

UN Peacekeeping Ministerial 2025
Berlin, 13/14 May 2025

Summary UN Peacekeeping Ministerial 2025

The UN Peacekeeping Ministerial 2025 was held in Berlin on 13th and 14th of May 2025. Delegations from 134 UN Member States, 51 of which were represented at ministerial level, the UN Secretariat as well as representatives of 10 regional organizations and observers discussed the future of UN Peacekeeping. The UN Peacekeeping Ministerial 2025 in Berlin coincided with the 80th anniversary of the United Nations, and the 10-year-anniversary of the Leader's Summit on Peacekeeping

Germany, as host of the Berlin UN Peacekeeping Ministerial, published a [Chair's Summary](#) of the main conclusions of the Ministerial in May. The Chair's Summary, alongside a list of all pledges, was also shared with delegations and the Special Committee on Peacekeeping Operations (C34) and published on the UN Peacekeeping Ministerial [website](#).

Complementing the Chair's Summary, this document provides an in-depth overview of the political discussions on the future of UN Peacekeeping during the various sessions at the Berlin Ministerial, which generated important inputs for the United Nations Secretary-General's review on the future of all forms of Peace Operations, as mandated in the Pact for the Future. The document was compiled under the exclusive responsibility of the Conference's host, to capture the essence of the discussions. It does not bind any participant of the conference nor does it purport to comprehensively reflect all contributions made during the conference.

Germany is convinced that UN Peacekeeping remains one of the most important, cost-effective and legitimate tools in international crisis management that should be preserved, and further strengthened through reforms.

Conference Day 1 (13 May 2025)

High-Level Introductory Remarks and Keynote

Dr. Johann Wadeplul, Federal Minister for Foreign Affairs of the Federal Republic of Germany, opened the UN Peacekeeping Ministerial 2025 in Berlin, followed by introductory remarks by Boris Pistorius, Federal Minister of Defence and the Keynote Address of the United Nations Secretary-General, António Guterres.

Their respective speeches can be found here:

- [Dr. Johann Wadeplul, Federal Minister of Foreign Affairs](#)
- [Boris Pistorius, Federal Minister of Defence](#)
- [António Guterres, United Nations Secretary-General](#)

Underlining Germany's ongoing commitment to the United Nations with a strong UN Peacekeeping at its heart, Wadeplul assured UN Secretary-General António Guterres of Germany's support for his reform agenda. Stressing the need for UN Peace Operations to adapt to a changing political and security environment, the Federal Minister of Foreign Affairs emphasized the importance of focused, realistic and flexible Security Council mandates, ensuring local ownership through community engagement and strategic communication and strengthening efficiencies in light of financial constraints.

Boris Pistorius underlined that UN Peacekeeping has proven to be a cornerstone of international crisis response for over 77 years. He stressed the necessity of advancing the digital transformation of Peacekeeping and the use of

technologies, including Uncrewed Aerial Systems (UAS), as well as the need for greater strategic communication on roles, tasks and successes of missions. The Federal Minister of Defence called for adequate UN Peacekeeping resources by matching achievable and realistic mandates with necessary instruments and capabilities.

In his keynote address, United Nations Secretary-General António Guterres lauded UN Peacekeeping as cost-effective multilateralism in action to maintain, achieve and sustain peace. He called for strengthening Peace Operations to adapt to challenges such as the growing number of increasingly complex conflicts, growing geopolitical polarization in the UN Security Council, misinformation, terrorism and transnational organized crime, the climate crisis, diminishing resources and violations of international law and international humanitarian law. Referencing the ongoing review on the future of all forms of Peace Operations, which Member States mandated in the Pact for the Future, he outlined three priority areas for reform: Ensuring Peacekeeping operations are fit for the future; increasing adaptability, efficiency and flexibility – including in the use of resources and mandating of Peace Operations; and securing strong, predictable, and sustained contributions, all underpinned by political support. The Secretary-General also stressed the importance of the UN's cooperation with regional and sub-regional organizations, first and foremost with the African Union.

