

to the human person, in the equal rights of men and women and of nations large and small, and to establish conditions under which justice and respect for the obligations arising from treaties and other sources of international law can be maintained, and to promote social progress and better standards of life in larger freedom, and for these ends to practice tolerance and live together in peace with one another as good neighbours, and to unite our strength to maintain international peace and security, and to ensure, by the acceptance of principles and the institution of methods, that armed force shall not be used, save in the common interest, and to employ international machinery for the promotion of the economic and social advancement of all peoples, have resolved to combine our efforts to accomplish these aims. Accordingly, our respective Governments, through representatives assembled in the city of San Francisco, who have exhibited their full powers found to be in good and due form, have agreed to the present Charter of the United Nations and do hereby establish an international organization to be known as the United Nations. Chapter I. Purposes and Principles Article 1 The Purposes of the United Nations are: To maintain international peace and security, and to that end, to take effective collective measures for the prevention and removal of threats to the peace, and for the suppression of acts of aggression or other breaches of the peace, and to bring about by peaceful means, and in conformity with the principles of justice, the settlement of international disputes or situations which might lead to a breach of the peace; To develop friendly relations among nations based on respect for the principle of equal rights and self-determination of peoples; To ensure co-operation among nations to strengthen universal peace. To achieve international co-operation in solving international problems of an economic, social, cultural, or humanitarian character, and in promoting and encouraging respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion; and To be a centre for harmonizing the actions of nations in the attainment of these common ends. Article 2 The Organization and its Members, in settling their disputes, shall act in accordance with the following Principles. The Organization is based on the principle of the sovereign equality of all its Members. All Members, in order to ensure to all of them the rights and benefits resulting from membership, shall fulfil in good faith the obligations assumed by them in accordance with the present Charter. All Members shall settle their international disputes by peaceful means in such a manner that international peace and security, and justice, are not endangered. All Members shall refrain in their international relations from the threat or use of force against the territorial integrity or political independence of any state, or in any other manner inconsistent with the Purposes of the United Nations. All Members shall give the United Nations every assistance in any action it takes in accordance with the present Charter, and shall refrain from giving assistance to any state against which the United Nations is taking preventive or enforcement action. The Organization shall ensure that states which are not Members of the United Nations act in accordance with these Principles so far as may be necessary for the maintenance of international peace and security. Nothing contained in the present Charter shall authorize the United Nations to intervene in matters which are essentially within the domestic jurisdiction of any state or shall require the Members to submit such matters to settlement under the present Charter, but this principle shall not prejudice the application of enforcement measures under Chapter VII. Chapter II. Membership Article 3 The original Members of the United Nations shall be the states which, having participated in the United Nations Conference on International Organization at San Francisco, or having previously signed the Declaration by United Nations of 1 January 1942, sign the present Charter and ratify it in accordance with Article 110. Article 4 Membership in the United Nations is open to all other peace-loving states which accept the obligations contained in the present Charter and, in the judgment of the Organization, are able and willing to carry out these obligations. The admission of any such state to membership in the United Nations will be effected by a decision of the General Assembly upon the recommendation of the Security Council. Article 5 A Member of the United Nations against which preventive or enforcement action has been taken by the Security Council may be suspended from the exercise of the rights and privileges of membership by the General Assembly upon the recommendation of the Security Council. The exercise of these rights and privileges may be restored by the Security Council. Article 6 A Member of the United Nations which has persistently violated the Principles contained in the present Charter may be expelled from the Organization by the General Assembly upon the recommendation of the Security Council. Chapter III. Organs Article 7 There are established as principal organs of the United Nations: a General Assembly, a Security Council, an Economic and Social Council, a Trusteeship Council, an International Court of Justice and a Secretariat. Such subsidiary organs as may be found necessary may be established in accordance with the present Charter. Article 8 The United Nations shall place no restrictions on the eligibility of men and women to participate in any capacity and under conditions of equality in its principal and subsidiary organs. Chapter IV. The General Assembly composition Article 9 The General Assembly shall consist of all the Members of the United Nations. Each Member shall have not more than five representatives in the General Assembly. Functions and powers Article 10 The General Assembly may discuss any questions or any matters within the scope of the present Charter or relating to the powers and functions of any organs provided for in the present Charter, and, except as provided in Article 12, may make recommendations to the Members of the United Nations or to the Security Council or to both on any such questions or matters. Article 11 The General Assembly may consider the general principles of co-operation in the maintenance of international peace and security, including the principles governing disarmament and the regulation of armaments, and may make recommendations with regard to such principles to the Members or to the Security Council or to both. The General Assembly may discuss any questions relating to the maintenance of international peace and security brought before it by any Member of the United Nations, or by the Security Council, or by a state which is not a Member of the United Nations in accordance with Article 35, paragraph 2, and, except as provided in Article 12, may make recommendations with regard to any such questions to the state or states concerned or to the Security Council or to both. Any such question on which action is necessary shall be referred to the Security Council by the General Assembly either before or after discussion. The General Assembly may call the attention of the Security Council to situations which are likely to endanger international peace and security. The powers of the General Assembly set forth in this Article shall not limit the general scope of Article 10. Article 12 While the Security Council is exercising in respect of any dispute or situation the functions assigned to it in the present Charter, the General Assembly shall not make any recommendation with regard to that dispute or situation unless the Security Council so requests. The Secretary-General, with the consent of the Security Council, shall notify the General Assembly at each session of any matters relative to the maintenance of international peace and security which are being dealt with by the Security Council and shall similarly notify the General Assembly, or the Members of the United Nations if the General Assembly is not in session, immediately the Security Council ceases to deal with such matters. Article 13 The General Assembly shall initiate studies and make recommendations for the purpose of: promoting international co-operation in the political field and encouraging the progressive development of international law and its codification, promoting international co-operation in the economic, social, cultural, educational, and health fields, and assisting in the realization of human rights and fundamental freedoms for all without distinction as to race, sex, language, or religion. The further responsibilities, functions and powers of the General Assembly with respect to matters mentioned in paragraph 1 (b) above are set forth in Chapters IX and X. Article 14 Subject to the provisions of Article 12, the General Assembly may recommend measures for the peaceful adjustment of any situation, regardless of origin, which it deems likely to impair the general welfare or friendly relations among nations, including situations resulting from a violation of the provisions of the present Charter setting forth the Purposes and Principles of the United Nations. Article 15 The General Assembly shall receive and consider annual and special reports from the Security Council; these reports shall include an account of the measures that the Security Council has decided upon or taken to maintain international peace and security. The General Assembly shall receive and consider reports from the other organs of the United Nations. Article 16 The General Assembly shall perform such functions with respect to the international trusteeship system as are assigned to it under Chapters XII and XIII, including the approval of the trusteeship agreements for areas not designated as strategic. Article 17 The General Assembly shall consider and approve the budget of the Organization. The expenses of the Organization shall be borne by the Members as apportioned by the General Assembly. The General Assembly shall consider and approve any financial and budgetary arrangements with specialized agencies referred to in Article 57 and shall examine the administrative budgets of such specialized agencies with a view to making recommendations to the agencies concerned. Voting Article 18 Each member of the General Assembly shall have one vote. Decisions of the General Assembly on important questions shall be made by a two-thirds majority of the members present and voting. These questions shall include: recommendations with respect to the maintenance of international peace and security, the election of the non-permanent members of the Security Council, the election of the members of the Economic and Social Council, the election of members of the Trusteeship Council in accordance with paragraph 1 (c) of Article 86, the admission of

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its consideration. Article 25 The Members of the United Nations agree to accept and carry out the decisions of the Security Council in accordance with the present Charter. Article 26 In order to promote the establishment and maintenance of international peace and security with the least diversion for armaments of the world's human and economic resources, the Security Council shall be responsible for formulating, with the assistance of the Military Staff Committee referred to in Article 47, plans to be submitted to the Members of the United Nations for the establishment of a system for the regulation of armaments. Voting Article 27 Each member of the Security Council shall have one vote. Decisions of the Security Council on procedural matters shall be made by an affirmative vote of nine members. Decisions of the Security Council on all other matters shall be made by an affirmative vote of nine members including the concurring votes of the permanent members, provided that, in decisions under Chapter VI, and under paragraph 3 of Article 52, a party to a dispute shall abstain from voting. Procedure Article 28 The Security Council shall be so organized as to be able to function continuously. Each member of the Security Council shall for this purpose be represented at all times at the seat of the Organization. The Security Council shall hold periodic meetings at which each of its members may, if it so desires, be represented by a member of the government or by some other specially designated representative. The Security Council may hold meetings at such places other than the seat of the Organization as in its judgment will best facilitate its work. Article 29 The Security Council may establish such subsidiary organs as it deems necessary for the performance of its functions. Article 30 The Security Council shall adopt its own rules of procedure, including the method of selecting its President. Article 31 Any Member of the United Nations which is not a member of the Security Council may participate, without vote, in the discussion of any question brought before the Security Council whenever the latter considers that the interests of that Member are specially affected. Article 32 Any Member of the United Nations which is not a member of the Security Council or any state which is not a Member of the United Nations, if it is a party to a dispute under consideration by the Security Council, shall be invited to participate, without vote, in the discussion relating to the dispute. The Security Council shall lay down such conditions as it deems just for the participation of a state which is not a Member of the United Nations. Chapter VI. Pacific Settlement of Disputes Article 33 The parties to any dispute, the continuance of which is likely to endanger the maintenance of international peace and security, shall, first of all, seek a solution by negotiation, enquiry, mediation, conciliation, arbitration, judicial settlement, resort to regional agencies or arrangements, or other peaceful means of their own choice. The Security Council shall, when it deems necessary, call upon the parties to settle their dispute by such means. Article 34 The Security Council may investigate any dispute, or any situation which might lead to international friction or give rise to a dispute, in order to determine whether the continuance of the dispute or situation is likely to endanger the maintenance of international peace and security. Article 35 Any Member of the United Nations may bring any dispute, or any situation of the nature referred to in Article 34, to the attention of the Security Council or of the General Assembly. A state which is not a Member of the United Nations may bring to the attention of the Security Council or of the General Assembly any dispute to which it is a party if it accepts in advance, for the purposes of the dispute, the obligations of pacific settlement provided in the present Charter. The proceedings of the General Assembly in respect of matters brought to its attention under this Article will be subject to the provisions of Articles 11 and 12. Article 36 The Security Council may, at any stage of a dispute of the nature referred to in Article 33 or of a situation of like nature, recommend appropriate procedures or methods of adjustment. The Security Council should take into consideration all procedures for the settlement of the dispute which have already been adopted by the parties. In making recommendations under this Article the Security Council should also take into consideration that legal disputes should as a general rule be referred by the parties to the International Court of Justice in accordance with the provisions of the Statute of the Court. Article 37 Should the parties to a dispute of the nature referred to in Article 33 fail to settle it by the means indicated in that Article, they shall refer it to the Security Council. If the Security Council deems that the continuance of the dispute is in fact likely to endanger the maintenance of international peace and security, it shall decide whether to take action under Article 36 or to recommend such terms of settlement as it may consider appropriate. Article 38 Without prejudice to the provisions of Articles 33 to 37, the Security Council may, if all the parties to any dispute so request, make recommendations to the parties with a view to a pacific settlement of the dispute. Chapter VII. Action with Respect to Threats to the Peace, Breaches of the Peace, and Acts of Aggression Article 39 The Security Council shall determine the existence of any threat to the peace, breach of the peace, or act of aggression and shall make recommendations, or it may take such action as it deems necessary, in order to maintain or restore international peace and security. Article 40 In order to prevent an aggravation of the situation, the Security Council may, before making the recommendations or deciding upon the measures provided for in Article 39, call upon the parties concerned to comply with such provisional measures as it deems necessary or desirable. Such provisional measures shall be without prejudice to the rights, claims, or position of the parties concerned. The Security Council shall duly take account of failure to comply with such provisional measures. Article 41 The Security Council may decide what measures not involving the use of armed force are to be employed to give effect to its decisions, and it may call upon the Members of the United Nations to apply such measures. These may include complete or partial interruption of economic relations and of rail, sea, air, postal, telegraphic, radio, and other means of communication, and the severance of diplomatic relations. Article 42 Should the Security Council consider that measures provided for in Article 41 would be inadequate or have proved to be inadequate, it may take such action by air, sea, or land as may be necessary under the circumstances. Article 43 All Members of the United Nations shall maintain and make available to the Security Council, on its call and in accordance with a special agreement or agreements, armed forces, assistance, and facilities, including rights of passage, necessary for the purpose of maintaining international peace and security. The Security Council shall govern the numbers and types of forces, their degree of readiness and general location, and the nature of the facilities and assistance to be provided. The agreement or agreements shall be negotiated as soon as possible on the initiative of the Security Council. They shall be concluded between the Security Council and Members or between the Security Council and groups of Members and shall be subject to ratification by the signatory states in accordance with their respective constitutional processes. Article 44 When the Security Council has decided to use force it shall, before calling upon a Member not represented on the Council to provide armed forces in fulfillment of the obligations assumed under Article 43, invite that Member, if the Member so desires, to participate in the decisions of the Security Council concerning the employment of contingents of that Member's armed forces. Article 45 The Security Council shall, when it decides to call for contingents of armed forces, determine the general principles upon which they shall be employed. Article 46 Plans for the contribution of contingents of armed forces by Members of the United Nations to the Security Council shall be formulated in accordance with the provisions of Article 43, by the Security Council with the assistance of the Military Staff Committee. Article 46 Plans for the contribution of contingents of armed forces by Members of the United Nations to the Security Council shall be formulated in accordance with the provisions of Article 43, by the Security Council with the assistance of the Military Staff Committee. Article 47 Plans for the contribution of contingents of armed forces by Members of the United Nations to the Security Council shall be formulated in accordance with the provisions of Article 43, by the Security Council with the assistance of the Military Staff Committee. Article 48 The action required to carry out the decisions of the Security Council for the maintenance of international peace and security shall be taken by all the Members of the United Nations or by some of them, as the Security Council may determine. Such decisions shall be carried out by the Members of the United Nations directly and through their action in the appropriate international agencies of which they are members. Article 49 The Members of the United Nations shall join in affording mutual assistance in carrying out the measures decided upon by the Security Council. Article 50 If preventive or enforcement measures against any state are taken by the Security Council, any other state, whether a Member of the United Nations or not, which finds itself confronted with special economic problems arising from the carrying out of those measures shall have the right to consult the Security Council with regard to a solution of those problems. Article 51 Nothing in the present Charter shall impair the inherent right of individual or collective self-defence if an armed attack occurs against a Member of the United Nations, until the Security Council has taken measures necessary to maintain international peace and security. Measures taken by Members in the exercise of this right of self-defence shall be immediately reported to the Security Council and shall not in any way affect the authority and responsibility of the Security Council under the present Charter to take at any time such action as it deems necessary in order to maintain or restore international peace and security. Chapter VIII. Regional Arrangements Article 52 Nothing in the present Charter precludes the existence of regional arrangements or agencies for dealing with such matters relating to the maintenance of international peace and security as are appropriate for regional action provided that such arrangements or agencies and their activities are consistent with the Purposes and Principles of the United Nations. The Members of the United Nations entering into such arrangements or constituting such agencies shall make every effort to achieve pacific settlement of local disputes through such regional arrangements or by such regional agencies before referring them to the Security Council. The Security Council shall encourage the development of pacific settlement of local disputes through such regional arrangements or by such regional agencies either on the initiative of the states concerned or by reference from the Security Council. This Article in no way impairs the application of Articles 34 and 35. Article 53 The Security Council shall, where appropriate, utilize such regional arrangements or agencies for

## UN80 Initiative: Workstream 2

# Report of the Mandate Implementation Review

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UN80 Initiative: Workstream 2

# **Report of the Mandate Implementation Review**

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# Introduction

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## ~8 billion

people connected to global goals,  
norms and aspirations

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## 440 million

lives improved directly on the ground

*Decisions on how or when  
to create, review or retire  
mandates are entirely the  
prerogative of Member States.*

1. Mandates are the property and responsibility of Member States who adopt them. Decisions on how or when to create, review or retire them are likewise entirely the prerogative of Member States. The role of the United Nations system is to implement these mandates, delivering Member States' decisions as effectively and efficiently as possible. This report provides analysis that may offer useful perspectives on the mandate lifecycle. It also offers a number of proposals – both for the UN system and for the consideration of Member States – to strengthen the impact of mandates. It is a part of the second workstream of the UN80 Initiative launched in a letter to Member States on 11 March 2025. Separate UN80 Initiative workstreams are also under way to achieve efficiencies and improvements within current arrangements and to identify possible structural changes and programme realignments across the UN system; their findings will complement this report.

