizations, non UN-led military forces deployed regionally)

### National partners are key partners because they are impacted by the mandate and also have an impact on achieving the mandate

- The host country has the most interest in the success of the mandate. Local people and the host government are “mission mandate beneficiaries” or “UN clients”.
- Partners who work towards a lasting peace and belong to the host country are called “**national partners**”. They are the most important partners to work with.
- **National partners are key partners because** they will be impacted by the mandate, and also have an impact on achieving the mandate.
- Efforts aim to ensure that the host government can meet its people's needs on national and local levels.
- The promotion of national and local ownership is a success factor in UN peacekeeping. It requires building partnerships with “state” and “non-state” actors at both national and local levels.

(Cont.)

**(Summary cont.)****The UNCT is a valuable resource to a UN peacekeeping operation**

- The UNCT is important because it **provides a valuable resource** to any peacekeeping operation. The UNCT:
  - Knows the host country and the conflict situation, especially agencies present before the peacekeeping mission
  - Can help identify and build relationships with key national partners, national and local authorities as well as civil society groups
  - Provides continuity, so peacekeeping activities started are carried forward when the peacekeeping operation withdraws
  - Has financial resources and expertise in programming, which peacekeeping operations often do not

**The UN's "integrated approach" involves the UN system working together to realize a common strategic vision for the host country**

- An "**integrated approach**" means the UN peacekeeping operation and the UNCT all work towards the "same" or "common" strategic vision.
- For multidimensional peacekeeping operations, the UN takes an "integrated approach" for all parts of the UN system active in the country.
- IAP and the ISF are examples.
- Coordination and cooperation increases and sustains impact. This is the **benefit** of the "integrated approach".
- The UN takes an integrated approach for better results. A host country's peace consolidation needs are better met when the mission and UNCT work on agreed priorities.

## Evaluation

**Note on use:** An example of learning evaluation questions for this lesson may be found below.

There are different types of learning evaluation questions for the instructor to choose from (See Options). Types of learning evaluation questions are:

- 1) Fill in the blank / sentence completion
- 2) True-False
- 3) Narrative
- 4) Multiple-choice

Combine in different ways for pre-assessment and post-assessment. Each evaluation type covers different content. No sub-set covers all learning outcomes. Make sure you include learning evaluation questions for each learning outcome when you combine them.

Three main uses of evaluation questions are: a) informally ask the whole group, b) semi-formally assign to small groups, or c) formally give to individuals for written responses.

Evaluation Questions for Lesson 1.8	
Questions	Answers
<b>Fill-in-the-blanks</b>	
1. _____ are key partners <b>because</b> they will be impacted by the mandate, and also have an impact on achieving the mandate.	National partners: host government, ministries, key institutions, military, police, civil society groups
2. The _____ means the UN peacekeeping operation and the UNCT all work towards the “same” or “common” strategic vision.	Integrated approach.  For multi-dimensional peacekeeping operations, the UN takes an “integrated approach” for all parts of the UN system active in the country (the UNCT). Cooperation amplifies and sustains impact. This is the <b>benefit</b> of the “integrated approach”. The UN takes an integrated approach for better results. A host country's peace consolidation needs are better met when the mission and UNCT work on agreed priorities.



<p>3. The UN's external partners in peacekeeping include _____. Name at least two types and one international organisation.</p>	<ul style="list-style-type: none"> <li>▪ International financial institutions (WB, IMF)</li> <li>▪ Donors</li> <li>▪ International NGOs, e.g. OXFAM, Save the Children, Concern (other humanitarian NGOs)</li> <li>▪ Individual Member States (diplomats, non-UN led military formations deployed nationally, contractors working for donors)</li> <li>▪ Inter-governmental organizations – regional and sub-regional</li> <li>▪ <b>ICRC – International Committee of the Red Cross</b> *** ICRC is not part of the UN. Neither is it an NGO. ICRC has a unique international legal status, recognized in international humanitarian law.</li> </ul>
<p><b>True-False</b></p>	
<p>4. UN involvement with a host country usually begins with a peacekeeping mission.</p>	<p><b>False.</b> UN agencies, funds and programmes in a country (which make up the UN Country Team) already have relationships and programmes in a country. Their work continues after the mission leaves.</p>
<p>5. State actors such as Government, ministries, military and police are the only national partners for peacekeeping missions.</p>	<p><b>False.</b> National partners include non-state actors – civil society, non-governmental organizations, the private sector – as well as state actors. Sometimes state actors do not consider needs of all citizens. This may be a root cause of violent conflict. Sometimes state actors contribute to conflict. The UN commits to inclusive, democratic processes. These rely on a strong civil society.</p>
<p><b>Narrative</b></p> <p><i>Note: Frame narrative evaluations as questions, requests or directions.</i></p>	
<p>6. Who are the mission's UN partners?</p>	<p>All the UN agencies, funds and programmes in a country. These are the UN Country Team (UNCT).</p>
<p>7. What benefits does an integrated approach bring?</p>	<ul style="list-style-type: none"> <li>▪ Cooperation amplifies and sustains impact. This is the <b>benefit</b> of the "integrated approach".</li> <li>▪ The UN takes an integrated approach</li> </ul>