High-Level Panel 1: The Future of Peacekeeping

Delegations emphasized the importance of UN Peacekeeping as an indispensable and cost-effective tool for maintaining international peace and security, which allows for effective multilateral burden-sharing.

They stressed the need for UN Peace Operations to adapt in light of current and emerging challenges. In this context, delegations expressed their expectations towards the Secretary-General's review on the future of all forms of Peace Operations, as requested in the Pact for the Future. Key areas of reform identified by delegations included strengthening mission adaptability and achieving more realistic, focused and prioritized mandates, which include exit strategies and transition planning from the outset. Delegations noted the independent study "The Future of Peacekeeping, New Models, and Related Capabilities" as a useful resource for understanding that Peacekeeping can be more flexible and creative according to the needs on the ground.

In their interventions, member states stressed the need for responsive, accountable and adequately resourced missions in support of political processes. Strong political support, investment in conflict prevention and a comprehensive approach to consolidating peace gains were underlined as enabling factors. Noting that Peacekeeping efforts are most impactful when aligned with the UN's broader preventive and Peacebuilding activities, including in the Peacebuilding Commission, delegations stressed the need to systematically leverage all instruments across the peace continuum in an integrated, coherent and sustainable way, while avoiding duplications.

Points raised by Ministers included the need for mission capabilities and the equipment, preparation and training of UN peacekeepers to adapt to new conflict dynamics and technologies as well as the risks posed by misinformation and disinformation.

Delegations discussed the importance of maintaining host nation support and empowering missions to address asymmetric threats. In this context, delegations stressed the significance of enhanced cooperation between the United Nations and regional and subregional organizations, in particular the African Union (AU). Referring to UN Security Council Resolution 2719 (2023) as a crucial step towards putting AU peace support operations on a more sustainable financial footing, delegations highlighted the need to operationalize this landmark resolution.

In light of diminishing resources, delegations welcomed efforts to strengthen efficiencies in Peace Operations, including through the use of technology.

Referencing the 25th anniversary of UN Security Council resolution 1325 (2000), delegations underlined the importance of advancing the Women, Peace and Security agenda in UN Peacekeeping, including by creating enabling environments for the full, equal, safe and meaningful participation of women in Peacekeeping.

High-Level Panel 2: Peacekeeping Reform: More Effective and Safer Peacekeeping

Speakers highlighted that the effectiveness, safety and security of missions were mutually reinforcing and interlinked. They called for courageous adaptations in order for UN Peacekeeping to maintain the support of a large number of Troop and Police Contributing Countries (T/PCCs). Underlining the need for UN missions to become more flexible, delegations called for realistic scenario planning and increased planning capabilities in the UN Secretariat and in missions. Some speakers also called for more decentralized decision-making in missions and greater strategic and operational integration. Member States highlighted the central role of training, in particular pre-deployment training, for more effective and safer missions. The importance of mental health support was also underlined with regard to the wellbeing of personnel in missions.

One intervention defined successful UN Peacekeeping reform as an intersection between policy (adapted mandates), training and capacity building, as well as technology. Panelists agreed that new technologies offered a lot of potential, including in the context of information integrity. Mis- and disinformation were mentioned as core operational threat to UN Peacekeeping, and Artificial Intelligence (AI) was mentioned as an important tool. Technologies were referred to as strategic enablers that – if used – could make missions smarter, faster and more resilient. However, it was mentioned that challenges persist with regard to necessary infrastructure, as well as training and capacity building, but information exchange, knowledge transfer and dedicated partnerships could address these challenges, speakers found. In addition to AI, Uncrewed Aerial Systems (UAS), renewable energy systems for enhanced operational resilience, telemedicine, satellite imagery sensors and Counter-Improvised Explosive Devices (C-IED) equipment were mentioned by speakers as technology the UN needs continued focus on.

Some speakers argued that the success of UN Peace Operations also depends on the role of the host nation, emphasizing that violations of the freedom of movement hamper mandate implementation. They therefore stressed the significance of partnerships with the host nation and regional partners.

