

Germany's contribution to the Review on the Future of all forms of UN Peace Operations

- At the UN Peacekeeping Ministerial 2025 in Berlin, Member States highlighted their steadfast commitment to UN peacekeeping and stated their desire and broad support for reform. As tasked in the Pact for the Future, the Review on the Future of all forms of UN Peace Operations should be forward looking and contain clear proposals for the adaption of peace operations and supporting structures to constantly changing conflict environments and political contexts in which they operate.
- Germany remains ready to contribute to making UN peace operations fit for the future as well as to preserving and strengthening peacekeeping, peacebuilding and conflict prevention.

Germany's recommendations to the Review on the Future of all forms of UN Peace Operations

1. What are the main challenges confronting peace operations today and what challenges are expected to be faced by peace operations in the future? (incl. 11. From your perspective as a T/PCC, what are the most pressing challenges confronting the United Nations peace operations that you are involved in?)

- Peace operations today face multifaceted and evolving challenges, including but not limited to the realms of information integrity, cyber threats, freedom of movement violations, more polarized political environments, complex conflict dynamics and constrained resources. UN peace operations must adapt to this environment.
- The UN is currently facing severe liquidity and budgetary crises. This undermines operational effectiveness, jeopardizes staff security, and erodes the capacity of missions to deliver on their mandates. Without a more sustainable and politically supported financial base and far-reaching reform in missions, secretariat and agencies, the capacity of peace operations to respond to crises will be significantly diminished and capabilities will be lost not only for current, but also for potential future missions.

2. How can United Nations peace operations adapt in response to current and future challenges (e.g., in terms of political and substantive work, mandates, operational and administrative requirements, capacities)? (incl. 12. Based on your experience deploying peacekeepers, what capabilities and support would be needed for deployments in the future?)

- Design and implementation of new and existing missions should be guided by a clear political vision and mandates which are grounded in political and operational reality. Peace operations must be politically legitimate, operationally viable, respond to the actual needs of host nations and their populations, and be credible to both. Missions must receive backing by both Member States as well as across and beyond the UN system. Mission mandates and the objectives and tasks formulated therein determine the required resources. For the missions to succeed, the required resources must be provided.

- Scope and limitations of mission mandates need to be more clearly and proactively discussed with host nations and be communicated on the ground, to ensure sustainable backing. Mission mandates must be designed based on objective planning, operational analysis, and scenario-based foresight. Better explaining mission mandates and achievements (strategic communications) is also a critical factor for T/PCC and financial contributing countries' support.
- Thorough consideration must be given to both mission duration and the timing of any deployment. If a long-term engagement is foreseen, this should be clearly reflected in the mandate. Multi-year mandates could be considered, while at the same time allowing for flexible adjustments as needed. In other instances, limited short-term missions can be a viable alternative to not acting at all. In some cases, early and light presence, for example by political or technical teams, can help avert escalation. In others, a sequenced approach following another organization's intervention may be required.
- Different models of mission set-ups can be chosen and adapted to changing operational environments. Reflecting the transnational and regional nature of many conflicts, modular approaches, limited local deployments, flexible elements, regional missions and employment of resources outside of the mission area could be considered. At the same time, protection considerations will have to be integrated in all future planning of UN peace operations and be supported with corresponding capabilities, as required.
- The Secretary General should actively provide advice to the Security Council, when Security Council action is required to ensure mission success or safeguard safety and security of mission success.

Mission set-up and planning

- UN missions must reflect the values of inclusion, equity, and sustainability - not just out of principle, but also for optimized operational effectiveness, performance and resilience. The full, equal and meaningful participation of women at all mission levels must be ensured and necessary preconditions be established (enhancing enabling environments), incl. bespoke training courses, barrier assessments, etc. The implementation of the Women, Peace and Security agenda remains vital.
- Environmental considerations and the missions' impact on host communities must be embedded in operational delivery, as standard. UN missions should leave a positive legacy.
- Peace operations are often deployed in contexts where there is no lasting peace to keep. Improved coordination mechanisms should be established to clearly define how the mandates of UN peace operations and Security Council-mandated peace enforcement missions implemented by other parties interact and complement each other.
- Moreover, the mindset and rules of engagement (in order to be able to better defend missions and protect civilians) need to be adapted in a more robust way. Missions navigating complex scenarios must have the ability for integrated mission-level planning. Different components within the mission, external actors and other operational factors must be orchestrated and shaped with a comprehensive mid- to long-term perspective. If these skills cannot be made available permanently in a mission,

temporary support from the secretariat or from Mobile Training Teams (MTT) provided by Member States should be considered.