2. These efforts are consistent with the request made in General Assembly resolution 79/318 of July 2025, in which Member States noted, inter alia, that they looked forward to receiving proposals aimed at **“strengthening the impact of the United Nations and enhancing its agility, responsibility and resilience while addressing the issue of duplicative efforts and ensuring effective and efficient mandate delivery across all three pillars of the work of the United Nations.”** Should Member States later decide they wish to initiate a more formal review of mandates, the United Nations system stands ready, if requested, to support them throughout the process.

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## MANDATES FOR THE GREATER GOOD

3. Since 1946, three principal organs of the United Nations – the General Assembly, the Security Council, the Economic and Social Council (ECOSOC) – and their subsidiary organs have issued

mandates to United Nations entities through more than 40,000 resolutions, decisions and presidential statements. These mandates are not simply texts or numbers on a page: they represent the enormous, accumulated capital of nearly eight decades of global cooperation and multilateralism.<sup>1</sup> They have helped forge agreement and develop global norms on some of the most important issues of our time – from sustainable development to peace and security, from humanitarian action to human rights and many more.

4. Mandates also guide and enable what the UN system<sup>2</sup> does today. Working in over 1,100 locations across more than 190 countries and territories, the UN system serves the aspirations of more than 8 billion people and directly improves the lives of more than 440 million people every year. The UN provides a forum for all Member States to come together to resolve challenges like conflict, climate change, socioeconomic disparities and other crises – while also working to create a fairer world for all through gender equality, disability inclusion and protection of the most vulnerable. Through mandates, Member States and the UN system have worked together to achieve this extraordinary impact. The skill and commitment of UN personnel who carry out these mandates – including in conditions of hardship – remains a cornerstone of the UN system’s ability to deliver.

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## REPORT OBJECTIVES

5. These collective achievements are the result of mandates created by Member States. They must remain front and centre as we work together to build a UN system that can deliver even greater impact in the years to come. Reviewing the mandate lifecycle is an important step in that process.

6. Specifically, this report offers insights into how mandates are created, delivered and reviewed, as well as proposals for consideration regarding how each of these functions might be strengthened. The report is entirely restricted to the processes and services around mandate creation, delivery and review. It attempts no assessment of the merits of the mandates themselves.

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## SUMMARY OF PROPOSALS

### 1. Support Mandate Creation:

Provide full visibility of the overall mandate landscape; and support Member States in creating mandates that maximize relevance and impact

### 2. Improve Mandate Delivery:

Establish optimal arrangements for meetings and reports; strengthen delivery management mechanisms; and enhance effective use of resources

### 3. Strengthen Mandate

**Review:** Reinforce mandate review mechanisms; and strengthen the UN system’s accountability for impact.

# 1,100

locations where the UN System  
serves Member States and  
communities

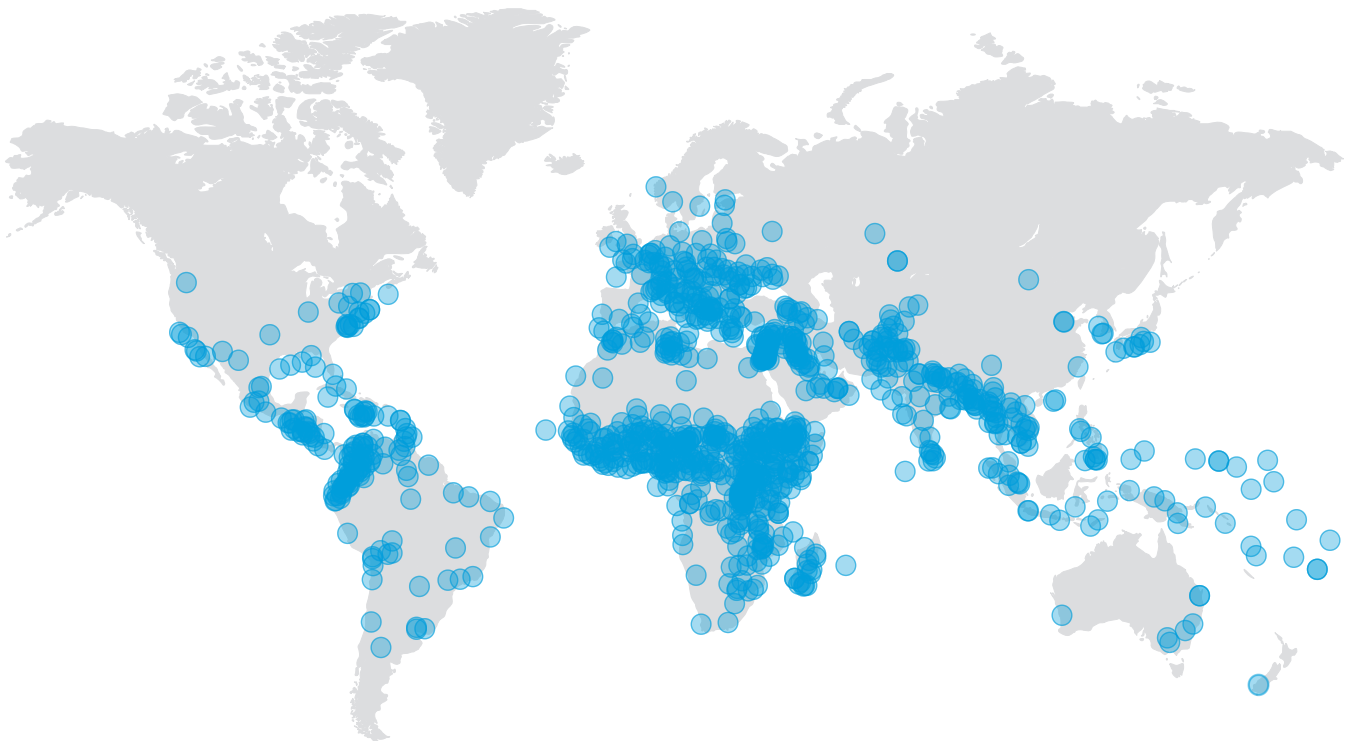
## RATIONALE AND LESSONS LEARNED

7. While mandates are essential, their large number can also bring practical challenges. Member States have expressed that it is difficult to keep full sight of the overall mandate landscape; there is a danger of duplication and overlap between mandates; the aggregated instructions in mandates may place an unreasonable burden on both the UN system and Member States; the mandates may not always translate into clear resource allocations or programmes for maximum impact; and mandates may also outlive their original use and purpose if not subject to regular examination. Shortcomings in UN Secretariat support for Member States may also create challenges throughout the mandate lifecycle.

8. The eightieth anniversary of the United Nations is an appropriate moment to review this situation. The UN80 Initiative provides the

## The UN family serves Member States and communities across the globe

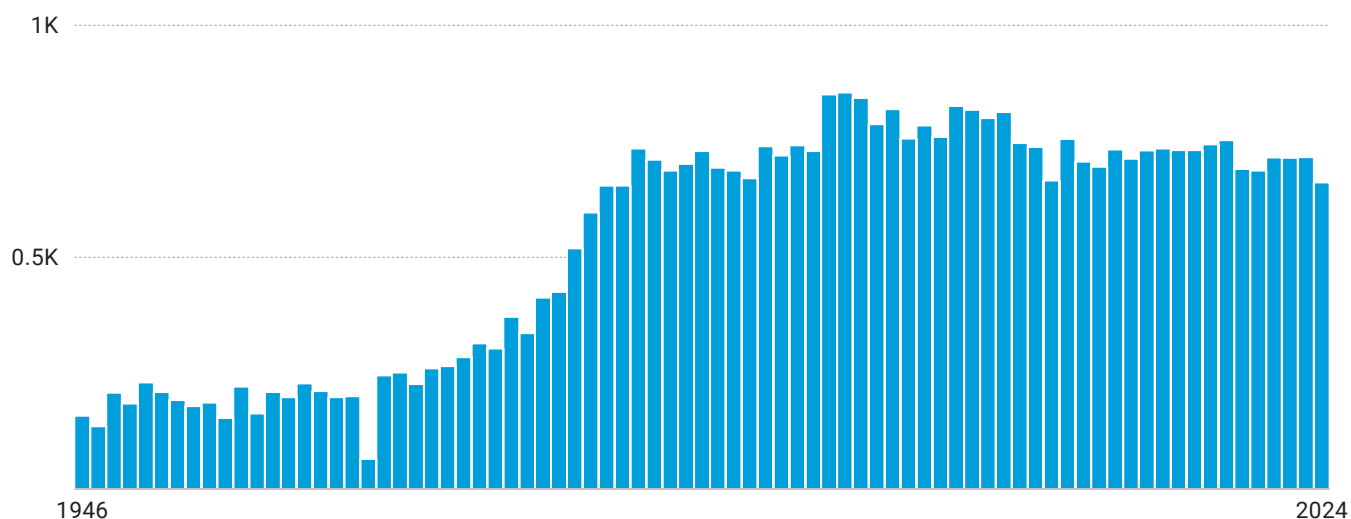
Duty stations of UN System organizations



Source: UN Chief Executives Board statistics (2023). Illustrative map only

## >40,000 resolutions, decisions and presidential statements since 1946

Number of mandate sources adopted by the General Assembly, Security Council, ECOSOC and the Human Rights Council



Source: Estimates based on UN Digital Library data

opportunity, coming at a time when there are just five years left to achieve the Sustainable Development Goals (SDGs) and there is pressing need to fulfil the Pact for the Future. Embarking on this kind of review with the best chance of a successful outcome requires learning from experience. Efforts to streamline mandates go back as far as 1954, with the latest major effort initiated following the 2005 World Summit when Member States called for a review of mandates older than five years. In 2006, the Secretary-General's report initiating that review identified four headline problems: burdensome reporting requirements; overlap between and within organs; an unwieldy and duplicative architecture for implementation; and the gap between mandates and resources.

9. Regrettably, that review and the intergovernmental process which resulted from it by common consent did not yield the envisioned results. The problems it identified are still here today and, unaddressed, have intensified over the last twenty years.

## NEW OPPORTUNITIES AND APPROACH

10. There are reasons to believe the UN80 Initiative can produce better results than past efforts, on condition that Member States are ready to invest sufficiently in a process which will be demanding and complex. This

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**Learning lessons from 2006**

Report of the Secretary-General  
from 2006: Mandating and Delivering



Access 2006 report

report seeks to leverage several factors that together can promote strong outcomes. It reflects calls by Member States during informal meetings of the General Assembly on the UN80 Initiative to ensure transformational change reinforces the UN Charter, strengthens all three pillars of UN work equally and builds on existing reforms to deliver concrete results at country level. As noted above, it is also consistent with the request made in General Assembly resolution 79/318.

11. Through data analytical capacities not previously available, this report provides Member States with more information and a fuller understanding of the current mandate landscape. Even the intensification of the problems identified in 2006 can help to focus attention and political will. But perhaps more importantly, this report takes a markedly different approach from previous efforts, which may open a way forward.

12. Instead of taking up and examining individual mandates one by one as in 2006 in an ultimately unmanageable process, this report proposes an approach which focuses on the system-level or structural issues identified across the lifecycle of mandates. It analyses the conditions in which mandates are first created, then delivered and finally reviewed for impact, offering proposals at each step that could address potential challenges. As such, the report lays the groundwork for a possible renovation of the ways in which the will of Member States expressed in mandates is translated into impact on the ground.

13. It will be for Member States to assess the approach set out in this report and to determine what further steps may be warranted. These might include a carefully designed intergovernmental process to be undertaken within a specific timeframe. Within his existing authority, the Secretary-General also intends to take a number of actions to enhance the visibility of mandates, streamline work, improve mandate delivery and strengthen reviews.



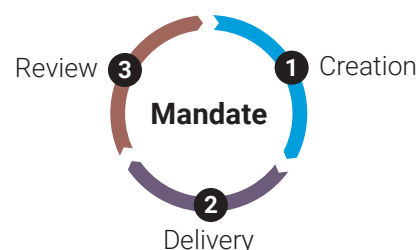
## SCOPE AND METHODOLOGY

14. Mandates vary greatly in character, ranging from those setting long-term, wide-ranging frameworks to more targeted directives addressing specific issues. The scope of this report examines the lifecycle of mandates issued by the General Assembly, Security Council, ECOSOC and their subsidiary organs. Although these organs can and do issue mandates that affect the wider UN system – the Sustainable Development Goals (SDGs) being just one notable example – many mandates principally concern the UN Secretariat.

15. Examples in this report often – though not exclusively – draw from data across the UN Secretariat to illustrate issues experienced across the wider UN system. Data sources are cited throughout the report and come primarily from the UN Digital Library; UN Chief Executives Board statistics; data from reports to relevant principal organs; UN system strategic plans; UN programme budgets; system-wide reviews; and donor reports.

### The mandate life cycle

Three key steps examined in this report



Footnote 1: For the purposes of this report, a “mandate” generally refers to a request or directive for action by the United Nations Secretariat or other implementing entities, set out in the Charter of the United Nations, or a resolution or decision adopted by a United Nations intergovernmental organ. This report mainly refers to mandates cited by United Nations entities in support of resource requirements in the 2026 proposed programme budget and 2025-26 peacekeeping budget. “Mandate” (or “mandate source”) may also refer to the various documents that contain these individual requests or directives (e.g., resolutions, decisions, presidential statements, etc.). Mandate sources may also refer to recommendations in reports of subsidiary organs, such as advisory or technical committees or bodies, which once adopted by the General Assembly or ECOSOC require action.

Footnote 2: For the purposes of this report, “UN system” refers to the United Nations, specialized agencies and related organizations. The United Nations is composed of six principal organs and subsidiary organs. Specialized agencies and related organizations are composed of their own intergovernmental bodies and other entities.

# Why mandates matter: Our impact

By creating, implementing and reviewing mandates, Member States and the UN system create shared impact for people and planet, when and where matters most. Below is a select view of our impact in 2024.

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## 8 BILLION PEOPLE

connected to shared global goals, norms and objectives for humanity

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## >190 COUNTRIES

working together with the UN to keep the global temperature rise well below 2°C / 3.6°F

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## 68K PEACEKEEPERS

deployed in 11 peacekeeping missions around the world, including civilian personnel

---

## \$50 BILLION

in appeals coordinated for the humanitarian needs of 198 million people worldwide

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## 139 MILLION PEOPLE

assisted and protected while fleeing war, famine and persecution

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## 56 MILLION PEOPLE

with improved access to social protection programmes

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## 83 COUNTRIES

assisted in strengthening laws and policies for women & girls

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## 80 TREATIES

and declarations to protect and promote human rights

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## 377 MILLION VOTERS

registered and some 50 countries assisted with their elections

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## 440 MILLION LIVES

of children under 5 improved with programmes to prevent stunting and wasting

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## 3 MILLION LIVES

saved per year through vaccines supplied to 45% of the world's children

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## 49K SURVIVORS

of torture receiving support across more than 90 countries

UNODC provided technical assistance against organized crime across 156 countries · WMO helped build multi-hazard early-warning capacity in 108 countries · OCHA released \$3.4M to humanitarian responders in Nepal six minutes after verified flood warnings · UNV supported 59 UN partner programmes and field operations worldwide · UN Women strengthened the capacities of 16,600 organizations to support women across 93 countries · UNHCR supported 4.6 million people in securing documentation · WFP provided \$3.3 billion in cash-based transfers and commodity vouchers · DPPA provided electoral assistance for one-third of elections held globally · UNCDF supported 1 million Pacific residents' access to digital finance · UPU supported 4.5 million postal workers worldwide · DPKO deployed over 68,000 peacekeepers across 11 peacekeeping missions · UNEP helped 70 countries update their national biodiversity strategies · IFAD approved over \$800 million in climate finance · DPPA conducted 170 mediation support assignments · UN-Habitat empowered 237 million people through improved urban planning and management · ITU helped improve access to telecommunications for underserved communities globally · UNOPS procured \$1.7 billion worth of goods and services for its partners · ITC supported more than 10,000 women-led businesses · ODA funded 133 arms control-related projects, including 145000 rifles and 1000000 rounds, providing access to 26 million out-of-school children, including 13 million in crisis · OHCHR secured the release of more than 3,000 arbitrarily detained people · WHO supported 7,800 critically ill patients in 45 countries with advanced clinical management at any given time · FAO trained 50,000 government staff, strengthening institutional capacities · UNFPA provided sexual and reproductive health services to 54 million women and young people · UNMAS removed or destroyed 2 million explosive ordnance items · OCHA mobilized 2,000 partners and UN agencies to reach 116 million people in 33 countries · UNITAR trained ~550K individuals worldwide · UNDP helped 160 million people gain access to essential services for health, education, and water · IOM reached 4 million beneficiaries with cash-based support · UN-Habitat benefited 320K people through improved water and sanitation services · ILO supported reforms that improved social protection coverage for 18 million people worldwide · WFP distributed 4.8 million metric tonnes of food · ITU allocated spectrum and satellite resources to ensure global telecom and ICT access · Spotlight mobilized \$250M+ and backed 1,400+ grassroots organizations in fragile settings since 2016 · UNDP helped 51 million people gain access to renewable energy · UNU provided free-of-charge online access to 8,700+ publications · WHO delivered \$44M critical supplies to 22 emergencies in 77 countries · UNAIDS helped ensure 31 million people received life-saving treatment · OCHA supported >370 families of humanitarian workers killed · UNICEF delivered over 1.5 billion polio vaccine doses to 87 countries · UNCTAD delivered over 200 technical assistance projects in more than 70 countries · DCO aligned activities with the development priorities of 98% of host governments · UN Women disbursed more than \$220 million to civil society organizations, local organizations and networks working towards gender equality · OCHA assisted ~120 million people with assistance · UNIDO delivered technical cooperation services worth \$291 million · UNDP helped register 377 million voters · UN Peacebuilding Fund allocated over \$116 million to 32 countries and territories · WFP reached 160 million people with life-saving and life-changing food assistance · UNEP helped bring 1.6 million hectares of land and marine areas under improved management, benefiting about 1 million people · UN-Habitat reached 6.7 million internally displaced people with tailored support · UNHCR assisted

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## Step 1: Mandate creation

# Mandate creation

## >40,000

mandates, decisions, and presidential statements issued by the General Assembly, ECOSOC, Human Rights Council and Security Council since 1946.

