

Note from the Secretary-General

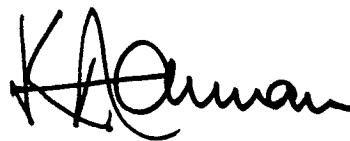
Guidance on Integrated Missions

In my directive of 11 December 2000, I provided specific guidance on the relations among Representatives of the Secretary-General, Resident Coordinators and Humanitarian Coordinators. Since that time, integration has evolved significantly and integrated missions now routinely provide for the combined function of DSRSG/RC/HC. While this has greatly facilitated coordination and collaboration between the mission and the UN Country Team, it has also underlined the need for further clarification of the roles and responsibilities of senior mission leadership and their relationship with the UN Country Team.

Following a discussion at the Policy Committee, I tasked the Department of Peacekeeping Operations, in consultation with other key partners, to draft a revised Note of Guidance. This document has now been finalized and I am pleased to note that it is based on broad consensus among the agencies, funds and programmes that were involved in this consultative process. As such, it takes due account of specific concerns with respect to humanitarian space and the role of human rights, while affirming the overall authority of my Special Representative in relation to the activities of the United Nations in a given country.

I fully endorse the Note of Guidance and am confident that it will improve the coherence of the UN system in supporting countries emerging from conflict. I count on you to ensure that its provisions are adhered to in your respective areas of responsibility. I would also request that you circulate the Note of Guidance to your staff, including in the field.

Thank you.



Kofi A. Annan
9 February 2006

Note of Guidance on Integrated Missions:

clarifying the Role, Responsibility and Authority of the Special Representative of the Secretary-General and the Deputy Special Representative of the Secretary-General/Resident Coordinator/Humanitarian Coordinator

1. The December 2000 Note of Guidance provided directions on the relations between Special Representatives of the Secretary-General (SRSG), Representatives of the Secretary-General (RSG), Resident Coordinators (RC) and Humanitarian Coordinators (HC) and, specifically, called for the RC/HC to serve as the Deputy Special Representative of the Secretary-General (DSRSG) in multidimensional peacekeeping missions. As peacekeeping operations have further increased in complexity and scale since that time, a clear understanding of the roles and responsibilities of the different actors is required in order to ensure effective coordination between the mission, UN agencies¹ and other external partners.
2. Successful recovery from conflict requires the engagement of a broad range of actors, including the national authorities and the local population, in a long-term peacebuilding effort. The rationale for the integration of activities undertaken by the United Nations is to assist countries to make this transition from conflict to sustainable peace. The UN's presence must therefore be based on a clear and shared understanding of priorities and a willingness by all actors to contribute toward the achievement of common objectives.
3. This updated Note of Guidance applies to all integrated missions in which the SRSG is supported by a RC and HC serving as the Deputy Special Representative of the Secretary-General (DSRSG/RC/HC). Provisions relating to the presence of a non-resident SRSG or RSG, as stipulated in the 2000 Note of Guidance, remain in force. It is acknowledged that 'integrated missions' is an evolving concept and that further guidance will be required. This Note of Guidance will, therefore, be updated at regular intervals to reflect these and other emerging considerations.
4. Integration is the guiding principle for the design and implementation of complex UN operations in post-conflict situations and for linking the different dimensions of peacebuilding (political, development, humanitarian, human rights, rule of law, social and security aspects) into a coherent support strategy. An integrated mission is based on a common strategic plan and a shared understanding of the priorities and types of programme interventions that need to be undertaken at various stages of the recovery process. Through this integrated process, the UN system seeks to maximize its contribution towards countries emerging from conflict by engaging its different capabilities in a coherent and mutually supportive manner. This Note of Guidance is primarily intended to clarify

¹ In this Note, the term "agencies" includes all UN Departments, Programmes, Funds and Specialized Agencies

institutional relations and to facilitate communication and coordination between the mission and the UN system already present in the country.

Role, responsibility and authority of the SRSG

5. The SRSG is the senior UN Representative in the country and has overall authority over the activities of the United Nations. He/She represents the Secretary-General and speaks on behalf of the United Nations in a given country. The SRSG establishes the overall framework that guides the activities of the mission and the UN Country Team and ensures that all the UN components in the country pursue a coordinated and coherent approach. The SRSG reports to the Secretary-General, through the Under Secretary-General for Peacekeeping Operations.
6. The SRSG is supported by two Deputies, one of whom performs the function of DSRSG/RC/HC. The SRSG will devise effective coordination mechanisms among the security, political, human rights, rule of law, humanitarian and development components of the mission.
7. In devising effective coordination arrangements, the SRSG will make use of existing humanitarian and development coordination mechanisms and the expertise of the UN Country Team. The SRSG will also establish appropriate coordination mechanisms between mission-run support services and humanitarian common services.
8. In order to ensure effective coordination of respective planning processes, as well as regular reviews of the implementation of the mission's mandate, the SRSG should establish a planning cell in the mission to engage the UN Country Team, the international financial institutions, non-governmental organizations (NGOs), and other relevant actors.
9. Those parts of the UN that need to retain a public advocacy role should ensure that such advocacy is conducted in full coordination with the SRSG and in a manner that does not undermine the mandate of the mission.
10. The SRSG will uphold humanitarian principles (as outlined in GA resolution 46/182) in the implementation of the mission's mandate and support the creation of an effective humanitarian operating environment.
11. The SRSG will engage with the UN Country Team, through the DSRSG/RC/HC, to ensure that mission planning and operations management are compatible with long-term national development goals and that mission exit strategies clearly articulate the hand-over of ongoing activities to the UN Country Team and other relevant actors.