- Collaboration between missions, the respective UN Country Team and the UN Agencies, Funds and Programs must be strengthened. Missions, especially those that benefit from assessed contributions, should ensure that all activities that overlap with mandates of respective UN Agencies, Funds and Programs are executed in close cooperation.

Funding

- Any mission's performance will continue to depend on adequate, predictable, sustainable and adaptable resources. Peace operation financing rules have to be adapted to better permit contingency funding, cooperation between missions and pooled resources, and to increase missions' ownership in the budgeting process.
- Should financial restraints lead to missions diverting significantly from their mandated and required capacity, the Security Council should take measures to sufficiently enable the mission to fulfill its respective mandate, or adapt the mandate to what remains realistically feasible within limited means. The safety and security as well as the physical and mental health of peacekeepers should remain a priority and never be impacted by financial restraints. Police contributing countries (PCCs) and Troop contributing countries (TCCs) should be adequately supported through timely and predictable reimbursement, ensuring that resources are available without delay.

Technology and capabilities

- The digital and human information environment must be a core planning pillar. Requirements for early warning, public messaging, community perception, and local dialogue should be defined in mission design. This includes the clear communication of the scope of the mission to avoid mis- and disinformation.
- A greater emphasis on digital technology and skills, Uncrewed Aircraft Systems (UAS), Counter UAS Systems (C-UAS), better training in Counter Improvised Explosive Device (C-IED) and focus on cybersecurity are required. In increasingly complex peacekeeping theatres, the need for holistic situational awareness will grow further, thus investments in good data management, AI support tools (such as Unite Wave etc.) and peacekeeping intelligence skills are necessary.
- Similarly, the provision of remote services to peace operations by Member States (telemedicine, satellite imagery, intelligence products, logistic support etc.) should be mainstreamed and included in reimbursement and representation standards.
- Medical support and standards in missions have to be given highest considerations to improve the safety and security of all mission personnel and peacekeepers, and to assure T/PCCs that their deployed personnel is well taken care of.
- The accelerated transition from diesel-based energy production to renewable energy systems reduces logistical dependencies, improves safety and security of peacekeepers (less fuel convoys) and increases operational resilience of missions.

- Investments in training and capacity-building for T/PCCs, as well as Peacekeeping Ministerial processes (as most recently in Berlin 2025) to enhance peacekeeping preparedness on the Member State side, should be continued.

Transitions

- Peace operations are embedded in a broader peace continuum, including peacebuilding, peacemaking and prevention efforts, which must be reflected in integrated, people-centered approaches that connect UN missions with long-term efforts to address root causes of conflict. Mission planning should aim at foreseeing transition pathways from the outset, particularly vis-à-vis the host nation, also including transitions from Special Political Missions to Peacekeeping Missions or vice versa, to UN Country Teams and other organizations.
- Transitions should ideally be anchored in nationally led peacebuilding strategies to sustain peace beyond the mission lifecycle. Direct integration of staff from UN Agencies, Funds and Programs into the mission structure and vice versa as well as utilizing options for joint planning and programming between missions, the UN Agencies, Funds and Programs as well as local CSOs, including the forwarding of funding through the mission, can provide complementary capacity and improve coherence, coordination and overall effectiveness of missions, including subsequent transition periods when responsibilities are handed over. SRSGs should be empowered to manage transitions proactively.
- Peacekeeping operations should be deployed with viable transition plans and exit strategies and be part of a comprehensive approach to sustaining peace. UN mission transition processes need to be planned and managed in a proactive, integrated, and forward-looking manner; the UN Secretariat should ensure capacities to provide integrated transition support to Missions.

3. What could United Nations peace operations be expected and mandated to do in the future? Under what conditions are United Nations peace operations least likely to be effective in achieving their objectives? Under what conditions are United Nations peace operations most likely to achieve their objectives?