16. By creating mandates, Member States instruct and guide the UN system in how to address global challenges and improve hundreds of millions of lives around the world every year in accordance with the values and objectives of the UN Charter. These mandates aim to produce real-world results. Effective approaches are therefore essential to create mandates that will drive impact.

17. This section identifies two key hurdles facing effective creation:

- **Poor visibility across the landscape of existing mandates and the work of different mandating bodies; and**
- **Challenges in mandate design that may constrain impact during mandate delivery.**

This section examines each of these issues and proposes potential solutions to create mandates that will deliver even stronger impact in the years to come.

**Over 20 mandating bodies<sup>3</sup>**  
for UN System entities

1 GA	6 for related organi- zations	13 for specialized agencies
1 SC		
1 ECO SOC		

*Note: Refer to footnote in this chapter for the definition of mandating bodies. Bodies such as executive boards are not included here. GA = General Assembly, SC = Security Council*

## POOR VISIBILITY ACROSS MANDATES AND MANDATING BODIES

18. An essential precondition for creating impactful mandates is to have full visibility across the mandate landscape: What mandates already exist on the same or related topics? Who adopted them? Who is implementing them, and with what results? Comprehensive answers to these questions are often difficult for Member States to obtain – to the detriment of effective mandate creation.

### Incomplete mandate registries and uneven support

19. Across the UN system, there are more than 20 intergovernmental bodies – including the three principal organs mentioned above – that issue mandates.<sup>3</sup> Yet only a limited number of registries compile mandate texts and make them easily accessible to Member States. This poses a serious practical challenge to obtaining comprehensive information on existing mandates, current responsibilities within the

UN system and a full understanding of the overall landscape. These gaps persist despite calls by the General Assembly and others to expand the use of digital repositories to strengthen institutional memory (e.g., A/RES/77/335).

20. Although the UN Secretariat provides dedicated substantive support to individual mandating bodies, few services exist to promote visibility or coordination across these bodies. As a result, they may work in relative isolation, without full awareness of the others' programmes of work. Capacity to provide intergovernmental support also varies widely across UN system entities, and there is little formal interface across these entities that can quickly channel collective UN system expertise on relevant issues to Member States during mandate creation. As a result, Member States may need to consult many different UN counterparts in order to obtain the information they want during the mandate creation process. This raises transaction costs – particularly for smaller delegations – and can contribute to less impactful results.

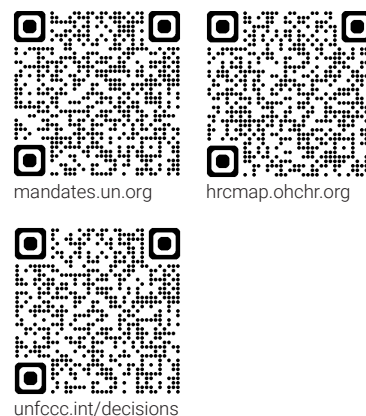
### Overlap across mandating bodies

21. Poor visibility and uneven coordination across mandating bodies also contribute to overlap in the subjects these bodies address. For example, since 1990, an average of 20 subjects covered in General Assembly resolutions every year have also appeared in resolutions adopted by ECOSOC or the Human Rights Council. Such overlap may be beneficial where it fosters complementarity across mandating bodies on a given subject. This can only occur, however, if the decision to address a subject across different bodies is intentional and based on full information.

22. Otherwise, it may lead to potentially unproductive duplication. There are already examples of this, such as parallel reporting requirements across mandating bodies on the same subject matter. This kind of duplication may dilute impact and generates considerable additional costs, while again placing a heavy burden on Member States. Assessing in advance whether potential overlap will prove productive depends in large part on the visibility across the mandate landscape which currently remains elusive.

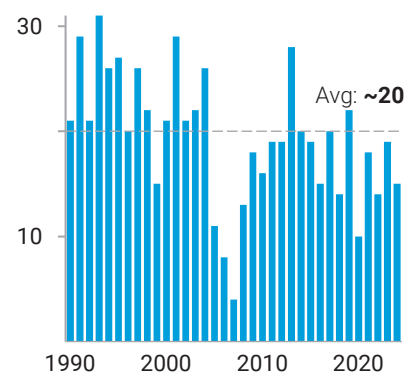
### Mandate registries can help

Examples of detailed registries



### Same subjects across bodies

Resolutions on identical subjects from more than one of GA, ECOSOC or Human Rights Council



Source: Estimates based on UN Digital Library data

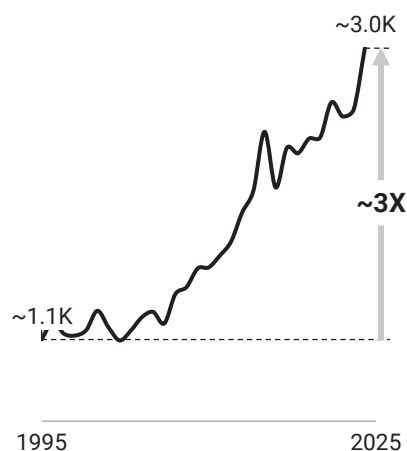
## PROPOSED SOLUTIONS

23. A number of initiatives are already under way to improve visibility across the mandate landscape. These include a digital mandate registry created through the UN80 Initiative, a digital mandate registry covering the Human Rights Council created by the Office of the High Commissioner for Human Rights (OHCHR), and a digital registry covering documents and decisions of the UN Framework Convention on Climate Change (UNFCCC). The General Assembly is also continuing to develop a catalogue of relevant provisions to revitalize its work. In addition, the following proposals could help further improve visibility, coordination and support for Member States during mandate creation.

- 1 **Accelerate the creation of comprehensive registries** of existing mandate texts issued by all mandating bodies
- 2 **Improve UN Secretariat support for Member States during mandate creation**, based on priorities established by Member States
- 3 **Strengthen support by UN entities to coordinate and promote greater visibility** across the work of mandating bodies
- 4 **Develop tools using artificial intelligence to assist with mandate drafting**, including by producing summarized information to support Member States' decision-making, flagging potential complementarities or duplications in draft texts or meeting agendas across mandating bodies

### Resolutions tripled in length

Average word count GA, SC, ECOSOC



1995

2025

Source: Estimates based on UN Digital Library data

## CHALLENGES IN MANDATE DESIGN

24. Optimizing mandate design from the start helps to ensure maximum impact during delivery. However, recent trends in mandate design may give rise to concern. Mandates are growing longer and more prescriptive and are also less likely to make provision for resources to fund the new activities they call for.

### More and longer resolutions

25. There has been a substantial increase in both the number and length of resolutions adopted by mandating bodies over time. Numbers of resolutions per year grew sharply in the General Assembly in the 1980s and the Security Council in the 1990s and have now mostly plateaued at these high levels. Increases in the

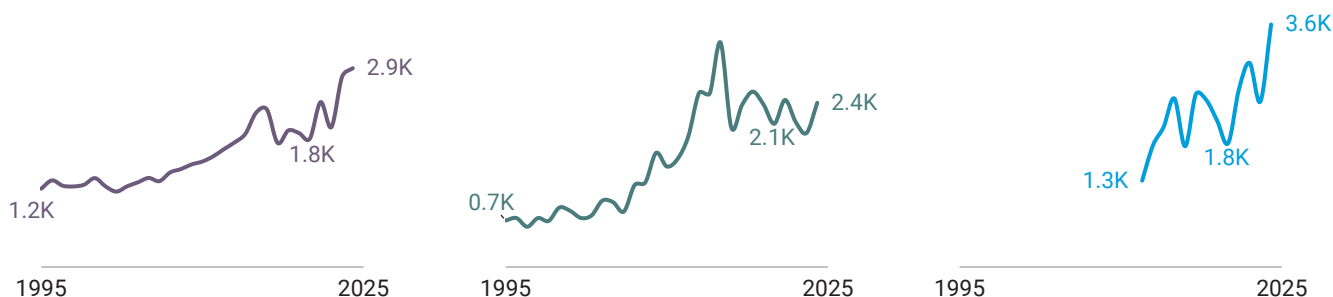
## Resolution word count increased for all 3 principal mandating UN organs

Average word count of resolutions

General Assembly

Security Council

Economic and Social Council



Note: ECOSOC resolutions data available from 2012. Source: Estimates based on data from UN Digital Library & DGACM

length of individual resolutions are even more striking. Since 2020, General Assembly resolutions have seen average word counts rise by 55 per cent, and ECOSOC resolutions have grown by more than 95 per cent. Security Council resolutions have more than doubled their word counts since 1995. Last year, resolutions adopted by these three principal organs averaged more than 3,000 words each – nearly triple their average length thirty years ago.

26. Longer texts may add value, addressing issues comprehensively, citing relevant considerations and advancing important objectives. But more complex texts can also obscure priorities and detract from potential impact. In addition, the costs associated with producing and processing texts rise as they get longer. These trends have taken place against a backdrop of largely stagnant Regular Budget funding since 2020. Mandating bodies recognize these challenges, with the General Assembly, for example, recommending shorter, action-oriented texts to facilitate impact (A/RES/77/335).

## More tasks with fewer resources and less flexibility

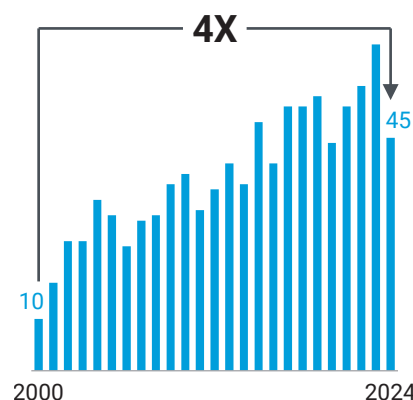
27. Even more concerning from the perspective of resource availability, mandating bodies are now also increasingly requesting new tasks without providing corresponding resources. In 2024, more than 15 per cent of General Assembly resolutions mandated new activities “within existing resources”. Resolutions requiring implementation “within existing resources” are over four times more prevalent today than they were in 2000. The 2006 mandate review had already identified inadequate resourcing as a critical problem, yet it has intensified since. Continuing to mandate new activities without resources is unsustainable. It undermines capacity to deliver impact

# >15%

of GA resolutions in 2024  
mandating work “within  
existing resources”

## “Within existing resources”

General Assembly resolutions  
containing the phrase “within  
existing resources”



Source: Estimates based on UN Digital Library data

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~50%

of active mandate sources now  
instruct specific entities to carry  
out tasks

and limits flexibility to allocate resources strategically. Over time, this is creating a growing disconnect between expectations and real impact, ultimately eroding trust in the Organization.

28. A related issue is the tendency of mandates to specify which entities should implement them. Nearly half of active mandates<sup>4</sup> include at least one instruction to a specific entity to carry out tasks. Anecdotal evidence also suggests a rise in mandates that prescribe in detail the activities to be undertaken and how. Such prescriptive assignments may fail to take account of available resources or capacities across the UN system, potentially weakening impact and disrupting other activities. Prescriptivism also constrains efforts to determine the most effective arrangements for mandate delivery based on comparative advantages across the UN system, which may further limit impact.

## PROPOSED SOLUTIONS

29. Efforts to improve mandate design must proceed in full respect of the prerogatives of Member States who adopt them. The proposals below are intended for Member States' consideration and to help them craft clear, concise and actionable texts that are more likely to deliver impact during implementation.

- 1 **Reduce the length of mandate texts wherever possible** in order to ensure mandates are effectively implemented and with greater impact (in line with recommendations in A/RES/77/335, para. 45)
- 2 **Frame mandates that allow the Secretary-General appropriate flexibility to assign tasks** based on comparative advantages and resources across the UN system
- 3 **Refrain from mandating new tasks which are not backed by corresponding resources** or an explicit reduction in other mandated tasks
- 4 **For new mandates, complement estimates of regular budget expenditures** prepared by the Secretary-General (in accordance with rule 153 of the rules of procedure of the General Assembly) with additional information on related programmatic activities across the UN system and all sources of funding

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Footnote 3: For the purposes of this report, "mandating bodies" will be the term used to refer to any of these intergovernmental bodies, including the relevant principal organs of the UN and their subsidiary organs.

Footnote 4: Active mandates" refers to the nearly 4,000 mandate sources cited in Programme and Peacekeeping budget documents from 2026 from UN Secretariat, including those entities whose secretariats are part of the UN Secretariat.



achieved 41 institutional changes for social protection in 10 countries · UNODC benefited 500,000 families globally with technical assistance to reduce illicit crop cultivation · UNHCR provided legal assistance to 1.4 million people · UN Women strengthened leadership and capacity of 3,500+ civil society and women-led organizations · UNEP helped bring 1.6 million hectares of land and marine areas under improved management, benefiting about 1 million people · WMO helped LDCs and SIDS improve early-warning systems for 397 million people · UNRWA provided emergency food or cash assistance to 2.6 million people · DPPA conducted 100 Rapid Response deployments of staff and envoys · UNICEF delivered humanitarian assistance to millions of children across 448 emergencies in 104 countries · WHO delivered \$44M critical supplies to 22 emergencies in 77 countries · Spotlight reached 384 million people, engaged 8M youth and aided 3 million gender-based violence survivors · UN-Habitat reached 6.7 million internally displaced people with tailored support · UNAIDS expanded coverage of ~3.5M people to oral pre-exposure prophylaxis · FAO provided agricultural inputs to 158,000 households · OHCHR assisted 10,500+ slavery survivors in 36 countries · ITU allocated spectrum and satellite resources to ensure global telecom and ICT access · UNCDF developed the Gambia River Basin master plan benefiting 1 million people · OCHA provided 300,000 people with 300,000 families of humanitarian workers killed · UNICEF provided safe water to more than 33 million people · UNIDO delivered technical cooperation services worth \$291 million · IFAD helped create 195,000 agriculture jobs for rural communities · UNFPA reached 11 million marginalized girls with life-skills programmes · UNU provided free-of-charge online access to 8,700+ publications · WFP supported 88 countries with national social protection programmes · UPU served 7.3 billion people through the international postal network · UNESCO trained 850,000 teachers to better prepare learners for the future · IAEA delivered \$8.6M in equipment for nuclear safety, security and safeguards in Ukraine · IOM reached ~6.5 million people in Ukraine and neighbouring countries · UNICEF provided basic sanitation, and hygiene services to over 21 million people · OHCHR supported 49,000+ torture survivors in 93 countries · OCHA delivered nearly \$54M in anticipatory financing helping communities prepare for crises · UNDP helped register 377 million voters · UNMAS confirmed 4,000 km<sup>2</sup> of roads safe through mine action programmes · UNITAR provided training for 40K medical officers in India · WHO supported 7,800 critically ill patients in 45 countries with advanced clinical management at any given time · UNV mobilized ~15K volunteers in 169 countries and territories · UNOPS procured \$1.7 billion worth of goods and services for its partners · UNFPA provided sexual and reproductive health services to 54 million women and young people · ITU supported 160 countries in adopting a broadband plan or national digital agenda · OCHA disbursed \$1.5B to the worst and most underfunded crises · UNEP helped 70 countries update their national biodiversity strategies · ITC supported more than 10,000 women-led businesses · IOM assisted ~20,000 individuals with safe evacuation, return and voluntary transfer in crisis situations · DPPA's Geoguard tool delivered climate and environmental data to 29 countries · WIPO enrolled more than 150,000 participants in education courses · UNICEF treated over 9 million children for severe wasting and severe acute malnutrition · WFP supported more than 28 million people with malnutrition treatment and prevention · IFAD approved over \$800 million in climate finance · OPCW inspected over 5,000 industrial facilities · UNMAS removed or destroyed 2 million explosive ordnance items · UNODC provided technical assistance against organized crime across 156 countries · UNAIDS supported 84

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## Step 2: Mandate delivery

# Mandate delivery

## >240

intergovernmental bodies, including committees and other forums established by principal organs and serviced by the UN Secretariat

30. Mandate delivery is how the UN system implements the tasks entrusted to it by Member States, from major global initiatives like the Sustainable Development Goals and the Pact for the Future to specific programmes and activities. It is how the UN system helps translate agreements on key objectives like gender equality into real and meaningful improvements on the ground. Mandate delivery is also the basis on which Member States and the wider public assess the value of the UN system. As with mandate creation, impact must therefore remain the guiding principle.