12. Where mission activities have a close bearing on the humanitarian or development response, such as 'hearts and minds' campaigns, quick impact projects or disarmament, demobilization and reintegration activities, the SRSG, through the DSRSG/RC/HC, will establish effective approval and coordination mechanisms to ensure maximum coherence and prevent any adverse impact on humanitarian and development operations.
13. When appointed as Designated Official, the SRSG is accountable to the Secretary-General, through the Under Secretary-General of the Department of Safety and Security, for the security of all personnel employed by the organizations of the UN system and their recognized dependants throughout the country or designated area. The SRSG will also ensure that the goals of the United Nations security management system are met, that a Security Management Team has been constituted and that the DSRSG/RC/HC is appointed as the Deputy Designated Official.
14. While recognizing that UN agencies are responsible for the implementation of their mandated activities, the SRSG may request a given agency to re-orient its planned interventions in line with the broad strategic objectives of the mission, subject to the agency's mandate and available resources.
15. The SRSG will ensure that optimal use is made of existing capacities in the implementation of the different elements of the mission's mandate. Where such elements are best implemented through the combined capacities of the UNCT and the mission, the SRSG will provide overall guidance and encourage the design and implementation of joint programmes and operational partnerships between UN agencies and the mission. Where several agencies could conceivably implement a given programming component, the selection of the appropriate agencies will be made through existing coordination mechanisms, on the basis of their comparative advantage.
16. Human Rights are a cross-cutting concern for both the mission and the UN Country Team and they need to be fully integrated into peace operations². The SRSG will uphold human rights law in the implementation of the mission's mandate. All human rights functions should be co-coordinated by one component of the mission and the head of the human rights component should report to the SRSG, either directly or through one of the two DSRSGs, as appropriate. A secondary reporting line to provide guidance and functional support is retained between the head of the human rights component and the High Commissioner for Human Rights. As representative of the High Commissioner for Human Rights, the head of the human rights component should be a full member of the expanded UN Country Team. Separate public reporting by the mission and/or the High Commissioner on issues of human rights should be routine.

² Given its overriding importance as a cross-cutting concern, the role of human rights in integrated missions was reviewed at a special session of the Secretary-General's Policy Committee (see decision 2005/24).

Role, responsibility and authority of the DSRSG/RC/HC

17. The principal reporting line of the DSRSG/RC/HC is to the SRSG who provides direct supervision and overall strategic direction.
18. In his/her capacity as RC, the DSRSG/RC/HC is responsible for the coordination of the UN Country Team and the planning and coordination of UN development operations. He/She is also responsible for donor coordination in the areas of recovery and development and will maintain links with governments, donors and other development partners for this purpose. The DSRSG/RC/HC retains a secondary reporting line to the UNDP Administrator, as the Chair of the undg. UNDP will continue to provide support for the RC function.
19. Similarly, in his/her capacity as HC, the DSRSG/RC/HC is responsible for the planning and coordination of humanitarian operations and will maintain links with governments (and other parties), donors and the broader humanitarian community for this purpose. The DSRSG/RC/HC retains a secondary reporting line to the UN Emergency Relief Coordinator (ERC). Where the HC is supported by an OCHA office, it will serve as the humanitarian coordination office. Where appropriate, the OCHA office may be located separately from the mission to facilitate access by the broader humanitarian community.
20. These two secondary reporting lines are essential to provide guidance and functional support to the DSRSG/RC/HC but do not constitute a day-to-day supervisory relationship. In fulfilling the respective roles of RC and HC, the DSRSG/RC/HC retains existing accountabilities in accordance with prevailing Terms of Reference for these roles.
21. The DSRSG/RC/HC will inform the SRSG of all policy communications with the UNDP Administrator and the ERC respectively. The SRSG will, in turn, keep the DSRSG/RC/HC informed of all relevant substantive communications with Headquarters.
22. Whereas the SRSG has the overall authority for the coordination of UN activities, the DSRSG/RC/HC is expected to serve as the principal interface between the mission and the UN Country Team, to lead the coordination effort for humanitarian, development and recovery activities and to bring concerns raised by the UN Country Team to the attention of the SRSG. The DSRSG/RC/HC also engages with non-governmental organizations (NGOs).

Resolution of Differences

23. The SRSG will resolve any issues related to the co-ordination of different mission components represented by the two DSRSGs, in his/her capacity as their immediate supervisor. Where differences related to the role of RC and HC have not been resolved effectively, the UNDP Administrator (as Chair of undg) or

the ERC may raise the issue with the Under Secretary-General for Peacekeeping, in an effort to assist with the resolution.

24. All policy differences related to the interpretation of mandates should be resolved in a timely manner at field level. Should the issue involve a UN agency represented on the Country Team, the DSRSG/RC/HC is expected to assume a leading role in the mediation effort. Where disputes cannot be resolved in-country, the SRSG is required to jointly review the matter with the executive head of the agency in order to seek a formal agreement, while keeping the USG for Peacekeeping informed. In the event that good faith efforts to resolve disagreements do not produce results, the SRSG and/or the executive head of the agency concerned may approach the Under Secretary-General for Peacekeeping Operations.
25. Where agreement cannot be reached, the matter may be referred to the Secretary-General or his Policy Committee, as appropriate.