- In the future, United Nations peace operations are likely to be mandated to engage in an even wider spectrum of tasks, reflecting the growing diversity of conflict environments and political needs. These mandates may include everything from classic stabilization and protection efforts to climate-related security responses, supporting digital governance, advising on constitutional transitions, and bolstering national capacities for rule of law and public service delivery. As the Secretary-General's New Agenda for Peace emphasizes, the UN will need to be prepared for operations in contexts without comprehensive peace agreements, where missions must navigate fragmented political landscapes, regional rivalries, and transnational threats. This evolution demands not only political adaptability, but also a broad and deep set of operational tools that can be scaled and matched to context.
- Modular peacekeeping deployment should be explored, as outlined in the 2024 study prepared for the Berlin UN Peacekeeping Ministerial, "The Future of Peacekeeping,

New Models, and Related Capabilities”. At the same time, the core Protection of Civilians (POC) mandate should be retained in mission set-ups where applicable. Modular deployments can increase the flexibility to scale a mission up or down in response to changing conditions. Procurement and personnel systems must support this flexibility.

- With few exceptions, the past general assumption was that a mission area comprises all or parts of one nation state. This does neither reflect the transnational and regional nature of many conflicts, nor the technological innovations, which allow to overcome limitations of space via remote deployment.

4. What could be the role of partnerships, with regional organizations, international financial institutions, or other actors, in future United Nations peace operations? What are the opportunities and challenges presented by partnerships, and what principles should underpin them?

- Partnerships are key. Regional, sub-regional organizations or coalitions involved in a conflict area have to be considered as both, supporting, and potentially also as supported, actors of a UN mission. They should not only be framed as burden-sharing actors, but also as political multipliers. Regional organizations can offer proximity and enforcement capacity; the UN offers legitimacy, normative frameworks and convening power. Successful partnerships require clear divisions of labor, shared political strategies, predictable financing and mutual accountability to international humanitarian and human rights standards.
- The UN should continue to set operational standards (e.g., Contingent-owned-equipment) and doctrine to establish interoperability between forces from different Member States. (Sub-)Regional-Organizations are strongly encouraged to apply well-established UN standards to increase operational performance.
- The implementation of Security Council resolution 2719 remains a priority to further strengthen the partnership and cooperation between the UN and the African Union. This must be further explored.
- The work to better enable regional organizations or groups of states to rotate deployments, particularly of sought-after force multipliers, should continue and further explored. This could allow for broader representation of smaller countries as TCCs, fill gaps in force generation, or increase the quality of units deployed.

5. Please share any other observations that may benefit the review.

- Leadership reform is central. The process for appointing senior mission leaders must prioritize proven mediation skill, political judgement and operational experience. Once appointed, leaders should be empowered to adapt, within mandated limits, priorities to realities on the ground and be held accountable for both outcomes and the quality of political engagement.
- Lessons learned from past reviews and strategic documents such as the HIPPO report should allow us to tap into a more flexible approach towards all forms of UN Peace Operations. This would include more coherence between DPPA (SPMs) and DPO (peacekeeping) in light of the UN80 reform initiative.

9. What factors shaped your country's decision to become a T/PCC to United Nations peace operations? What factors and considerations will determine whether your country will remain an active T/PCCs in future United Nations peace operations?

- Germany is guided by its longstanding commitment to multilateralism and the international rules-based order with the United Nations at its core. Germany sees active participation in peacekeeping within the framework of its constitution, as a core element of its responsibility for global peace and security.
- Germany's involvement as a T/PCC reflects its conviction that UN peacekeeping remains one of the most legitimate, effective and cost-efficient tools of international crisis management, for instance to stabilize fragile contexts, protect civilians, and support political processes for sustainable peace.
- Strategic communication of UN peace operation achievements is a critical element of trust-building vis-à-vis T/PCCs.

10. How would you assess the degree to which your views as a T/PCC were, or are, taken into consideration with regard to the mandates of United Nations peace operations and their implementation?

- While there has been some improvement, Member states' involvement has been limited to a few formal and informal TCC/PCC meetings. Germany has consistently advocated for greater inclusivity and transparency in the mandating process. In particular, Germany calls for an early and structured involvement of T/PCCs in consultations of the UNSC.