Economic and Social Council

Committee for Programme and Coordination
Sixty-fifth session
New York, 12 May–13 June 2025

Draft report

Rapporteur: Mr. Rodrigue Edgar **Tchoffo Mongou** (Cameroon)

Addendum

Programme questions: proposed programme budget for 2026
(*Item 3 (a)*)

Programme 4
Peacekeeping operations

1.   At its 11th meeting, on 19 May 2025, the Committee considered programme 4, Peacekeeping operations, of the proposed programme plan for 2026 and programme performance in 2024 (A/80/6 (Sect. 5)).

Discussion

2.   Delegations expressed deep appreciation to the Department of Peace Operations, the United Nations Truce Supervision Organization (UNTSO), the United Nations Military Observer Group in India and Pakistan (UNMOGIP) and peacekeepers in the field for their efforts in delivering mandates and protecting communities in challenging operational environments. It was emphasized that peacekeeping remained an essential mechanism for maintaining international peace and security. Delegations reaffirmed their commitment to the principles of global peace, security and multilateralism, as enshrined in the Charter of the United Nations. Delegations also commended troop- and police-contributing countries for their commitment to and ongoing support for United Nations peacekeeping operations and paid tribute to uniformed and civilian personnel serving in peacekeeping missions.

3.   Delegations expressed appreciation and support for the programme plan for 2026 and the performance in 2024 and acknowledged the important role that the Department played in supporting peacekeeping operations. Several delegations voiced support for the Department in its ongoing efforts to improve the effectiveness of peacekeeping operations, by promoting improved performance and better

conditions for personnel deployed in the field, enhancing operational performance and adapting to evolving risks and challenges, to ensure the continued relevance and impact of United Nations peacekeeping missions. Support for key priorities, such as children in armed conflict, climate and security, and respect for international humanitarian law and human rights, was reaffirmed, and further information was sought regarding the Department's plans to ensure that compliance frameworks, such as those related to human rights, were aligned with United Nations standards, especially where gaps had been identified.

4.   Delegations expressed their support for and welcomed the alignment of the programme plan with the Action for Peacekeeping initiative and its implementation strategy. Delegations emphasized the importance of engagement with the Special Committee on Peacekeeping Operations of the General Assembly. The report of the Special Committee (A/78/19), in which the Committee had requested the Secretariat to develop an updated Action for Peacekeeping implementation strategy, was recalled, and further information was requested on planned consultations with Member States and the timeline for submission of the updated implementation strategy. Clarification was sought regarding the extent to which the deliberations of the Special Committee were considered in the formulation of the programme plan. It was emphasized that the development of peacekeeping-related programmes must fully incorporate the views of interested parties, including troop-contributing countries and host States, in accordance with established directives and frameworks.

5.   The reflection of priorities of the Pact for the Future (General Assembly resolution 79/1) in the programme plan was welcomed. It was recalled that the review of all United Nations peace operations, as requested in the Pact for the Future, was expected to provide guidance to Member States and stakeholders on the future of both special political missions and peacekeeping operations. Another delegation observed that the Secretary-General's New Agenda for Peace and the Pact for the Future both advocated for more realistic mandates, agile operations and stronger links between peacekeeping and political solutions, supported by sustained financing.

6.   Several delegations expressed support for the programme's focus on consistent political strategies, the sequencing and prioritization of mandates, and gender parity policies, which were identified as key elements for enhancing the effectiveness of peacekeeping operations. A delegation emphasized the importance of ensuring that peacekeeping mandates were clearly defined and regularly assessed on the basis of their impact on the ground. It was stressed that mandate delivery must be matched with adequate resources and mechanisms for transparency and accountability. The Secretariat was encouraged to continue to strengthen a system-wide approach to mandate implementation, while a delegation enquired about measures in place to ensure that feedback from the field, including host country perspectives, were systematically reflected in planning and reporting processes.

7.   Several delegations stressed that adequate and sustainable resources were fundamental for mandate implementation and for peace operations to remain adaptive and effective. While matters relating to parts of the programme dealing with resources were not within the mandate of the Committee for Programme and Coordination, a question was raised regarding the alignment of planned results with resource requirements. Another delegation referred to the UN80 Initiative and expressed the view that it would promote a culture of efficiency and cost containment across the United Nations system. It was suggested that the Initiative should consider the demands of host States and the expanding scope of United Nations peace operations. Clarification was sought on whether there was a framework in place for peacekeeping missions under the UN80 Initiative, and on how discrepancies would be reconciled between the outcome of the deliberations of the Committee and changes driven by the

Initiative, particularly in cases where agreed planned results might later conflict with Initiative-driven changes.

8.   While matters relating to parts of the programme dealing with resources were not within the mandate of the Committee for Programme and Coordination, a delegation highlighted the need for equitable geographical representation and better support for peacekeeping forces and troop-contributing countries, particularly those from developing countries. Another delegation observed that peacekeeping operations today faced increasing complexity, violence and fiscal constraints, and expressed concern over the allocation of resources to missions that were not relevant to current realities and called for a more strategic and needs-based approach.