Delegations also underlined the importance of proactive expectation management in theatre, as the success of Peacekeeping often depends on sufficient political support by the international community as well as the commitment of the parties to the conflict. Individual speakers discussed contexts in which in their opinion coalitions of the willing or regional or sub-regional organizations may be better placed than Peacekeeping operations to promote peace and security, for instance in contexts marked by terrorism, in which Peacekeeping would not be the right tool to deploy, as the day Peacekeepers would be perceived as active actors in a conflict would be the end for Peacekeeping.

High-Level Panel 3: Global Perspectives on the Future of Peacekeeping

This session offered an opportunity for representatives of the co-hosts of the UN Peacekeeping Ministerial Preparatory Meetings to discuss the outcomes of their respective meetings.

Drawing on discussions at the preparatory meetings, panelists stressed the importance of ensuring the safety, security, as well as mental and physical health of UN Peacekeepers, and called for systematic political support for this objective. To promote the safety and security of mission personnel and strengthen mission effectiveness, participants explored the potential of new technologies, while, at the same time, voicing concern over potential technologies weaponization.

Speakers called for promoting the effectiveness, efficiency and impact of UN Peace Operations as part of the UN80 initiative. They highlighted exploring a modular approach to mandating, strengthening civil-military coordination,

promoting strategic and integrated planning and advancing the digital transformation of Peacekeeping as ways to increase effectiveness and efficiency.

They emphasized the need for greater adaptability, transparency and accountability in UN Peacekeeping, putting particular emphasis on the need for more effective prevention of sexual exploitation and abuse.

Panelists highlighted the importance of training and capacity building as well as training partnerships. In this context, they discussed the importance of partnership between the UN and regional and sub-regional organizations, in particular the African Union.

They underlined the significance of an integrated approach to Peacekeeping, Peacebuilding and conflict prevention which promotes national and local ownership. Speakers mentioned investment in community engagement and strategic communications as being essential to building trust between Peacekeeping missions and host communities.

Panelists also called for further progress in enhancing the full, equal, safe and meaningful participation of women in Peacekeeping.

Conference Day 2 (14 May 2025)

High-Level Opening of Conference Day 2

The German Minister of Defence, Boris Pistorius, opened the second conference day stressing the critical importance of pledges, which contributed to closing capability gaps and better adapting Peace Operations to existing challenges and new realities. He underlined the necessity to increase Peacekeeping readiness today and for the future.

The program continued with parallel breakout-sessions in dedicated rooms as well as the pledging sessions in the plenary.

Pledging Sessions “Training and Capacity Building, Partnerships, Cross-cutting Issues” and “Capabilities for Current and New Mission Models”

90 Member States and the European Union took the floor during the pledging sessions. They underlined the need for continued financial support of UN Peacekeeping and adequate resources. Many Member States highlighted the need for clear, focused, flexible, and achievable mission mandates, including defined exit strategies, and the importance of political solutions. Several speakers voiced support for partnerships, including with regional organizations. A plethora of Member States stated their ongoing support of the Women, Peace and Security (WPS) agenda and many announced pledges for women in Peacekeeping.

High-Level Breakout Session I: The Power of Partnership: Enhancing the Cooperation between the UN and Regional Organizations

Discussants explored the evolving role of partnerships between the UN and regional and sub-regional organizations in Peacekeeping and peace support operations. Building on recent commitments, including the Pact for the Future and Security Council Resolution 2719 (2023), the discussion focused on how to enhance cooperation to address today's complex peace and security challenges.

Key aspects discussed by the panelists included:

1) Partnerships as a Strategic Necessity: According to discussants, the UN remains the central and indispensable actor in Peacekeeping, but the scale and complexity of today's conflicts make strategic partnerships a necessity. Regional and subregional organizations were seen to bring crucial proximity, contextual understanding, and political investment. In certain contexts, they are better placed to address local security challenges, especially in terms of peace enforcement and counterterrorism. Importantly, regional organizations could complement UN Peace

Operations, and vice versa the UN can support regional organizations or coalitions of countries in their implementation of Peace Operations, politically, operationally and financially. The UN-AU partnership was highlighted as a model for effective collaboration in navigating increasingly complex security environments.