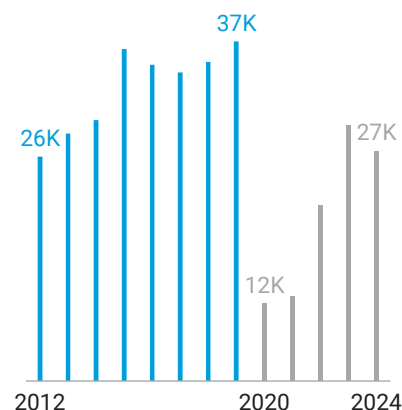
31. This section identifies three concerns that may hinder mandate delivery and reduce impact:

- **Proliferating meetings and reports;**
- **Inadequate management of mandate delivery; and**
- **Misaligned funding modalities.**

This section considers each of these issues and proposes potential solutions that build on the 2018 UN reforms and complement other efforts under way through the UN80 Initiative.

## Meeting numbers rising again

Meetings serviced by UN Secretariat



Source: DGACM data

## PROLIFERATING MEETINGS AND REPORTS

32. Meetings and reports are an essential component of mandate delivery. They enable dialogue and information exchange – both of which are critical to create agreement on important issues and develop the norms that guide the international system. Meetings and reports keep Member States informed of key developments and allow them to provide necessary guidance. Ultimately, they are key means of enabling stronger impact.

33. But they are also expensive: in 2024, the UN Secretariat spent more than \$360 million on direct costs associated with meetings and reports like editing and translation, or more than 10 per cent of the Regular Budget. Indirect costs – including research and drafting

– would raise that figure considerably. Given both their important functions and substantial resource consumption, it appears appropriate to review these mandates to ensure they deliver maximum impact.

### More meetings

34. The United Nations facilitates thousands of meetings every year, including 27,000 last year alone. These are the essential platforms where Member States come together to resolve challenges and set priorities. But meetings and associated support requirements have also increased in recent years. As a result, a larger share of overall capacity is now devoted to meeting support. The number of meetings peaked in 2019 but fell sharply during the COVID-19 pandemic. They have since resumed a strong upward trend, though not yet returned to pre-pandemic levels.

35. In 2025, more than 240 bodies – including committees and other forums established by the three principal organs – required UN Secretariat support. Despite earlier efforts to streamline these bodies, there are now eight more than a decade ago, with more than 60 new bodies created and more than 50 discontinued during that period. Work associated with the cycle of establishment and closure of these bodies places additional demands on UN Secretariat resources beyond regular meeting services. New technology

## >\$360M

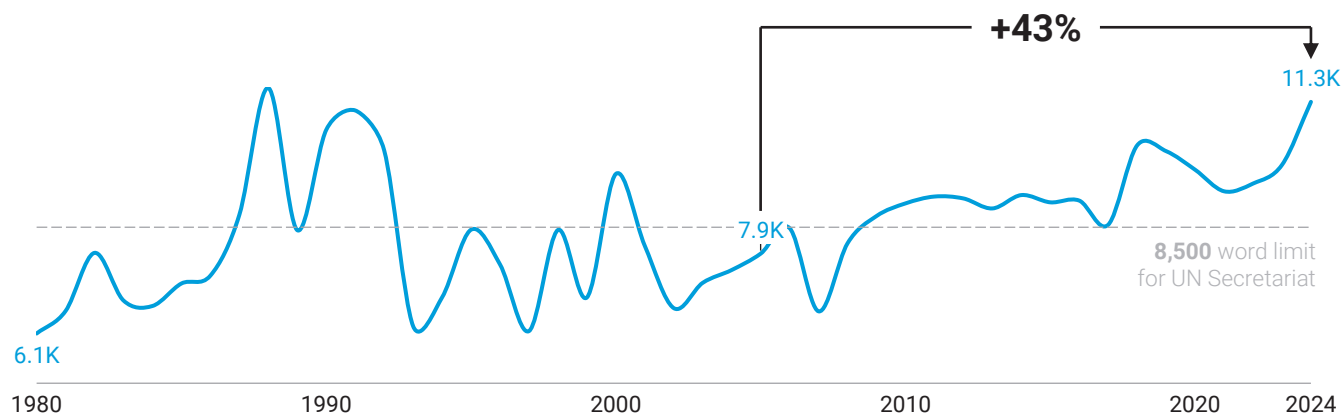
direct costs associated with  
meetings and documentation  
services for inter-governmental  
bodies serviced by the Secretariat

## +8

net increase in inter-  
governmental bodies  
between 2016 and 2024

### Length of reports has grown and is now more than 40% longer than 20 years ago

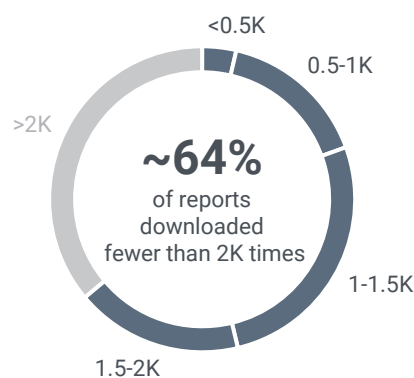
Average word count of reports to principal UN organs



Source: Estimates based on UN Digital Library data

### Most reports: Few downloads

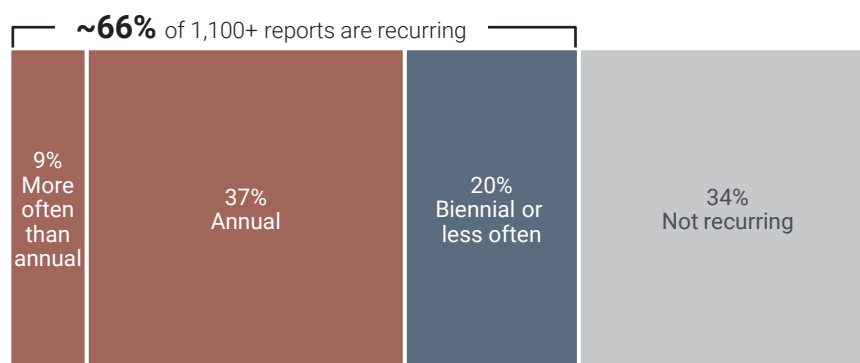
Downloads of reports (2024/25)



Source: UN Official Document System (ODS)

### Most reports recur – nearly half are annual or more frequent

Distribution of reports by frequency (2024 reports)



Source: Estimates based on UN Digital Library data

like artificial intelligence could strengthen efficiency and better support Member States during meetings. While some of these tools are already being used, wider adoption could lead to even further improvements.

### More reports

36. Mandated reports represent a large share of UN Secretariat deliverables, with about 55 per cent of active mandate sources requiring reports. Like meetings, reports are an important part of mandate delivery. Last year, the UN Secretariat published more than 1,100 reports – an increase of nearly 20 per cent since 1990. More than 60 per cent of these reports cover recurring topics. Reports also address similar issues for different bodies.

37. Reports are also growing longer, with average word counts rising by 40 per cent since 2005. Reports to the General Assembly, Security Council and ECOSOC now average around 11,300 words each – about one-third longer than the recommended limit for UN Secretariat reports. Despite the vast output, or perhaps partly because of it, most reports are not widely read. Last year, nearly 65 per cent were downloaded fewer than 2,000 times, compared to the top 5 per cent of reports that were accessed at least 5,500 times. Download statistics alone are not proof of a report's utility: important issues may not always find wide public leadership. But these figures are indication of a need for wider discussions when considering reports.

## PROPOSED SOLUTIONS

38. The proposals below are presented with a view to maximizing the value of meetings and reports and seek to promote an appropriate balance between supporting functions for Member States and direct impact.

- 1 **Prioritize and streamline requests** in mandates for reports or meetings
- 2 **Provide shorter reports** and reduce maximum word counts
- 3 **Combine reports covering similar issues and contexts wherever feasible** (for example by merging separate regional reports on the same issue or submitting one report to different mandating bodies requesting reports on similar issues)
- 4 **Introduce different report formats** based on needs and content type; first reports could be longer followed by shorter updates, visual dashboards, in-person briefings or other formats
- 5 **Publish download statistics for all reports** to inform further discussions on reporting practices

## INADEQUATE DELIVERY MANAGEMENT AND COORDINATION

39. Whilst meetings and reports are a means to an end, Member States' ultimate objectives for mandates are to improve people's lives and resolve challenges. Achieving this kind of impact depends heavily on effective management of mandate delivery. Any shortcomings in this regard would detract from Member States' objectives and ultimately reduce impact.

### Poor division of labour within the UN system

40. Efficient and impactful delivery requires a clear allocation of responsibilities based on agreed competencies and accountabilities. But current processes and practices do not enable the UN system to achieve a clear division of labour. Effective coordination across entities when preparing budgets and programmes is limited. Although recent reforms have strengthened coordination at country-level, these have not yet been matched by similar improvements at the global level.

# ~4,000

resolutions and other mandate sources cited in the UN Programme Budget to explain why programmes exist and require resources<sup>4</sup>

### Entities cite same mandates

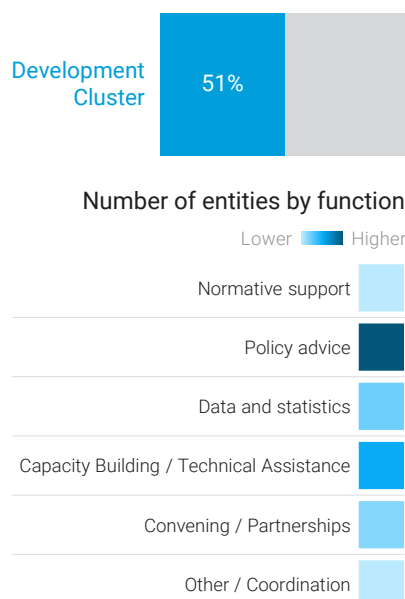
Share of mandates cited by more than 1 entity in the UN Secretariat Programme Budget for 2026



Source: Proposed Programme Budget for 2026

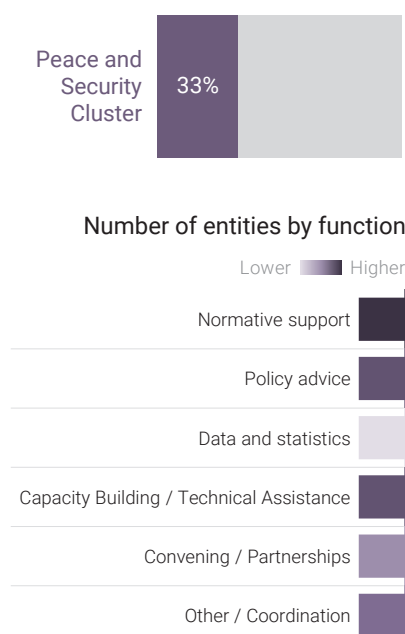
### Duplication risk: Development

Share of mandates cited by more than 1 UN Secretariat entity



### Duplication risk: Peace & sec.

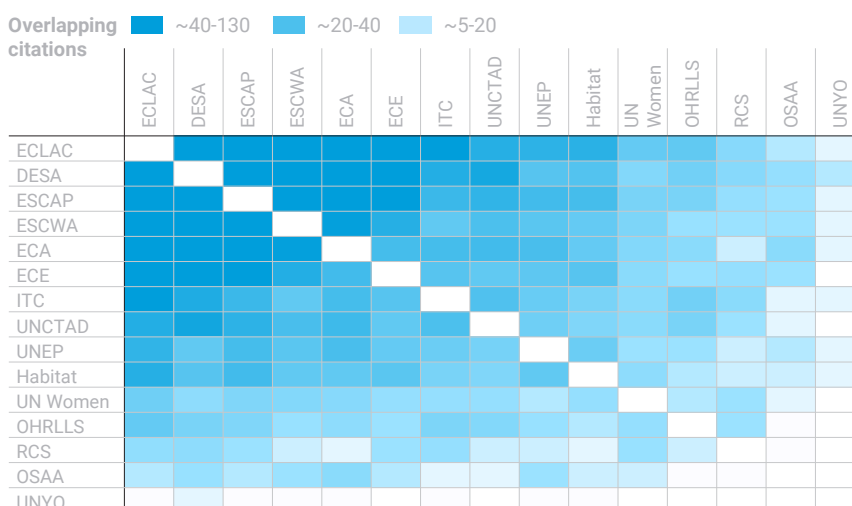
Share of mandates cited by more than 1 UN Secretariat entity



Source: Proposed Programme Budget for 2026

### Shared development mandates need clear division of labour

Number of overlapping mandate citations between entities in the UN Secretariat Programme Budget (excerpt for the development cluster, see Annex for more)



Source: Proposed Programme Budget for 2026

41. Existing oversight in the UN system mainly focuses on programme planning, budgets and operational issues of individual UN entities in isolation, rather than seeking to ensure strategic alignment across the system to drive impact and efficiency. This is especially visible in the UN Secretariat, where entities cite nearly 4,000 mandate sources as a legislative basis for proposed programme budgets. Many entities cite the same mandates. About 50 citations refer to mandates that appear inactive, like the Millennium Development Goals.

### Duplication risks

42. One potential outcome of unclear division of labour is duplication, which becomes more likely when many UN entities are working to deliver the same mandates. Such situations are not inherently negative: partners working together on complex issues can add complementary value when part of an intentional, coherent strategy. Global frameworks like the 2030 Agenda and the Pact for the Future show how mandates can bring the UN system together to deliver and multiply impact rather than duplicate efforts. In some cases, positive overlap may be required to achieve this multiplier effect.

43. But there are signs of duplication risks in mandate delivery that merit closer review. In the development pillar, for example, about half of mandates cited in the programme budget are cited by multiple entities. In the peace and security pillar, the rate is about 33 per cent. Overlapping mandate citations may also contribute to functional

overlap, in which multiple entities carry out the same functions to deliver the same mandates.<sup>5</sup> This kind of overlap is clearly visible in a number of functions, including policy, data, statistics, capacity-building, technical assistance, normative support and coordination. Common services like IT, procurement and human resources are also widely replicated across the UN system. Separate UN80 Initiative workstreams are examining these issues in greater detail. Recent evaluations of ongoing reform efforts, including the repositioning of UN Country Teams, are also shedding light on opportunities to consolidate efforts across the UN system to deliver better, together.

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~40%

over Member States report  
earmarking as their preferred  
funding approach

## PROPOSED SOLUTIONS

44. UN reforms adopted in 2018 have improved mandate delivery, resulting – for example – in generally higher satisfaction among Member States on support for SDG implementation. These efforts are helping to move the UN system towards a more coherent, joined up approach. The proposals below aim to build on these improvements to strengthen the division of labour across the UN system – supported by more rigorous strategic oversight – to deliver even greater impact in the years to come.