9.   Several delegations noted that peace operations must leverage technological advancements, training and capacity-building to enhance their effectiveness. A delegation expressed the view that a cross-cutting approach was necessary, involving both the deployment of relevant technologies and the recruitment of skilled personnel across all regions where the United Nations operated. Further details were requested regarding paragraph 5.I.2 (f), which made reference to the integration of new technologies to improve the safety and security of peacekeepers. A delegation emphasized that the use of new technologies must be responsible and purpose-driven and be carried out with the consent of host States. It was emphasized that the introduction and implementation of information and digital technologies by peacekeepers should not pose a threat to the sovereignty of the host State or its neighbours and should not violate the privacy of citizens. Another delegation proposed the creation of a United Nations digital peacekeeping hub to foster partnerships with African technology hubs, and it was suggested that the integration of geospatial tools into peacekeeping operations would support secure communications, data analysis and early warning systems.

10.   A delegation emphasized the importance of enhancing the level of medical support for United Nations peacekeeping missions in the field, and encouraged the Secretariat to continue to explore advanced technologies, particularly telemedicine, to improve access to medical assistance for peacekeepers. The importance of incorporating gender perspectives into peacekeeping operations, with specific reference to the use of telemedicine technologies by women peacekeepers, was underlined. With respect to mental health services and psychosocial support, a delegation emphasized that such services were critical to the safety and security of personnel and welcomed the development of a mental health strategy for uniformed personnel by the Department of Operational Support which was aligned with United Nations rules and regulations.

11.   Several delegations welcomed the prioritization of effective performance and accountability across all mission components. Delegations welcomed the continued implementation of the Comprehensive Planning and Performance Assessment System across peacekeeping operations, the development of an integrated performance policy and accountability framework, and increased engagement with troop- and police-contributing countries on performance issues. The importance of performance assessment frameworks to inform decision-making and build trust with host countries and local populations was emphasized. Concerns were raised regarding the lack of performance measurement for non-uniformed components in peacekeeping missions and it was reiterated that mission success depended on the performance of all components, and it was requested that this gap be addressed. Further information was requested on how performance assessment frameworks were being integrated into programme design and how they varied across peacekeeping operations.

12.   The view was expressed that peacekeeping mandates must be clearly defined and regularly assessed on the basis of their impact on the ground. The need for

strengthening protection mandates, particularly of civilians, was underlined. It was emphasized that United Nations peacekeeping must adapt to remain an effective and efficient tool for advancing peace and security. Several delegations called for a culture of accountability to be fostered, efficiencies to be achieved and fiscal responsibility to be improved. It was stressed that peacekeeping missions must have actionable end states, clear metrics and a streamlined support structure that encouraged innovation and the responsible use of resources. For improving mission effectiveness and accountability, a delegation emphasized the need for evidence-based indicators to demonstrate whether a peacekeeping mission was having an impact. The delegation noted that success must be measured differently depending on the mission's context, mandate and environment. Some examples of tangible results cited were the signing of peace agreements, ceasefires, the demobilization of combatants and establishment of mobile courts. It was also acknowledged that some missions focused on less tangible but equally important outcomes, such as building trust between conflicting parties, diffusing tensions and advancing national reform agendas. A delegation advocated for formal tripartite frameworks to co-design mandates, exit strategies and post-transitional support, and for the integration of peacekeeping with development and peacebuilding. Joint United Nations-United Nations Development Programme planning cells to align short-term security gains with longer-term institution-building was encouraged.

13.   Several delegations noted the importance of strengthening cooperation with host countries to ensure the safety and security of peacekeepers. Constructive cooperation, clarification of mission objectives and consideration of fair criticism for building trust-based relationships with both local populations and host Governments was emphasized. Further information was sought on how the Department would ensure better cooperation with national authorities to initiate investigations into crimes committed against United Nations personnel.

14.   Several delegations emphasized the importance of multilateral responses and strengthening collaboration between the United Nations and regional and subregional organizations, particularly in addressing peace and security challenges in Africa. It was noted that peacekeeping operations, particularly in Africa, were facing increasing challenges due to the complex and multifaceted nature of conflicts, and the need for deeper collaboration between the United Nations and the African Union was highlighted. The potential role of regional and subregional organizations, such as the African Union and the Southern African Development Community, in complementing United Nations peacekeeping efforts was highlighted. The institutionalization of partnerships between the United Nations and regional arrangements was welcomed, and the accelerated implementation of Security Council resolution 2719 (2023) was encouraged. It was noted that the Security Council could benefit from the experience of the Peace and Security Council of the African Union, particularly in conducting operations under challenging conditions with limited resources. The Secretariat was encouraged to pursue strategies that promoted predictable, sustainable and flexible support for African-led peace initiatives.