2) Adapting Peace Operations to Changing Realities: Financial and geopolitical constraints would underscore the need for more flexible and modular Peacekeeping models. This would bring about the necessity to prioritize mandates, enhance strategic political engagement, and reinforce regional partnerships as a viable complement or alternative to traditional UN-led operations.

3) Strengthening Institutional Frameworks: When resources are limited, it was suggested that partnerships would offer added value by pooling capabilities and sharing responsibilities. However, effective collaboration with regional partners would require clear, systematic arrangements for joint planning, decision-making, financing, and mission support. A need for more predictability of resources in Peace Operations that are being implemented or supported by regional organizations or alliances of UN Member States was also seen. The UN and AU's emerging roadmap was cited as a positive example of operational preparedness.

4) The Importance of Political Strategy in Peace Operations: While adapting Peace Operations to evolving security challenges, including peace enforcement, was deemed necessary, panelists emphasized that suitable military and security responses alone are not sufficient. The success of any peace operation fundamentally depended on a clear, coherent political strategy that addresses underlying causes of conflict and promotes sustainable, inclusive peace. It was argued, regional organizations could play a vital role in helping to plan and implement political strategies in coordination with local and regional stakeholders.

5) Conflict Prevention and Knowledge Sharing: Political strategy and early conflict prevention were seen as essential. Participants highlighted the OSCE's experience in preventive diplomacy and stressed the value of cross-regional dialogue, including the potential to replicate successful initiatives from Latin America in other regions.

High-Level Breakout Session II: Innovation Era: The Role of Technologies in Safety and Security, Effectiveness and Promoting Information Integrity

This breakout session focused on two broad areas: how technology shapes the conflict environment, and on the opportunities offered by technology to strengthen effectiveness, safety and security. Discussants agreed that the use of technology could make a critical contribution to enhance safety and security of blue helmets and effective mandate implementation. Therefore, the Peacekeeping ecosystem needed to prioritize, speed up the digital transformation of Peacekeeping and make adequate resources available for investments to adequately equip missions. Participants listed UAS, artificial intelligence (AI), telemedicine, digital tools such as *Unite Wave*, *the Monitoring and Analysis of the Information Environment (MAIE)*, and *Unite Aware*, Counter-IED tools as technological systems in Peacekeeping which had proven to increase situational awareness in missions or contributed to the protection of civilians. Many speakers also emphasized that mis/disinformation was a concrete risk to mandate implementation and peacekeeper safety and security."

Some speakers emphasized the need for close cooperation and transparent communication with the local population and the host nation in order to create a common understanding of the use of technologies. Some discussants argued that, while fast-paced developments in technology such as UAS and AI could bring many opportunities to missions, some ethical and operational considerations needed to be discussed in order to integrate and use them in a responsible and effective way.

Some speakers argued that using digital and other technologies in missions required suitable equipment, resilient infrastructure and skilled personnel. Discussants highlighted the need for pre-deployment and in-mission training and continued access to information material on new technological applications in mission. Participants mentioned that lengthy procurement procedures constituted a key challenge, which may be addressed by the direct provision

of equipment and training by Member States to T/PCCs or to missions. Participants called for increased flexibility and innovation-friendly mission structures.

High-Level Breakout Session III: Part of a Puzzle: Integrating Peacekeeping, Peacebuilding and Conflict Prevention

Discussants underlined that Peacebuilding and conflict prevention remained essential to achieving and sustaining peace as core elements of Peace Operations. Investing in Peacebuilding and prevention was seen as the most cost-effective way to address crises. Despite challenges, several opportunities existed to strengthen the integration of Peacekeeping, Peacebuilding and conflict prevention, including the Pact for the Future, UN Secretary-General's review on the future of all forms of Peace Operations and the 2025 Peacebuilding Architecture Review.

To maximize impact, Peacebuilding efforts would need to adapt to complex and changing environments, break down organizational silos, foster strong partnerships and strengthen localization. Sustainable Peacebuilding also required long-term financial planning, including in mission start-up, transitions and after Peacekeeping mission drawdowns.