	<p>for better results. A host country's peace consolidation needs are better met when the mission and UNCT work on agreed priorities.</p> <p>Other responses:</p> <ul style="list-style-type: none"> <li>▪ better results, greater success on peace consolidation in a system-wide response</li> <li>▪ different parts of the UN work on the same priorities, vision and objectives – specifically the UNPKO and UNCT</li> <li>▪ local people hear the same messages from different parts of the UN – clear, consistent</li> <li>▪ coordinated work has impact greater than individual parts working in silos</li> <li>▪ peacekeeping is more likely to be effective, informed by UNCT knowledge and networks</li> <li>▪ the PKO as a short-term measure supports the UNCT with long-term mandates</li> </ul>
<p><b>Multiple choice</b>  <i>Note: Check one for each.</i></p>	
<p>8. The UNCT is important to a UN peacekeeping operation because: <i>check all that apply</i></p> <p>____(a) is a valuable resource to a peacekeeping operation</p> <p>____(b) has members from only the large UN agencies, funds and programmes</p> <p>____(c) gives continuity to relationships between a host country and the UN</p> <p>____(d) reports to the UN Security Council through the Secretary-General</p> <p>____(e) is chaired by the UN agency with the largest budget in the host country</p>	<p>APPLY</p> <p>(a) The UNCT has a track record, history in the host country, relationships, knowledge and networks. It is an information source and internal partner for peacekeeping operations.</p> <p>(c) gives continuity to relationships between a host country and the UN. Members are long-term partners of the host state.</p> <p>DO NOT APPLY</p> <p>(b) All UN entities in a country belong to the UNCT.</p> <p>(d) UN agencies, funds and programmes that are part of the UNCT report to different governing bodies and executive boards, not the Security Council.</p> <p>(e) Resident Coordinator (RC) chairs the UNCT. The RC is usually also the RR, Resident Representative for UNDP. One of two DSRSGs may serve as RC.</p>

<p>9. Civil society is an important peacekeeping partner, and includes: <i>check all that apply</i></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> (a) political parties</li> <li><input type="checkbox"/> (b) national NGOs</li> <li><input type="checkbox"/> (c) citizen associations</li> <li><input type="checkbox"/> (d) private sector</li> <li><input type="checkbox"/> (e) national police force or service</li> <li><input type="checkbox"/> (f) a group of citizens linked by common interests, not organized formally</li> </ul>	<p>APPLY (a) to (d) plus (f)</p> <p>DOES NOT APPLY (e) the national police force or service is part of the security sector in the host country, not a civilian organization or part of civil society</p> <p>You may want to ask: Who else is part of civil society, important to peacekeeping? Academics, women's groups, student associations, organizations for elderly or disabled people, specific ethnic groups. Consider also all people excluded from mainstream politics and public life, or not part of "organised" civil society. Social inclusion broadens the base of support for peace.</p>
--	--

## Commonly Asked Questions and Key Words

Key Words or phrases for this lesson:

Key Word or Phrase	Definition
<b>“Integrated approach”</b>	An <b>“integrated approach”</b> means the UN peacekeeping operation and the UN Country Team all work towards the same strategic vision.

Commonly asked questions from participants:

Possible Questions	Possible Responses
What is the difference between a mission component and a mission partner?	A mission component refers to an office, unit or section within the mission that reports to the Head of Mission. A mission partner refers to organizations or institutions that are external to the peacekeeping mission offices, sections or units. These can be UN partners, like the UN agencies, funds and programmes, or national partners, like the government or local NGOs etc.
How are the UN peacekeeping, humanitarian and development budget cycles different?	<p>UN peacekeeping operations are funded by the General Assembly, which seeks “assessed contributions” from all Member States. This budget cycle works on a one year basis. For more information see: <a href="http://www.un.org/en/peacekeeping/operations/financing.shtml">http://www.un.org/en/peacekeeping/operations/financing.shtml</a></p> <p>The main mechanism by which the humanitarian community (both UN and non-UN humanitarian actors) seeks funds is the “Consolidated Appeals Process” or CAP, which generally also works on a one year cycle. It is a tool used by aid organisations to plan, implement and monitor their activities together and produce funding appeals, which they present to the international community and donors. For more information see: <a href="http://www.unocha.org/cap/">http://www.unocha.org/cap/</a></p> <p>The UN Country Team uses the UN Development Assistance Framework (UNDAF) as a similar tool to plan, implement and monitor the UNCT’s development activities, and raise funds from the international community. The UNDAF generally works on four year cycles and takes a longer term approach. For more information see: <a href="http://www.undg.org">www.undg.org</a></p>