15.   Several delegations emphasized their support for the women and peace and security agenda, gender-promoting activities within peace operations and the importance of women's leadership in peacekeeping operations. A delegation emphasized the importance of advancing the role of women in peace and security and committing to increasing the percentage of female peacekeepers in peacekeeping contingents to meet or exceed the global 20 per cent target. It was observed that this would enhance mission legitimacy and civilian protection. It was emphasized that broad geographical representation must be upheld in the deployment of female peacekeepers, including in leadership roles.

16. A delegation enquired as to how the Department was incorporating and implementing the United Nations Disability Inclusion Strategy, particularly in the light of the challenging conditions in many peacekeeping mission areas.

17. Regarding subprogramme 1, Operations, with reference to table 5.I.6, clarification was requested on why none of the planned seminars, workshops and training events for 2024 had taken place, and it was noted that there was a decline in the number of such activities planned for 2025.

18. Several delegations recalled the host countries' requests for the withdrawal of the United Nations Multidimensional Integrated Stabilization Mission in Mali in 2023 and the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo in 2024. The view was expressed that they reflected growing frustrations with the effectiveness of United Nations peacekeeping missions. Another delegation raised concerns regarding those drawdowns, which were seen as posing risks to regional stability and the sustainability of peace. Those developments were cited as evidence of the need for adaptive and comprehensive peacekeeping strategies which should inform future peacekeeping strategies.

19. With regard to subprogramme 2, Military, a delegation referred to the programme performance in 2024, noting the promulgation of new guidelines for temporary operating bases, and sought further information on how the Department intended to monitor and review the implementation of those guidelines. Another delegation referred to paragraphs 5.I.33 and 5.I.34 under result 1, on the percentage of female military individual uniformed personnel in United Nations peace operations, and expressed the view that the priority should not be on the achievement of certain percentages but appropriate preparation and qualification of female candidates and effective mandate implementation. With reference to paragraph 5.I.36 under result 2, a delegation noted that the target of expanding explosive ordnance disposal capabilities for the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic had not been achieved, requested updated information and expressed its concern that the 2026 target appeared vague. With reference to result 3, on unmanned aircraft systems, a delegation commended the Department for integrating new and evolving challenges into the programme plan.

20. Regarding the deliverables reflected in table 5.I.10, a 25 per cent reduction in training events to mainstream a gender perspective for military components of peacekeeping operations was noted, and further explanation was sought regarding that reduction, given the Department's overall strategy, reflected in paragraph 5.I.2, with regard to the implementation of the women and peace and security agenda. Further information was requested on the content and implementation of the planned training activities for 2026, specifically, the planned training events on misinformation, disinformation and hate speech, and on conduct and discipline and sexual exploitation and abuse.

21. With regard to subprogramme 3, Rule of law and security institutions, concerns were raised regarding the performance measure for result 2 reflected in figure 5.I.IV, which reflected the percentage of police units rated "satisfactory" or above, reported as 100 per cent actual performance in 2024 and 100 per cent planned performance for 2025 and 2026. Clarification was sought on the actual impact of that metric and whether performance was equally strong across all missions. It was requested that the Secretariat provide more detailed and meaningful metrics for current and future evaluations.

22. With regard to subprogramme 4, Policy, evaluation and training, the learning management system referenced in paragraph 5.I.56 (h) was welcomed as an essential tool for training activities. Regarding programme performance in 2024 and paragraph 5.I.58 relating to the rise of hate speech, misinformation and disinformation, several

delegations welcomed the emphasis on countering misinformation and disinformation, and it was suggested that strategic communications could play a critical role in countering such threats. Another delegation stressed that efforts should not be limited to specific areas but encompass all aspects of strategic communications, as they would contribute to coordination, mandate implementation and peacekeeper safety.

23. Regarding UNTSO, it was emphasized that United Nations peacekeeping missions should uphold the highest standards of efficiency, responsiveness and mandate delivery. A delegation noted its commitment to supporting the United Nations Disengagement Observer Force and the United Nations Interim Force in Lebanon by facilitating the work of those peacekeeping missions through coordination mechanisms, by ensuring freedom of movement and by enhancing peacekeeper safety. The delegation also noted serious concerns with regard to violations by conflicting parties, which presented strategic threats to regional peace and security. Another delegation noted the deteriorating security environment, and sought clarification about how UNTSO would ensure implementation of its plans for improved reporting, investigations, accurate observation and inspections, particularly when access to locations was restricted.

24. Regarding UNMOGIP, a delegation commended the mission's efforts to implement its mandate in accordance with Security Council resolutions. It was noted that the planned results of the mission were aligned with its mandate, particularly in the areas of enhanced observation along the line of control, improved situational awareness and maintenance of a continued presence in the area.

Conclusions and recommendations

25. **The Committee recommended that the plenary or the relevant Main Committee or Main Committees of the General Assembly, in line with Assembly resolution 79/247, consider the programme plan for programme 4, Peacekeeping operations, of the proposed programme budget for 2026 under the agenda item entitled "Programme planning" at the eightieth session of the Assembly.**

_____