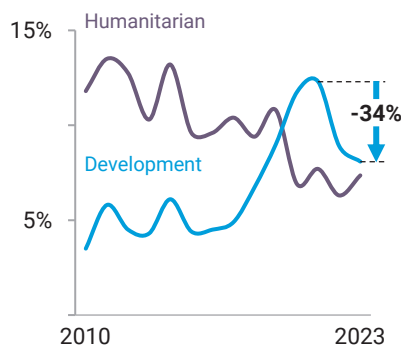
- 1 **Strengthen internal strategic oversight of the UN system division of labour at all levels** to ensure effective, efficient programmatic and operational support. This builds upon 2018 reform commitments and efforts to strengthen Resident Coordinator system leadership.
- 2 **Ensure UN entities review mandate citations in their programmes and budgets** so that entities only cite mandates for which they have demonstrable comparative advantages
- 3 **Make better use of system-wide coordination platforms** (e.g., Inter-Agency Standing Committee, UN Sustainable Development Group and UN System Chief Executives Board for Coordination) to avoid duplication and ensure strategic use of resources across the UN system

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Footnote 5: The functions in question are set out by the General Assembly in A/RES/71/243.

### Share of pooled funding down

Percentage of earmarked voluntary contributions provided via inter-agency pooled funds, trend by pillar



Source: UNDS Financing Report; UN DESA statistics

## MISALIGNED FUNDING MODALITIES: ENTRENCHING FRAGMENTATION

45. Funding is an essential precondition for mandate delivery. The overwhelming majority of UN system funds comes from voluntary contributions – about 80 per cent in 2023. For the Secretariat, that figure is about 40 per cent. Most country-level delivery comes from these voluntary contributions and is particularly vulnerable in the current environment of funding cuts. With regards to assessed contributions, Member States have an obligation under the Charter to pay fully and on time. Assessed funding should be predictable, but it is also extremely specific.

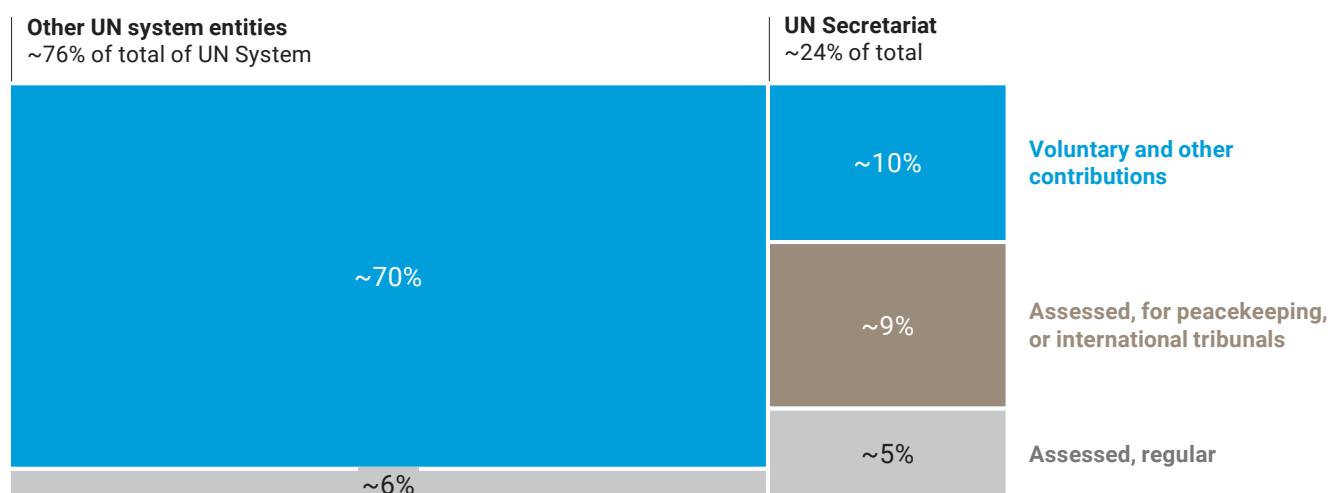
46. Therefore, Member States' practices in allocating funds have far-reaching consequences. These practices – including earmarking and small grant sizes – often hinder maximum impact and can exacerbate existing challenges for programme fragmentation.

### Funds heavily earmarked and spread too thin

47. Despite commitments in the Funding Compact, which was adopted in 2019 and most recently revised in 2024, earmarking remains a widespread and growing challenge. In 2023, over 85 per cent of voluntary funding for the UN system was earmarked, and nearly 40 per cent of Member States reported earmarking as their preferred approach in the 2024 QCPR survey. This impedes UN entities' agility in directing resources to maximize impact.

### Partners provide different types of funds: Voluntary contributions account for ~80% total

Share of UN System revenue by funding type, UN Secretariat and other UN System entities (2023)

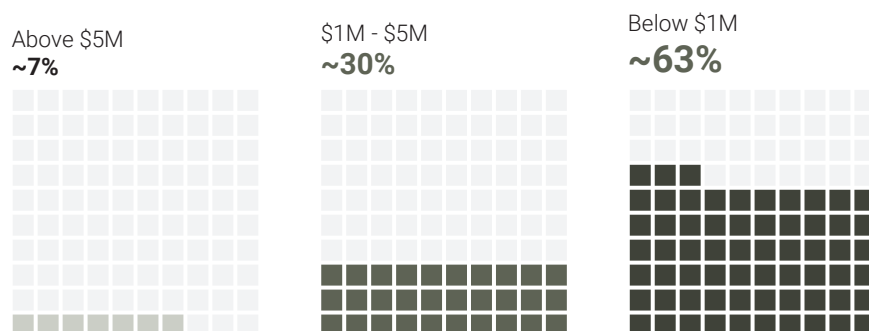


Source: UN Chief Executives Board statistics



## Most government partners provide small grants

Share of government contributors by average grant transaction size (2023)



Source: Estimates based on OECD data (2023)

48. In addition to earmarking, donors tend to allocate relatively small amounts in each grant, essentially spreading funds thinner across many activities. In 2023, more than 60 per cent of grant transactions with Government contributors were below \$1 million. As a result, about 75 per cent of grant transactions covered just 16 per cent of total voluntary funds that year. Smaller, more numerous grants push up overhead and transaction costs, requiring UN entities to spend more time on process at the expense of impact.

## Declining support for pooled funds

49. In 2023, less than 10 per cent of voluntary funding was channelled through pooled funds – far below the 30 per cent target established in the Funding Compact. Pooled funds offer a mechanism to overcome challenges arising from earmarking and smaller grant sizes, but donor support for them is declining. The share of humanitarian funding channelled through pooled funds has been decreasing long-term to around 7 per cent of all funds. After an earlier rise, contributions to pooled funds with a development focus have also recently fallen again, dropping by more than 30 per cent since 2021.

## Entrenching programme fragmentation

50. Member States' highly specific funding modalities can interact with existing fragmentation of programmes in the UN system, to the detriment of mandate impact. This fragmentation can be seen in delivery across key themes like the SDGs, for example. In 2023, an average of four UN entities accounted for more than 80 per cent of expenditure on each SDG. The remaining 20 per cent of funding was scattered across up to 20 other entities, raising questions about whether these entities are leveraging comparative advantages or spreading themselves too thin.

~75%

of transactions add up to only 16% of voluntary funding

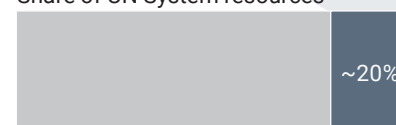
## Many entities, few resources

While accounting for 20% of UN System resources, the UN Secretariat houses 80% of ASG/USG-led entities

Share of UN System entities



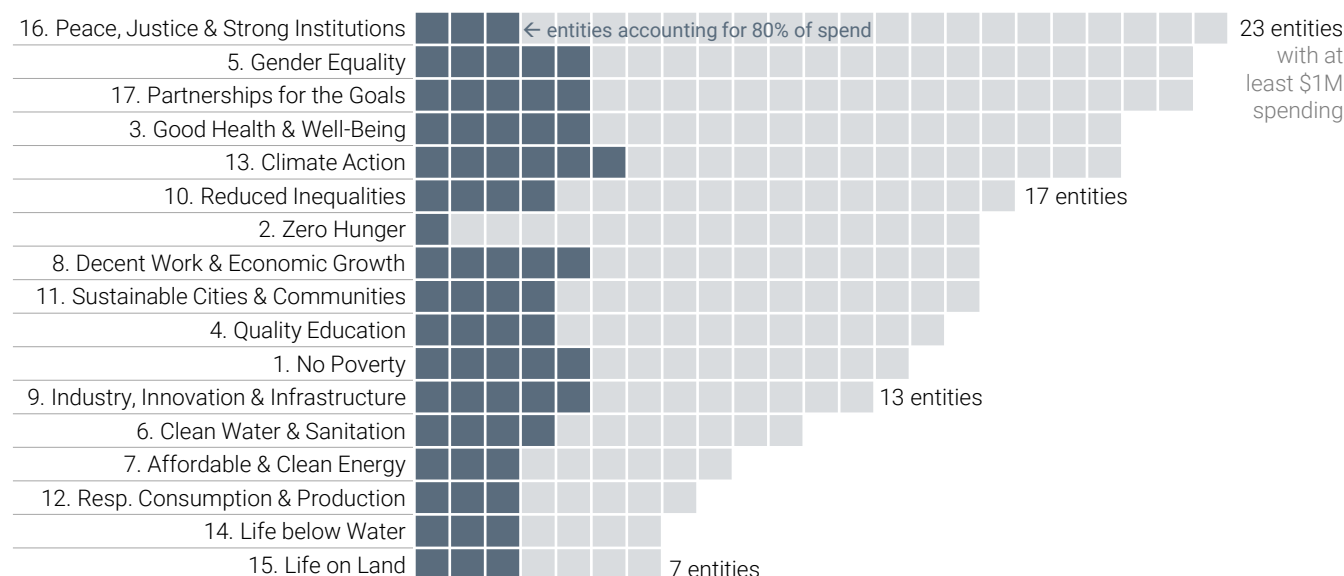
Share of UN System resources



Source: UN System chart; UN Chief Executives Board statistics

## Just 4 entities usually account for >80% of expenditure on each SDG – with the rest scattered thin

Dark squares show entities accounting for >80% spending per SDG; light squares are entities spending the remainder



Note: UNEP, UNHABITAT, UNODC included in Secretariat. Analysis covers 35 entities with spend tagged with an SDG. Source: UN Chief Executives Board statistics

51. Fragmentation is also clearly visible in the UN Secretariat, which receives only about 20 per cent of UN system resources yet houses about 80 per cent of UN system entities led at the Assistant Secretary-General level or above. And it is especially apparent in the UN Regular Budget, which represents only 5 per cent of total UN system resources but is divided into hundreds of programmes and subprogrammes, some covering activities with as few as three staff.

52. In the current environment of declining total funds, fragmentation is likely to intensify and competition for resources grow, incentivizing more opportunistic and less strategic approaches by individual entities. Practical options to address these challenges are being developed through the workstream examining structural changes and programme realignment.

## PROPOSED SOLUTIONS

Several actions can be proposed to adapt funding modalities for impact.

- 1 **Fully apply all commitments by Member States and the UN system through the Funding Compact** and strengthen dialogue to this end
- 2 **Allow UN system entities greater flexibility to redeploy resources** quickly with reasonable justification, including to protect essential country-level delivery from funding cuts
- 3 **Consider implementing relevant forthcoming recommendations from the UN80 Initiative workstream on structural changes and programme realignment**

UNCTAD delivered over 200 technical assistance projects in more than 70 countries · UNHCR reached 1.7 million people with gender-based violence prevention support · UNFCCC supported 170 countries in preparing their nationally determined contributions · UNDP helped 51 million people gain access to renewable energy · DPPA carried out 140 mediation expert deployments in 27 contexts · UNESCO helped protect 1,200 world heritage sites across 168 countries · UNICEF helped detect wasting early in 251 million children under five · IFAD reached 96 million people with agriculture finance support · WFP reached 160 million people with life-saving and life-changing food assistance · OCHA allocated \$64M to anticipatory and early action initiatives · UN Women disbursed more than \$220 million to civil society organizations, local organizations and networks working towards gender equality · ITU supported 160 countries in adopting a broadband plan or national digital agenda · WIPO enrolled more than 150,000 participants in education courses · UNODC monitored 1,300 new psychoactive substances in 150 countries and territories · WHO allocated \$52 million to respond to 51 health emergencies in 89 countries and territories · UN-Habitat enabled over 5.7 million people to live in its developed urban plan areas · UNOPS delivered \$600 million worth of projects in landlocked developing countries · IOM assisted over 100 individuals escape from non-refugee country transfer in crisis situations · UNICEF supported health centres where 1 in 4 babies worldwide were born · IMO disbursed \$22 million to maritime partners · UNEP provided \$200M in grants to help 35 developing countries advance low-carbon development, reached 17 million people, and cut emissions equal to 65M cars · UNMAS cleared more than 4.4 million m<sup>2</sup> of explosive ordnance-contaminated land in Afghanistan · Spotlight mobilized \$250M+ and backed 1,400+ grassroots organizations in fragile settings since 2016 · ILO improved the operations of social protection systems in 21 countries · UNRWA conducted recreational activities for >350K children · OCHA disbursed \$1.5B to the worst and most underfunded crises · OHCHR helped over 12,600 victims of gender-based violence gain access to urgent support · UNFPA reached 14 million people with sexual and reproductive health services · UNAIDS helped ensure 31 million people received life-saving treatment · ITU supported over 90 countries in adopting e-waste regulation · IOM reached ~6.5 million people in Ukraine and neighbouring countries · WHO prequalified 48 pharmaceutical products, 21 pharmaceutical ingredients and 22 cold-chain products · OCHA mobilized 2,000 partners and UN agencies to reach 116 million people in 33 countries · UNDP assisted 20 million people in situations of forced displacement · WFP supported 88 countries with national social protection programmes · UNICEF provided safe water to more than 33 million people · OHCHR secured the release of more than 3,000 arbitrarily detained people · OCHA released \$3.4M to humanitarian responders in Nepal six minutes after verified flood warnings · UNCDF developed the Gambia River Basin master plan benefiting over 6 million people · UNV supported 59 UN partner programmes and field operations worldwide · IOM reached 4 million beneficiaries with cash-based support · UNODC benefited 500,000 families globally with technical assistance to reduce illicit crop cultivation · IFAD helped create 195,000 agriculture jobs for rural communities · UPU supported 4.5 million postal workers worldwide · UNMAS removed over 5,000 explosive ordnance items in South Sudan · WHO expanded access to mental health services to 70 million people · SRSG-CAAC aided 16,500 children formerly associated with armed groups · UN Women strengthened the legal and policy environment protecting the rights of 3 billion women and girls in 83 countries · OCHA mobilized

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## Step 3: Mandate review

# Mandate review

## >370

agenda items and sub-items are recurrently discussed in the General Assembly

**53. Regular reviews of mandates are essential to assess their impact and ensure they remain relevant, actionable and aligned with priorities. Such reviews serve to clarify where the UN system adds the greatest value and where resources can be most productive.**

This section identifies two principal challenges:

- **Limited review mechanisms; and**
- **Gaps in UN system-wide accountability for impact.**

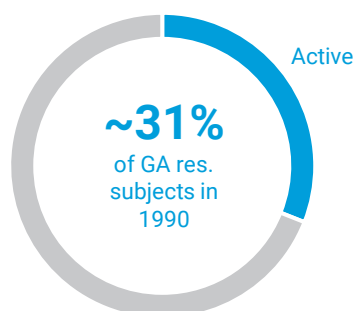
This section examines each of these issues and proposes solutions to strengthen mandate review processes.

## LIMITED REVIEW MECHANISMS

54. Many mandates continue for extended periods and are discussed repeatedly with varying degrees of frequency. This is not in itself necessarily problematic, given the enduring nature of many of the challenges involved and the essential role of interactions among Member States to address them. But the high rate of recurring business over the decades – combined with a frequent lack of formal provisions for review – suggests room to strengthen mandate review mechanisms.