<p>Does UNICEF only focus on children's education?</p>	<p>UNICEF is the UN International Children's Education Fund. UNICEF works to improve the lives of children. The name suggests that UNICEF only focuses on Education, but it also has programmes on children's health and human rights. UNICEF does not handle child protection, in the way a peacekeeping mission does. It has a continuous presence in a country, and a clear development focus.</p>
<p>What kind of work is carried out by national NGOs? How is it relevant to peacekeeping?</p>	<p>Different NGOs do different work, for example:</p> <ul style="list-style-type: none"> <li>▪ Give humanitarian aid</li> <li>▪ Demine</li> <li>▪ Work on root causes of conflict, peacebuilding</li> <li>▪ Represent the needs and interests of their members (women, youth, elderly, disabled, ethnic or religious groups)</li> <li>▪ Support development projects or development goals including equality, non-discrimination, access to services</li> <li>▪ Advocate for public good</li> <li>▪ Bring public concerns to the government</li> <li>▪ Monitor policies and programmes</li> <li>▪ Encourage civil society at all levels to engage in public processes</li> </ul> <p>Some areas of NGO work overlap directly with peacekeeping – e.g. demining, humanitarian aid, peacebuilding. Peacekeeping missions and NGOs both build the capacity of people to have a voice and use it, be active participants in their own society, which strengthens democratic participation and increases chances for lasting peace. Peacekeeping missions support NGOs and civil society organizations as they help keep a government accountable to all its citizens.</p>

## Reference Materials

Below are materials which are a) referenced in this lesson, and b) required reading for instructor preparations:

- [Charter of the United Nations, 1945](#)
- [United Nations Peacekeeping Operations Principles and Guidelines, also known as the Capstone Doctrine, 2008](#)
- Review peacekeeping mission mandates (See 'Additional Resources')
- [Report of the Secretary General on partnering for peace: moving towards partnership peacekeeping \(S/2015/229\)](#)
- [Security Council Resolution 2086 \(2013\) on the importance of a 'multidimensional' approach to peacekeeping aimed at facilitating peacebuilding, preventing relapse into conflict \(S/RES/2086\)](#)
- [Security Council Resolution 2167 \(2014\) on enhancing the relationship between the United Nations and regional and subregional organizations, in particular the African Union \(S/RES/2167\)](#)
- [DPKO-DFS Mission Start Up Field Guide for Mission Managers of UN Peacekeeping Operations, 2010](#)
- [DPKO Handbook on Multidimensional Peacekeeping Operations, 2003](#)

## Additional Resources

### UN Information

The website for UN peacekeeping: <http://www.un.org/en/peacekeeping/>

Original Security Council Resolutions on peacekeeping mission mandates: <http://www.un.org/en/sc/documents/resolutions/>

(You must know the start year, country and resolution reference details for the mission you wish to search for. For this information, identify the name of the mission using the following links: <http://www.un.org/en/peacekeeping/operations/current.shtml>, <http://www.un.org/en/peacekeeping/operations/past.shtml>)

### UN Documents

UN documents can be found on: <http://www.un.org/en/documents/index.html>  
(Search by document symbol, e.g. A/63/100)

### **DPKO and DFS Guidance**

The repository for all official DPKO and DFS guidance is the Policy and Practice Database: <http://ppdb.un.org> (only accessible from the UN network). Official peacekeeping guidance documents are also accessible through the Peacekeeping Resource Hub: <http://research.un.org/en/peacekeeping-community>

Instructors are encouraged to check for the latest guidance.

### **UN Films**

UN films can be found on YouTube: <https://www.youtube.com/user/unitednations>

### **Additional Information**

Trainers should let participants know that in addition to the Mission-specific information received during this training, participants should also familiarize themselves with the Pre-deployment Information Package (PIP). The PIP provides information on the mission and the local context.

### **Additional Training Resources**

UN Peacekeeping Operations: An Introduction  
<http://portals.unssc.org/course/index.php?categoryid=24>