Key priorities discussed included, according to discussants:

- 1) Integration, Partnerships and Funding: Greater coherence was needed among actors working along the peace continuum. Greater integration within the UN system, both in headquarters as well as in the field, as well as with other peace actors, in particular from host states and communities, remained key to strengthening impact, efficiency and legitimacy. The Peacebuilding Commission (PBC) should be given more space to fulfil its convening and advisory mandate and play a larger role in coordinating efforts and mobilizing funding. Partnerships should deepen with international financial institutions and expand to include the private sector, in order to support Peacebuilding efforts in the context of mission settings.
- 2) Transitions: Effective exit strategies and Peacebuilding would have to be part of the work of Peace Operations during their entire life cycle. In the context of transitions, particular attention needed to be given to preventing a relapse of conflict. The Peacebuilding Commission could contribute to ensuring that Peacebuilding efforts continue after the withdrawal of a Peacekeeping operation.
- 3) Localization and Local Ownership: Empowering and involving local actors, including national institutions and civil society, through increased agency, funding and responsibility was critical to strengthening the effectiveness, sustainability and acceptance of Peacebuilding efforts. PBF direct funding of civil society was mentioned as a best practice. Recognizing local innovation, including through technology and private sector cooperation, enhanced Peacebuilding. The focus would have to remain on serving the people and communities in conflict-affected areas.

High-Level Breakout Session IV: Fueling Greener Footprints: Operational Resilience and Environmental Management

The session focused on collected good practices and actionable recommendations of UN Peace Operations and T/PCCs to improve Operational Resilience of UN Peace Operations and mission's environmental management.

It was emphasized that UN missions still overwhelmingly rely on diesel fuel to produce energy, with an annual consumption of over 100 million liters. Fuel transports are risky, costly and vulnerable to disruption. Long supply lines are often targeted by armed groups and force missions to dedicate a significant share of the Force to escort convoys and provide self-protection. Escorting fuel convoys is one of the deadliest tasks of UN Peacekeepers.

Participants highlighted that transitioning to renewable energy systems in Peacekeeping Operations was key to increase Operational Resilience and to improve the safety and security of Peacekeepers. Photovoltaic systems reduce the dependence of missions on diesel generators, fuel resupply needs, and the exposure of personnel protecting convoys to security threats. Reducing the number of fuel convoys allow Peacekeepers to focus on mandate implementation such as protection of civilians. Less diesel consumption and reducing logistical dependencies would also have the positive side effect of saving financial resources and lowering the CO₂ footprint of missions.

Discussants underlined that Peacekeeping Operations benefited greatly from environmental management practices, including data monitoring of power generation and energy consumption in missions. Collected data from the field helps to build trust with decision makers in the reliability and operational advantages of these systems, including military settings.

Speakers also elaborated on challenges with regards to long procurement processes, the need for dedicated technical infrastructure and skilled personnel. They argued that the direct provision of photovoltaic panels and other renewable energy systems by Member States to T/PCC and UN missions may address some of these challenges. Participants also called for legacy considerations to be integrated into operational planning from the outset to prevent adverse effects on local population after a mission concludes. Operations and infrastructure would have to be designed with a view to their eventual transfer to local communities and to leave a positive legacy. The need to raise institutional awareness through training, knowledge transfer, partnerships and outreach campaigns was emphasized.

High-Level Breakout Session V: Enhancing Enabling Environments: Women in Peacekeeping

Participants underlined continued support for the implementation of UN Security Council Resolution 1325 (2000) and follow-up resolutions. They agreed that the participation of both women and men in Peace Operations was not only a matter of equality, it also contributed to mission effectiveness. Women in Peacekeeping could be role models for women and girls in the local communities, and their meaningful participation was of strategic importance for mission success. A stronger integration of Women, Peace and Security (WPS) aspects in UN missions therefore were not only a matter of equal opportunity, but also a practical necessity.