### Long-standing subjects

Share of General Assembly resolution subjects from 1990 still being discussed in 2024



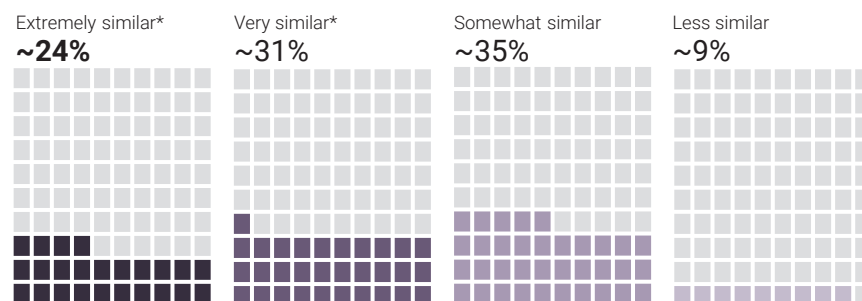
Source: Estimates based on UN Digital Library data

### Frequently recurring business with limited changes to mandates

55. There is a tendency to repeat discussions on mandates over long periods of time. More than 30 per cent of General Assembly resolution subjects in 1990, for example, were still the subject of resolutions in 2024. The General Assembly agenda last year included 371 items and sub-items that are regularly discussed, including 215 which are discussed every year. Discussions of these items do not always lead to concrete, intergovernmentally agreed outcomes: about one in five annually recurring agenda items or sub-items did not result in any resolution or decision last year. When resolutions on recurring business are adopted, the texts often remain similar to previous versions. Since 2010, more than half of General Assembly

## Most recurring resolutions almost identical to previous version

Textual similarity of 420+ recurring General Assembly resolution texts (2010-2024)



\*"Extremely" and "very similar" mean >90% and >80% identical content to preceding resolution, respectively.

Note: Calculated using the Levenshtein method (character-level)

Source: Estimates based on UN Digital Library data

resolutions adopted on recurring subjects were either extremely or very textually similar to previous versions.

56. This does not mean all repetition is negative or superfluous. Repeated discussions are often productive – even without resolutions – as they may provide needed focus on important issues, contribute to establishing norms for the international system or help build consensus for future action. Small textual revisions may also lead to significant practical changes for implementation. But in general, the high rate of recurring business – including without major textual changes to previous discussions – merits consideration of how to ensure time and resources are used as effectively as possible.<sup>6</sup>

## Lack of review instructions or standard review processes

57. This high share of recurring business coincides with a frequent lack of clarity on precisely when or how to review mandates, including consideration of when to retire them altogether or stop certain activities. Some mandates – like for peacekeeping missions – do have clear review procedures. But most do not: more than 85 per cent of active mandates lack instructions on review or termination. In addition, the Secretary-General has not frequently used the existing authority to propose to the General Assembly a list of deliverables for termination. Even when review instructions are clear, there may also be a certain degree of mandate “inertia” – or a tendency to renew mandates as the default.

# ~215

agenda items and sub-items are discussed every year in the General Assembly

## Lacking sunset clauses

Share of active mandates without instructions on review or termination

Lacking a sunset clause:  
~86%

Source: Estimates based on UN Digital Library data

58. Member States may wish to regularly review all mandates, either at the individual level or as part of a collective assessment of multiple mandates addressing the same issue. Collective reviews are more likely to promote wider coherence across the mandate landscape and the UN system, identifying activities to expand, reduce or terminate. Although collective mandate reviews do occur – such as for the revitalization of the work of the General Assembly – they remain relatively rare. Member States have also put in place other review processes that – even if not explicitly linked to mandates – could offer inspiration for collective mandate reviews. The QCPR process to provide guidance on policy across the entire UN development system every four years is one example.

## PROPOSED SOLUTIONS

59. Mandate review mechanisms remain the prerogative of Member States, who have already taken important steps to strengthen them. These steps include ongoing efforts in the General Assembly, Security Council and ECOSOC to streamline work, adjust frequency of recurring business and review outputs. Member States have also recognized that more should be done in this regard. The following proposals aim to support and complement ongoing efforts, with a view towards effective, system-wide mandate reviews for maximum impact. Member States may wish to consider the following proposals:

- 1 **Systematize and reinforce efforts under way to strengthen mandate review mechanisms** and ensure these efforts are in place across mandating bodies
- 2 **Include expiry clauses in new resolutions** (as recommended in A/RES/77/335)
- 3 **Introduce processes to facilitate more collective reviews of mandates** that address specific issues, learning from existing practices (e.g., General Assembly revitalization) and similar processes (e.g., QCPR)
- 4 **Increase use of existing mechanisms** to identify opportunities to consolidate and streamline work, including recommendations by the Secretary-General to terminate specific outputs (as per Rule 105.6 of ST/SGB/2018/3)
- 5 **Streamline how mandates are discussed**, including by revising intergovernmental bodies' programmes of work, consolidating agenda items of individual bodies, and aligning work across the General Assembly, ECOSOC and the Security Council

## GAPS IN UN SYSTEM-WIDE IMPACT ACCOUNTABILITY

60. This report maintains a consistent focus on impact. For mandate reviews to obtain a clear picture of impact, it is important for UN system entities to be able to link their activities, resources and results. Results-based management provides a way to do this. Despite improvements, considerable differences persist in how UN entities manage for results. This may affect the ability of individual entities and the system as a whole to demonstrate collective achievements. This, in turn, may rebound on the ability to mobilize and direct resources to maximum effect.

### Incomplete results chains

61. The overarching accountability<sup>7</sup> objective is clear: to align UN system resources around measurable outcomes and offer a view of collective impact that demonstrates value to Member States and informs any necessary adjustments. This requires effective, consistent results chains at two levels: individual entities and system-wide.

62. Recent reforms have seen significant improvements in how individual UN system entities manage for results. About 40 per cent of these entities now have strategic plans in place to organize resources around outcomes, and about 30 per cent already possess integrated results and resource frameworks to support their strategic plans. However, there remains significant scope for more entities to introduce these results chains.

63. At the system level, the considerable variation in how individual UN system entities manage for results makes it more difficult to assess the system's aggregate impact. This is both because about 60 per cent of individual UN entities lack key elements of the results chain and because the tools to support results chains – such as strategic plans or results frameworks – differ across the entities who use them. Harmonizing these tools to the greatest extent possible would create robust, system-wide results chains that can provide clear, compelling evidence of the UN system's collective impact.

### Gaps in communicating results

64. Demonstrating UN system impact clearly and with evidence – both at the entity level and system-wide – is essential for accountability and for successful resource mobilization. It is also central to making mandate reviews effective. UN system entities invest heavily

### Inconsistent

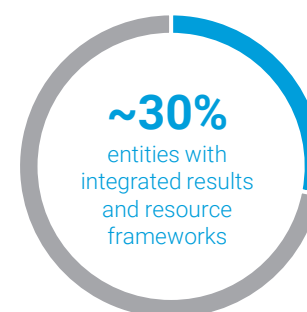
Share of entities with publicly available strategic plan



Source: Estimates based on publicly available UN system strategic plans

### Gaps

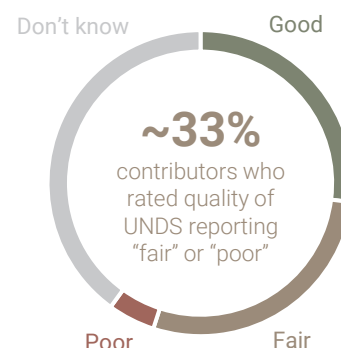
Share of entities with integrated results and resource framework



Source: Estimates based on publicly available UN system strategic plans

### Concerns

Assessment of joint results reports by Member State contributors



Source: 2024 Survey of Governments on UN operational activities for development



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~60%

UN Country Teams with dedicated  
joint annual communication budgets

in communicating their achievements and have recently achieved significant improvements: for example, all UN Country Teams now produce collective results reports, compared to 64 per cent before the 2018 reforms.

65. But gaps in results chains across the UN system may undermine the effectiveness of these communications. Lack of resources to support such efforts is also an issue: in 2024, only 62 per cent of UN Country Teams had dedicated joint communications budgets. These factors – in addition to fragmentation in funding that leads to multiple reporting requirements – may partially explain why concerns about reporting persist among some donors. For example, in the 2024 QCPR survey, about one in three donor countries rated their satisfaction with the UN development system's results reporting as "fair" or "poor".

## PROPOSED SOLUTIONS

66. Mandate reviews strengthen the UN system's accountability for impact and should pay close attention to how mandates are translated across the UN system's results chains. Recent progress – including in managing for results – are encouraging and should be built upon. The recommendation below builds on this improvement:

- 1 Strengthen and harmonize management for results mechanisms across the UN system**, including how results are measured and communicated

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Footnote 6: The UN Secretariat already takes a number of measures to promote efficiency when it comes to recurring business, including adjustments to ensure translators spend less time translating reprise resolutions than new resolutions, without sacrificing accuracy.

Footnote 7: The General Assembly defines "accountability" in its resolution A/RES/64/259 (2010), in part, as follows: "Accountability includes achieving objectives and high-quality results in a timely and cost-effective manner, in fully implementing and delivering on all mandates to the Secretariat approved by the United Nations intergovernmental bodies and other subsidiary organs..."



UNMAS removed over 5,000 explosive ordnance items in South Sudan · OCHA assisted ~120 million people with assistance · IAEA supported 150 countries, including 35 LDCs, through its technical cooperation programme · UNESCO supported 43 million people in 133 countries affected by conflict and disaster · WHO prequalified 48 pharmaceutical products, 21 pharmaceutical ingredients and 22 cold-chain products · UN Peacebuilding Fund allocated over \$116 million to 32 countries and territories · UNICEF delivered over 1.5 billion polio vaccine doses to 87 countries · UNIDO helped countries reduce 82 million tonnes of CO2 emissions through phasing down ozone-depleting substances and hydrofluorocarbons · SRSG-CAAC aided 16,500 children formerly associated with armed groups · DCO aligned activities with the development priorities of 98% of host governments · UNOPS delivered \$1.3 billion worth of projects in least developed countries · UNDP assisted 20 million people in situations of forced displacement · UN Women strengthened the legal and policy environment protecting the rights of 3 billion women and girls in 83 countries · IOM reached over 32 million people on the move with support · ILO improved access to social protection for nearly 56 million people between 2021 and 2024 · UN-Habitat enabled over 200,000 people living in slums and informal settlements to access basic services · UNEP launched adaptation initiatives for 3.5 million people in 50 countries facing climate impacts · ITU supported over 90 countries in adopting e-waste regulation · OPCW inspected over 5,000 industrial facilities · UNV mobilized ~15K volunteers in 169 countries and territories · DPPA's Geoguard tool delivered climate and environmental data to 29 countries · UNICEF treated over 9 million children for severe wasting and severe acute malnutrition · OHCHR provided legal aid, relocation, and family reunification for 15,000+ people in extreme violence situations · WFP supported more than 28 million people with malnutrition treatment and prevention · UNAIDS supported 84 countries in scaling up HIV prevention programmes · UNHCR assisted over 37 million displaced people worldwide · UNFPA helped prevent 158,000 HIV infections through the provision of female condoms · IOM delivered ~7 million primary health consultations in crisis settings · UNODC facilitated the safe disposal of over 1,000 tons of drugs · WHO expanded access to mental health services to 70 million people · UN-Habitat enabled over 5.7 million people to live in its developed urban plan areas · OCHA delivered nearly \$54M in anticipatory financing helping communities prepare for crises · UNDP helped 160 million people gain access to essential services for health, education, and water · UNICEF provided education access to 26 million out-of-school children, including 13 million in crisis · DPO deployed over 61,000 peacekeepers across 11 peacekeeping missions · FAO trained 50,000 government staff, strengthening institutional capacities · WMO helped LDCs and SIDS improve early-warning systems for 397 million people · DPPA provided electoral assistance for one-third of elections held globally · WFP provided \$3.3 billion in cash-based transfers and commodity vouchers · OCHA allocated \$64M to anticipatory and early action initiatives · UNHCR provided legal assistance to 1.4 million people · IFAD reached 96 million people with agriculture finance support · UNMAS cleared more than 4.4 million m2 of explosive ordnance-contaminated land in Afghanistan · OHCHR assisted 10,500+ slavery survivors in 36 countries · UN Women strengthened the capacities of 16,600 organizations to support women across 93 countries · ILO improved the operations of social protection systems in 21 countries · ITU helped improve access to telecommunications for underserved communities globally · UNCDF supported 1 million Pacific residents' access to digital finance · UNRWA provided emergency food or

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## Way forward

# Way forward

**67. This report provides data, analysis and proposals across the mandate lifecycle, with a view to support the creation, delivery and review of mandates for maximum impact. Proposals are made in full recognition that it is Member States who own the mandates they give to the UN system and who will decide next steps.**

68. The hope is that this report and its proposals may prove useful as Member States consider options for the way forward. Proposals are divided into actions that the Secretary-General intends to take under his own authority mainly to strengthen support to Member States throughout the mandate lifecycle, followed by additional proposals for Member States' consideration. All these proposals are part of the broader UN80 Initiative, which is working to create a more coherent, efficient, effective and results-oriented United Nations system – fit for the present and for future challenges.

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## SUMMARY OF PROPOSALS

69. Specific proposals for each phase of the mandate lifecycle are summarized below. Actions by the Secretary-General to support these proposals, within his existing authority, appear in the next section, followed by possible steps for Member States' consideration.

- 1. Support Mandate Creation:** Provide full visibility of the overall mandate landscape; and support Member States in creating mandates that maximize relevance and impact
- 2. Improve Mandate Delivery:** Establish optimal arrangements for meetings and reports; strengthen delivery management mechanisms; and enhance effective use of resources
- 3. Strengthen Mandate Review:** Reinforce mandate review mechanisms; and strengthen the UN system's accountability for impact.

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## PATH FORWARD

70. In resolution 79/318, the General Assembly called upon **“the entities and specialized agencies of the United Nations system to align their reform efforts with this approach, as appropriate.”**

Although this report focuses principally on mandates issued by the General Assembly, Security Council and ECOSOC and their subsidiary organs, its proposals are relevant for the entire UN system and could be considered for wider application through the appropriate mechanisms.

71. UN80 Initiative workstreams complementary to this report also continue. The Secretary-General will broaden the analysis of mandate delivery across the UN system, with a particular view to identifying potential needs for structural changes and programmatic realignments, as well as proposing measures to strengthen internal efficiency and effectiveness. These efforts will feed into, benefit from and support the work of the seven thematic clusters established under the Initiative. Upon completion of this further analysis, the Secretary-General will submit relevant proposals.

72. The UN system stands ready to continue engaging with Member States and to provide technical support and analytical insights, as requested. In his letter of 11 March 2025 launching the UN80 Initiative, the Secretary-General underlined that success will depend on both the UN system and Member States assuming shared and complementary responsibilities. This will require vision, leadership and resolve to carry forward a bold transformation in how mandates are conceived, delivered and reviewed. Together, this can build a more agile, coherent and impactful United Nations.

## ACTIONS BY THE SECRETARY-GENERAL

73. Based on the findings in this report and under his existing authority, the Secretary-General will act in the following areas to improve support to Member States throughout the mandate lifecycle.

### Enhance Mandate Visibility and Design:

1. Accelerate the creation of comprehensive registries of existing mandate texts issued by all mandating bodies
2. Improve UN Secretariat support for Member States during mandate creation, based on priorities established by Member States
3. Strengthen support by UN entities to coordinate and promote greater visibility across the work of mandating bodies
4. Develop tools using artificial intelligence to assist with mandate drafting, including by producing summarized information to enable Member States' decision-making, flagging potential complementarities or duplications in draft texts or meeting agendas across mandating bodies
5. For new mandates, complement estimates of regular budget expenditures prepared by the Secretary-General (in accordance with rule 153 of the rules of procedure of the General Assembly) with additional information on related programmatic activities across the UN system and across all sources of funding

### Improve Reporting:

1. Provide shorter reports and reduce maximum word counts
2. Combine reports covering similar issues and contexts wherever feasible
3. Introduce different report formats based on needs and content type; first reports could be longer followed by shorter updates, visual dashboards, in-person briefings or other formats
4. Publish download statistics for all reports to inform further discussions on reporting practices

### Improve Mandate Delivery Management:

1. Strengthen internal strategic oversight of the UN system division of labour at all levels to ensure effective, efficient programmatic and operational support. This builds upon 2018 reform commitments and efforts to strengthen Resident Coordinator system leadership.
2. Ensure UN entities review mandate citations in their programmes and budgets so that entities only cite mandates for which they have demonstrable comparative advantages
3. Make better use of system-wide coordination platforms (e.g., Inter-Agency Standing Committee, UN Sustainable Development Group and UN System Chief Executives Board for Coordination) to avoid duplication and ensure strategic use of resources across the UN system
4. Fully apply all commitments by the UN system through the Funding Compact and strengthen dialogue to this end

**Establish Effective Review Mechanisms:**

1. Increase use of existing mechanisms to identify opportunities to consolidate and streamline work, including recommendations by the Secretary-General to terminate specific outputs (as per Rule 105.6 of ST/SGB/2018/3)
2. Strengthen and harmonize management for results mechanisms across the UN system, including how results are measured and communicated

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## PROPOSALS FOR CONSIDERATION BY MEMBER STATES

74. This report presents a number of proposals for the consideration of Member States. They are offered with full respect for Member States' sole authority in every stage of the mandate lifecycle and recognize that decisions on next steps lie entirely with them. The report offers information and insights that may support Member States in their stewardship of mandates, should they wish to draw on them.

75. Progress in the objectives and proposed actions set out in this report could be made through a dedicated UN80-related intergovernmental process, the modalities of which would be determined by the President of the General Assembly. Should Member States decide they wish to launch such a process, the United Nations stands ready to assist and support as requested.

### Enhance Mandate Design:

76. Member States may wish to consider the following proposals to enhance mandate design:

1. Reduce the length of mandate texts wherever possible in order to ensure mandates are effectively implemented and with greater impact (in line with recommendations in A/RES/77/335, paragraph 45)
2. Frame mandates that allow the Secretary-General appropriate flexibility to assign tasks based on comparative advantages and resources across the UN system
3. Refrain from mandating new tasks which are not backed by corresponding resources or an explicit reduction in other mandated tasks

### Improve Mandate Delivery:

77. Member States may wish to consider the following proposals to strengthen mandate delivery:

1. Prioritize and streamline requests in mandates for reports or meetings
2. Fully apply all commitments by Member States through the Funding Compact and strengthen dialogue to this end
3. Allow UN system entities greater flexibility to redeploy resources quickly with reasonable justification, including to protect essential country-level delivery from funding cuts
4. Consider implementing relevant forthcoming recommendations from the UN80 Initiative workstream on structural changes and programme realignment

### Support Mandate Review:

78. Member States may wish to consider the following proposals to support mandate review:

1. Systematize and reinforce efforts under way to strengthen mandate review mechanisms and ensure these efforts are in place across mandating bodies
2. Include expiry clauses in new resolutions (as recommended in A/RES/77/335)
3. Introduce processes to facilitate more collective reviews of mandates that address specific issues, learning from existing practices (e.g., GA revitalization) and similar processes (e.g., QCPR)
4. Streamline how mandates are discussed, including by revising intergovernmental bodies' programmes of work, consolidating agenda items of individual bodies, and aligning work across the General Assembly, ECOSOC and the Security Council



# Annex: UN system overviews

## UN system (Simplified)

Showing entities by type, 1 box per entity (typically USG / ASG-led)

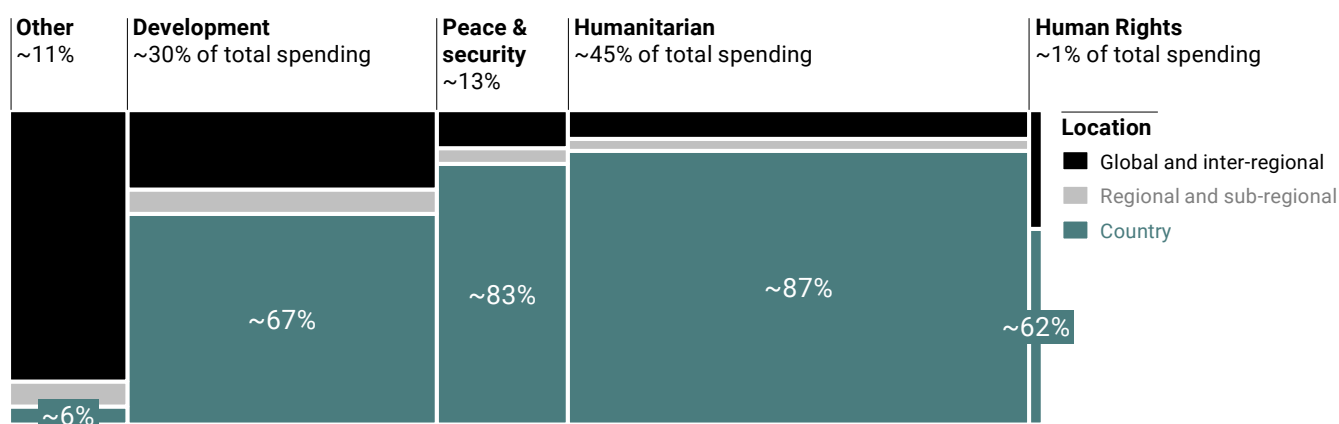
CAAC	DCO	DESA	DGACM	DGC	DMSPC	DOS	Secretariat Departments, Offices, etc.	67+
DPO	DPPA	DSS	EOSG	OAJ	OCHA	OCT		
ODA	ODET	OHCHR	OHRLLS	OICT	OIOS	OLA		
OMS	OOSA	OSAA	PESG WS	PG	SEA	SVC		
UNDRR	UNGC	UNODC	UNOG	UNON	UNOP	UNOV		
UNROD	UNYO	VAC	VRA	Other	BNUH	CNMC	Peacekeeping Operations, Political Missions, etc.	33+
MINURSO	MINUSCA	MONUSCO	OSASG CYP	OSESG GL	OSESG Horn	OSESG MYR		
OSESG SYR	OSESG YEM	UNAMA	UNDOF	UNFICYP	UNIFIL	UNISFA		
UNMHA	UNMIK	UNMISS	UNMOGIP	UNOAU	UNOCA	UNOWAS		
UNRCCA	UNRGID	UNSCO	UNSCOL	UNSMIL	UNSOM	UNSOS		
UNTSO	UNVMC	Other	ECA	ECE	ECLAC	ESCAP	Regional Commissions, Other Bodies, etc.	7+
ESCWA	UNAIDS	Other	ITC	UNCTAD*	UNDP	UNEP*		
UNFPA	UN Habitat*	UNHCR	UNICEF	UNIDIR	UNITAR	UNOPS	Funds, Programmes, etc.	17+
UNRWA	UNSSC	UNU	UNV	UN Women	WFP	Other		
FAO	ICAO	IFAD	ILO	IMO	ITU	UN Tourism	Specialized Agencies	14+
UNESCO	UNIDO	UPU	WHO	WIPO	WMO	Other		
CTBTO	IAEA	IOM	ISA	OPCW	WTO	Other	Related Organizations	6+

\*The secretariat of these entities are part of the UN Secretariat

Note: Entities that are subsidiary organs of General Assembly, incl. Training & Research and Other Entities, are included in "Funds, Programmes, etc." Some entities are not shown and are included in "Other". Source: The UN system chart (March 2025)

## UN system expenditure by pillar and location

Share of total spending by pillar and in 2023, Global, Regional, Local (CEB)

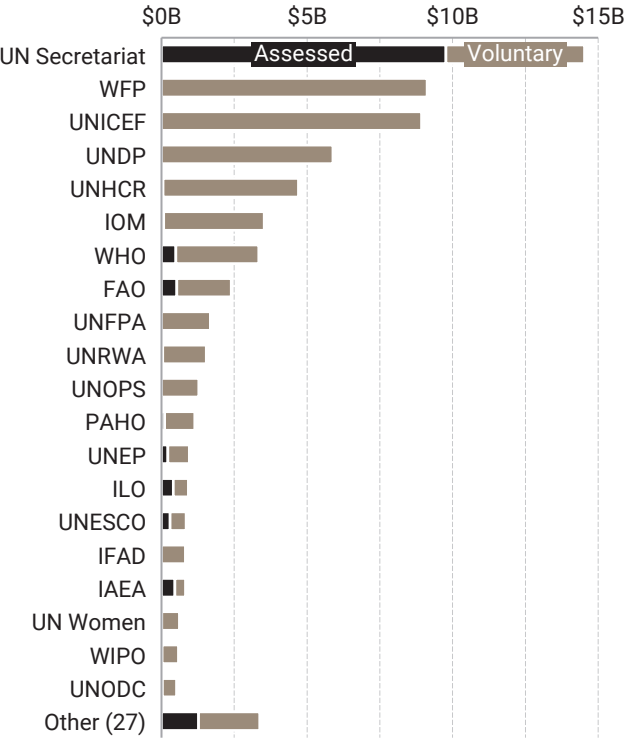


Source: UN Chief Executives Board statistics



UN system revenue by entity

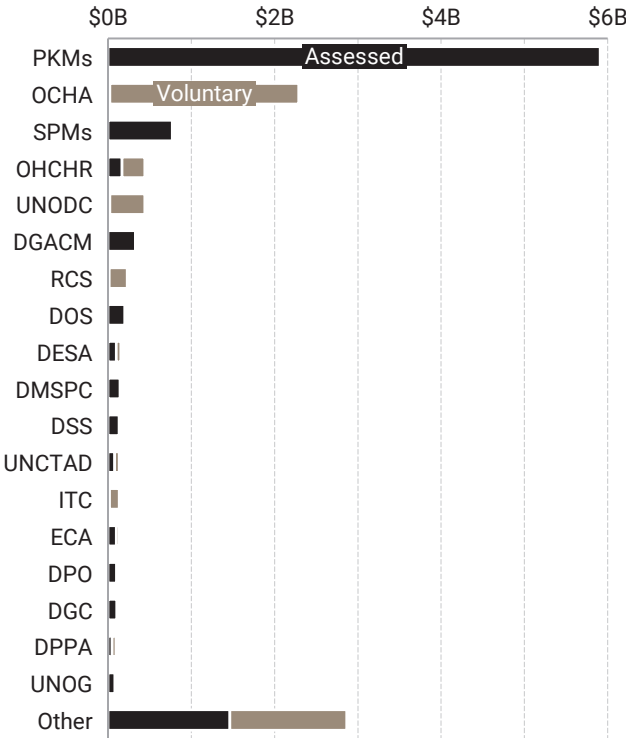
Total revenue by type (assessed, voluntary / other), 2023



Note: UN Secretariat includes Secretariat and Peacekeeping revenue  
Source: UN Chief Executives Board statistics

UN Secretariat revenue by entity

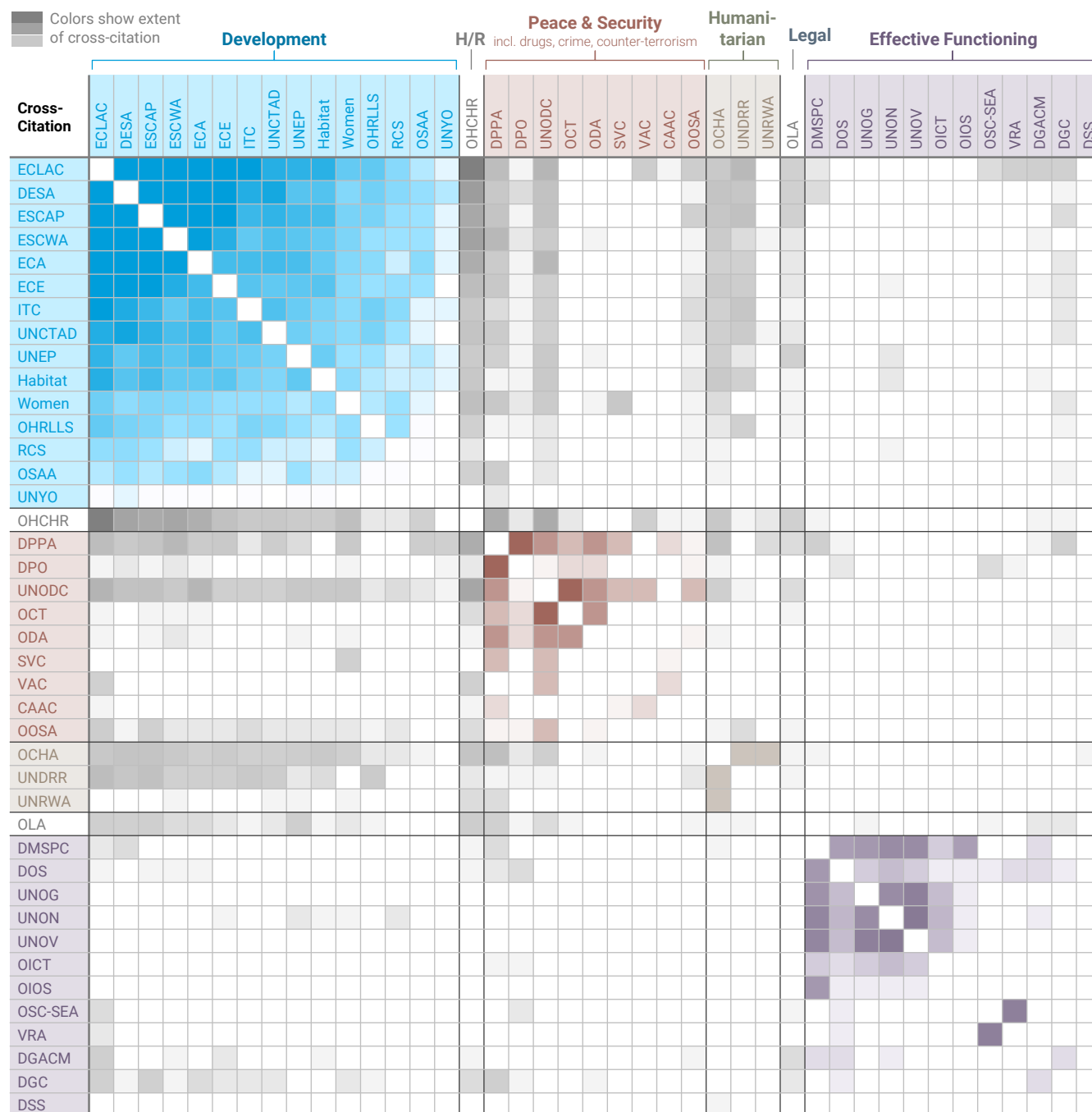
Total revenue by type (assessed, voluntary / other), 2023



Source: UN Secretariat

## Map of overlapping mandate citations between two entities in the UN Secretariat Programme Budget

Number of mandates cross-cited between one entity and another



Note: H/R = Human Rights.

Source: UN Secretariat Proposed Programme Budget for 2026. Peacekeeping Budget for 2025/26.