Many speakers argued that WPS considerations should be part of all Peacekeeping mandates and future mission models. Continued engagement would be necessary, and the 25th anniversary of resolution 1325 could contribute to that. Discussants called for the full, equal, safe and meaningful representation of women in all roles and on all levels including leadership roles in missions. Discussants stressed the need for male leaders to become WPS champions and serve as role models for fellow male Peacekeepers. Speakers and discussants emphasized that gender advisers were important elements of Peace Operations, and that measures against sexual harassment would be critical.

Recurrent suggestions to support the full, equal, safe and meaningful participation of women peacekeepers included:

- Building an enabling environment at Member State level by implementing measures to reduce existing barriers and support women's career development, including through National Action Plans and Barrier Assessments, Member States could be inspired by best practices highlighted in the UN report "Towards Equal Opportunity for Women in the Defence Sector".
- Creating field mission environments free from discrimination and harassment and enabling physical mission environments, including camp layouts, equipment, and mental and physical health support.
- Providing sufficient resources for WPS measures as one critical factor to enable progress in this realm.
- Creating spaces for women Peacekeepers to exchange amongst themselves and with the mission leadership such as the *Network for Uniformed Women Peacekeepers*
- Discussants highlighted dedicated trainings, both for women Peacekeepers and leadership.

An article on this session is available [here](#).

High-Level Breakout Session VI: Protecting the Vulnerable, Securing Trust: Achieving More Responsive and Accountable Peace Operations

Delegates underlined that ensuring effective protection of civilians (POC) and addressing sexual exploitation and abuse (SEA) remained key to maintaining and strengthening the trust of local communities in Peace Operations.

Discussants recognized that the UN has made important strides in addressing sexual exploitation and abuse, including by focusing on prevention and working in partnership with Member States. They underlined that, despite this progress, there was no room for complacency. Discussants acknowledged leadership as a key element. They highlighted that research also indicated that the role of national militaries was critical in addressing cultural and behavioral issues that drive SEA. One speaker noted that the vast majority of SEA cases involved women and girls, and around a quarter were related to children. The biggest challenges stemmed from lack of coordination and funding. The system was also seen as currently focused on addressing paternity claims; however, it could take a long time to work through these claims.

On the issue of protection of civilians (POC), panelists noted a need to assess what POC mandates should look like in the future, particularly if the UN moved towards a modular approach to Peacekeeping. Some participants noted that only one of the 30 models in the independent study “The Future of Peacekeeping, New Models, and Related Capabilities” was explicitly focused on POC and argued that protection should be considered across every model. They emphasized that civilians expected to receive protection in areas where a UN mission is deployed and that failing to do so would not only be a moral failure, but could undermine other areas of the UN’s work.

At the same time, delegates stressed that a focus on political action remained imperative. Some delegates argued that ongoing violence against civilians in some conflict zones reflects political failures and disregard of international humanitarian and human rights law by the parties of the conflict rather than shortcomings of Peacekeepers or POC mandates. Participants noted that ensuring effective protection of civilians also requires greater community outreach, thereby ensuring that the needs of local communities, and in particular women, youth and marginalized groups, inform protection strategies.

Two youth observers emphasized the important role of youth, yet only 12% of peace agreements included reference to youth, despite evidence that more inclusive peace agreements were more sustainable. They underlined that young people would have to be included not only symbolically, but as active participants.

Closing Remarks

United Nations Under-Secretary-General Lacroix expressed his gratitude to Germany for making the Peacekeeping Ministerial in Berlin such a tremendously successful event. He spoke to the criticality and timeliness of the unwavering political support for peacekeeping expressed throughout the event noting that it “helps us to advance political solutions on the ground and [to] strengthen peacekeeping to make it fit for the future.” He also summarized the pledges announced by Member States, and in conclusion, remarked that the discussions throughout the Ministerial would inform the Secretary General’s Peace Operations Review.

Closing the conference, State Secretary in the German Federal Ministry of Defence, Nils Hilmer, and State Secretary of the German Federal Foreign Office, Dr. Géza Andreas von Geyr, summarized the findings of the UN Peacekeeping Ministerial 2025 along the lines of the chair’s summary.