**United  
Nations**

prevent action under the authority, but enforcement action shall be taken under regional arrangements or by regional agencies without the authorization of the Security Council, with the exception of measures against any enemy state, as defined in paragraph 2 of this Article, provided for pursuant to Article 107 or in regional arrangements directed against renewal of aggressive policy on the part of any such state, until such time as the Organization may, at the request of the Governments concerned, be charged with the responsibility for preventing further aggression by such a state. The term enemy state as used in paragraph 2 of this Article applies to any state which during the Second World War has been an enemy of any signatory of the present Charter. Article 54 The Security Council shall at all times be kept fully informed of activities undertaken or in contemplation under regional arrangements or by regional agencies for the maintenance of international peace and security. Chapter IX: International Economic and Social Cooperation Article 55 With a view to the creation of conditions of stability and well-being which are necessary for peaceful and friendly relations among nations based on respect for the principle of equal rights and self-determination of peoples, the United Nations shall promote: higher standards of living, full employment, and conditions of economic and social progress and development; solutions of international economic, social, health, and related problems; and international cultural and educational cooperation, and universal respect for, and observance of, human rights and fundamental freedoms for all without distinction as to race, sex, language, or religion. Article 56 All Members pledge themselves to take joint and separate action in co-operation with the Organization for the achievement of the purposes set forth in Article 55. Article 57 The various specialized agencies, established by intergovernmental agreement and having wide international responsibilities, as defined in their basic instruments, in economic, social, cultural, educational, health, and related fields, shall be brought into relationship with the United Nations in accordance with the provisions of Article 63. Such agencies thus brought into relationship with the United Nations are hereinafter referred to as specialized agencies. Article 58 The Organization shall make recommendations for the co-ordination of the policies and activities of the specialized agencies. Article 59 The Organization shall, where appropriate, initiate negotiations among the states concerned for the creation of any new specialized agencies required for the accomplishment of the purposes set forth in Article 55. Article 60 Responsibility for the discharge of the functions of the Organization set forth in this Chapter shall be vested in the General Assembly and, under the authority of the General Assembly, in the Economic and Social Council, which shall have for this purpose the powers set forth in Chapter X. Chapter X: The Economic and Social Council composition Article 61 The Economic and Social Council shall consist of fifty-four Members of the United Nations elected by the General Assembly. Subject to the provisions of paragraph 3, eighteen members of the Economic and Social Council shall be elected each year for a term of three years. A retiring member shall be eligible for immediate re-election. At the first election after the increase in the membership of the Economic and Social Council from twenty-seven to fifty-four members, in addition to the members elected in place of the nine members whose term of office expires at the end of that year, twenty-seven additional members shall be elected. Of these twenty-seven additional members, the term of office of nine members so elected shall expire at the end of one year, and of nine other members at the end of two years, in accordance with arrangements made by the General Assembly. Each member of the Economic and Social Council shall have one representative. Functions and powers Article 62 The Economic and Social Council may make or initiate studies and reports with respect to international economic, social, cultural, educational, health, and related matters and may make recommendations with respect to any such matters to the General Assembly to the Members of the United Nations, and to the specialized agencies concerned. It may make recommendations for the purpose of promoting respect for, and observance of, human rights and fundamental freedoms for all. It may prepare draft conventions for submission to the General Assembly, with respect to matters falling within its competence. It may call, in accordance with the rules prescribed by the United Nations, international conferences on matters falling within its competence. Article 63 The Economic and Social Council may enter into agreements with any of the agencies referred to in Article 57, defining the terms on which the agency concerned shall be brought into relationship with the United Nations. Such agreements shall be subject to approval by the General Assembly. It may co-ordinate the activities of the specialized agencies through consultation with and recommendations to such agencies and through recommendations to the General Assembly and to the Members of the United Nations. Article 64 The Economic and Social Council may take appropriate steps to obtain regular reports from the specialized agencies. It may make arrangements with the Members of the United Nations and with the specialized agencies to obtain reports on the steps taken to give effect to its own recommendations and to recommendations on matters falling within its competence made by the General Assembly. It may communicate its observations on these reports to the General Assembly. Article 65 The Economic and Social Council may furnish information to the Security Council and shall assist the Security Council upon its request. Article 66 The Economic and Social Council shall perform such functions as fall within its competence in connection with the carrying out of the recommendations of the General Assembly. It may, with the approval of the General Assembly, perform services at the request of Members of the United Nations and at the request of specialized agencies. It shall perform such other functions as are specified elsewhere in the present Charter or as may be assigned to it by the General Assembly. Voting Article 67 Each member of the Economic and Social Council shall have one vote. Decisions of the Economic and Social Council shall be made by a majority of the members present and voting. Procedure Article 68 The Economic and Social Council shall set up commissions in economic and social fields and for the promotion of human rights, and such other commissions as may be required for the performance of its functions. Article 69 The Economic and Social Council shall invite any Member of the United Nations to participate, without vote, in its deliberations on any matter of particular concern to that Member. Article 70 The Economic and Social Council may make arrangements for representatives of the specialized agencies to participate, without vote, in its deliberations and in those of the commissions established by it, and for its representatives to participate in the deliberations of the specialized agencies. Article 71 The Economic and Social Council may make suitable arrangements for consultation with non-governmental organizations which are concerned with matters within its competence. Such arrangements may be made with international organizations and, where appropriate, with national organizations after consultation with the Member of the United Nations concerned. Article 72 The Economic and Social Council shall adopt its own rules of procedure, including the method of selecting its President. The Economic and Social Council shall meet as required in accordance with its rules, which shall include provision for the convening of meetings on the request of a majority of its members. Chapter XI: Declaration Regarding Non-Self-Governing Territories Article 73 Members of the United Nations which have or assume responsibilities for the administration of territories whose peoples have not yet attained full measure of self-government recognize the principle that the interests of the inhabitants of these territories are paramount, and accept as a sacred trust the obligation to promote to the utmost, within the system of international peace and security established by the present Charter, the well-being of the inhabitants of these territories, and, to this end, to ensure, with due respect for the culture of the peoples concerned, their political, economic, social, and educational advancement, their just treatment, and their protection against abuses; to develop self-government, to take due account of the political aspirations of the peoples, and to assist them in the progressive development of their free political institutions, according to the particular circumstances of each territory and its peoples and their varying stages of advancement; to further international peace and security, to promote constructive measures of development, to encourage research, and to co-operate with one another and, when and where appropriate, with specialized international bodies with a view to the practical achievement of the social, economic, and scientific purposes set forth in this Article, and to transmit regularly to the Secretary-General for information purposes, subject to such limitation as security and constitutional considerations may require, statistical and other information of a technical nature relating to economic, social, and educational conditions in the territories for which they are respectively responsible other than those territories to which Chapters XII and XIII apply. Article 74 Members of the United Nations also agree that their policy in respect of the territories to which this Chapter applies, no less than in respect of their metropolitan areas, must be based on the general principle of good-neighbourliness, due account being taken of the interests and well-being of the rest of the world, in social, economic, and commercial matters. Chapter XII: International Trusteeship System Article 75 The United Nations shall establish under its authority an international trusteeship system for the administration and supervision of such territories as may be placed thereunder by subsequent individual agreements. These territories are hereinafter referred to as trust territories. Article 76 The basic objectives of the trusteeship system, in accordance with the Purposes of the United Nations laid down in Article 1 of the present Charter, shall be: to further international peace and security, to promote the political, economic, social, and educational advancement of the inhabitants of the trust territories, and their progressive development towards self-government or independence as may be appropriate to the particular circumstances of each territory and its peoples and the freely expressed wishes of the peoples concerned, and as may be provided by the terms of each trusteeship agreement; to encourage respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion, and to encourage recognition of the interdependence of the peoples of the world; and to ensure equal treatment in social, economic, and commercial matters for all Members of the United Nations and their nationals, and also equal treatment for the latter in the administration of justice, without prejudice to the attainment of the foregoing objectives and subject to the provisions of Article 80. Article 77 The trusteeship system shall apply to such territories in the following categories as may be placed thereunder by means of trusteeship agreements: territories now held under mandate; territories which may be detached from enemy states as a result of the Second World War, and territories voluntarily placed under the system by states responsible for their administration. It will be a matter for subsequent agreement as to which territories in the foregoing categories will be brought under the trusteeship system and upon what terms. Article 78 The trusteeship system shall not apply to territories which have become Members of the United Nations, relationship among which shall be based on respect for the principle of sovereign equality. Article 79 The terms of trusteeship for each territory to be placed under the trusteeship system, including any alteration or amendment, shall be agreed upon by the states directly concerned, including the mandatory power in the case of territories held under mandate by a Member of the United Nations, and shall be approved as provided for in Articles 83 and 85. Article 80 Except as may be agreed upon in individual trusteeship agreements, made under Articles 77, 79, and 81, placing each territory under the trusteeship system, and until such agreements have been concluded, nothing in this Chapter shall be construed in or of itself to alter in any manner the rights whatsoever of any states or any peoples or the terms of existing international instruments to which Members of the United Nations may respectively be parties. Paragraph 1 of this Article shall not be interpreted as giving ground for delay or postponement of the negotiation and conclusion of agreements for placing mandated and other territories under the trusteeship system as provided for in Article 77. Article 81 The trusteeship agreement shall in each case include the term under which the trust territory will be administered and designate the authority which will exercise the administration of the trust territory. Such authority, hereinafter called the administering authority, may be one or more states or the Organization itself. Article 82 There may be designated, in any trusteeship agreement, a strategic area or areas which may include part or all of the trust territory to which the agreement applies, without prejudice to any special agreement or agreements made under Article 83. Article 83 All functions of the United Nations relating to strategic areas, including the approval of the terms of the trusteeship agreements and of their alteration or amendment, shall be exercised by the Security Council. The basic objectives set forth in Article 76 shall be applicable to the people of each strategic area. The Security Council shall, subject to the provisions of the trusteeship agreements and without prejudice to security considerations, avail itself of the assistance of the Trusteeship Council to perform those functions of the United Nations under the trusteeship system relating to political, economic, social, and educational matters in the strategic areas. Article 84 It shall be the duty of the administering authority to ensure that the trust territory shall play its part in the maintenance of international peace and security. To this end the administering authority may make use of volunteer forces, facilities, and assistance from the trust territory in carrying out the obligations towards the Security Council undertaken in this regard by the administering authority, as well as for local defence and the maintenance of law and order within the trust territory. Article 85 The functions of the United Nations with regard to trusteeship agreements for all areas not designated as strategic, including the approval of the terms of the trusteeship agreements and of their alteration or amendment, shall be exercised by the General Assembly. The Trusteeship Council, operating under the authority of the General Assembly, shall assist the General Assembly in carrying out these functions. Chapter XIII: The Trusteeship Council composition Article 86 The Trusteeship Council shall consist of the following Members of the United Nations: those Members administering trust territories, such of those Members mentioned by name in Article 23 as are not administering trust territories; and as many other Members elected for three-year terms by the General Assembly as may be necessary to ensure that the total number of members of the Trusteeship Council is equally divided between those Members of the United Nations which administer trust territories and those which do not. Each member of the Trusteeship Council shall designate one specially qualified person to represent it therein. Functions and powers Article 87 The General Assembly and, under its authority, the Trusteeship Council, in carrying out their functions, may consider reports submitted by the administering authority, accept petitions and examine them in consultation with the administering authority, provide for periodic visits to the respective trust territories at times agreed upon with the administering authority, and take these and other actions in conformity with the terms of the trusteeship agreements. Article 88 The Trusteeship Council shall formulate a questionnaire on the political, economic, social, and educational advancement of the inhabitants of each trust territory, and the administering authority for each trust territory within the competence of the General Assembly shall make an annual report to the General Assembly upon the basis of such questionnaire. Voting Article 89 Each member of the Trusteeship Council shall have one vote. Decisions of the Trusteeship Council shall be made by a majority of the members present and voting. Procedure Article 90 The Trusteeship Council shall adopt its own rules of procedure, including the method of selecting its President. The Trusteeship Council shall meet as required in accordance with its rules, which shall include provision for the convening of meetings on the request of a majority of its members. Article 91 The Trusteeship Council shall, when appropriate, avail itself of the assistance of the Economic and Social Council and of the specialized agencies in regard to matters with which they are respectively concerned. Chapter XIV: The International Court of Justice Article 92 The International Court of Justice shall be the principal judicial organ of the United Nations. It shall function in accordance with the annexed Statute, which is based upon the Statute of the Permanent Court of International Justice and forms an integral part of the present Charter. Article 93 All Members of the United Nations are ipso facto parties to the Statute of the International Court of Justice. A state which is not a Member of the United Nations may become a party to the Statute of the International Court of Justice on conditions to be determined in each case by the General Assembly upon the recommendation of the Security Council. Article 94 Each Member of the United Nations undertakes to comply with the decision of the International Court of Justice in any case to which it is a party. If any party to a case fails to perform the obligations incumbent upon it under a judgment rendered by the Court, the other party may have recourse to the Security Council, which may, if it deems necessary, make recommendations or decide upon measures to be taken to give effect to the judgment. Article 95 Nothing in the present Charter shall prevent Members of the United Nations from entrusting the solution of their differences to other tribunals by virtue of agreements already in existence or which may be concluded in the future. Article 96 The General Assembly or the Security Council may request the International Court of Justice to give an advisory opinion on any legal question. Other organs of the United Nations and specialized agencies, which may at any time be so authorized by the General Assembly, may also request advisory opinions of the Court on legal questions arising within the scope of their activities. Chapter XV: The Secretariat Article 97 The Secretariat shall comprise a Secretary-General and such staff as the Organization may require. The Secretary-General shall be appointed by the General Assembly upon the recommendation of the Security Council. He shall be the chief administrative officer of the Organization. Article 98 The Secretary-General shall act in that capacity in all meetings of the General Assembly, of the Security Council, of the Economic and Social Council, and of the Trusteeship Council, and shall perform such other functions as are entrusted to him by these organs. The Secretary-General shall make an annual report to the General Assembly on the work of the Organization. Article 99 The Secretary-General may bring to the attention of the Security Council any matter which in his opinion may threaten the maintenance of international peace and security. Article 100 In the performance of their duties the Secretary-General and the staff shall not seek or receive instructions from any government or from any other authority external to the Organization. They shall refrain from any action which might reflect on their position as international officials responsible only to the Organization. Each Member of the United Nations undertakes to respect the exclusively international character of the responsibilities of the Secretary-General and the staff and not to seek to influence them in the discharge of their responsibilities. Article 101 The staff shall be appointed by the Secretary-General under regulations established by the General Assembly. Appropriate staffs shall be permanently assigned to the Economic and Social Council, the Trusteeship Council, and, as required, to other organs of the United Nations. These staffs shall form a part of the Secretariat. The paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competence, and integrity. Due regard shall be paid to the importance of recruiting the staff on as wide a geographical basis as possible. Chapter XVI: Miscellaneous Provisions Article 102 Every treaty and every international agreement entered into by any Member of the United Nations after the present Charter comes into force shall as soon as possible be registered with the Secretariat and published by it. No party to any such treaty or international agreement which has not been registered in accordance with the provisions of paragraph 1 of this Article may invoke that treaty or agreement before any organ of the United Nations. Article 103 In the event of a conflict between the obligations of the Members of the United Nations under the present Charter and their obligations under any other international agreement, their obligations under the present Charter shall prevail. Article 104 The Organization shall enjoy in the territory of each of its Members such legal capacity as may be necessary for the exercise of its functions and the fulfilment of its purposes. Article 105 The Organization shall enjoy in the territory of each of its Members such privileges and immunities as are necessary for the fulfilment of its purposes. Representatives of the Members of the United Nations and officials of the Organization shall similarly enjoy such privileges and immunities as are necessary for the independent exercise of their functions in connection with the Organization. The General Assembly may make recommendations with a view to determining the details of the application of paragraphs 1 and 2 of this Article or may propose conventions to the Members of the United Nations for this purpose. Chapter XVII: Transitional Security Arrangements Article 106 Pending the coming into force of such special agreements referred to in Article 43 as in the opinion of the Security Council enable it to begin the exercise of its responsibilities under Article 42, the parties to the Four-Nation Declaration, signed at Moscow, 30 October 1943, and France, shall, in accordance with the provisions of paragraph 5 of that Declaration, consult with one another and as occasion requires with other Members of the United Nations with a view to such joint action on behalf of the Organization as may be necessary for the purpose of maintaining international peace and security. Article 107 Nothing in the present Charter shall invalidate or preclude action, in relation to any state which during the Second World War has been an enemy of any signatory to the present Charter, taken or authorized as a result of that war by the Governments having responsibility for such action. Chapter XVIII: Amendments Article 108 Amendments to the present Charter shall come into force for all Members of the United Nations when they have been adopted by a vote of two thirds of the members of the General Assembly and ratified in accordance with their respective constitutional processes by two thirds of the Members of the United Nations, including all the permanent members of the Security Council. Article 109 A General Conference of the Members of the United Nations for the purpose of reviewing the present Charter and recommending amendments shall be called to meet at a date and place to be fixed by a two-thirds vote of the members of the General Assembly and by a vote of any nine members of the Security Council. Each Member of the United Nations shall have one vote in the conference. Any amendment to the Charter recommended by a two-thirds vote of the conference shall take effect when ratified in accordance with their respective constitutional processes by two thirds of the Members of the United Nations including all the permanent members of the Security Council. If such a conference has not been held before the tenth annual session of the General Assembly following the coming into force of the present Charter, the proposal to call such a conference shall be placed on the agenda of the eleventh annual session of the General Assembly, and the conference shall be held if so decided by a majority vote of the members of the General Assembly and by a vote of any seven members of the Security Council. Chapter XIX: Ratification and Signature Article 110 The present Charter shall be ratified by the signatory states in accordance with their respective constitutional processes. The ratifications shall be deposited with the Government of the United States of America, which shall notify all the signatory states of each deposit as well as the Secretary-General of the Organization when he has been appointed. The present Charter shall come into force upon the deposit of ratifications by the Republic of China, France, the Union of Soviet Socialist Republics, the United Kingdom of Great Britain and Northern Ireland, and the United States of America, and by a majority of the other signatory states. A protocol of the ratifications deposited shall thereupon be drawn up by the Government of the United States of America which shall communicate copies thereof to all the signatory states. The states signatory to the present Charter which ratify it after it has come into force will become original Members of the United Nations on the date of the deposit of their respective ratifications. Article 111 The present Charter, of which the Chinese, French, Russian, English, and Spanish texts are equally authentic, shall remain deposited in the archives of the Government of the United States of America. Duly certified copies thereof shall be transmitted by that Government to the Governments of the other signatory states. In Faith Whereof the representatives of the Governments of the United Nations have signed the present Charter. Done at the city of San Francisco the twenty-sixth day of June, one thousand nine hundred and forty-five.



**United Nations**