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Addendum

Programme questions: proposed programme budget for 2024

(Item 3 (a))

Programme 4

Peacekeeping operations

1. At its 4th meeting, on 31 May 2023, the Committee for Programme and Coordination considered programme 4, Peacekeeping operations, of the proposed programme plan for 2024 and programme performance in 2022 ([A/78/6 \(Sect. 5\)](#)).

2. The Assistant Secretary-General for Europe, Central Asia and the Americas introduced the programme and, together with other representatives of the Secretary-General, responded to questions raised by the Committee during its consideration of the programme.

Discussion

3. Delegations expressed appreciation and strong support for the work of the Department of Peace Operations and United Nations peacekeeping operations in maintaining peace and security and safeguarding the communities that they serve. Delegations also expressed support for the work undertaken by the United Nations Military Observer Group in India and Pakistan (UNMOGIP) and the United Nations Truce Supervision Organization.

4. Delegations expressed their appreciation to troop- and police-contributing countries for their contributions to United Nations peacekeeping. Their tireless work to deliver on their mandates in challenging operational environments and the risks that uniformed personnel took every day were further recognized and appreciated.

5. Delegations expressed their appreciation for the programme plan that was presented in the report. It was noted that the programme plan was very clear and



comprehensive. A delegation expressed its satisfaction with the progress reflected in the report and noted that the indicators demonstrated the effectiveness of the work undertaken by the programme. Another delegation enquired whether the programme was compatible with the expected outcomes of the Secretary-General's New Agenda for Peace and whether there was coordination in the preparation of the programme plan and the initiative, which was expected to be adopted in the coming period.

6. Several delegations expressed their support for the women and peace and security agenda. A delegation reiterated its commitment to the implementation of the women and peace and security agenda through its national action plan and welcomed advancements in this field presented in the programme. Another delegation requested an update on the various initiatives to increase the meaningful participation of women in uniformed roles and expressed its support for the call for the integration of gender perspectives into all aspects of peacekeeping and across command levels.

7. A delegation noted the global interest in and global consequences of issues regarding peace and security and the importance of participation by a wide membership on such issues. In that regard, the delegation recalled the role of the Special Committee on Peacekeeping Operations.

8. A delegation indicated that it had invested in peace and peacebuilding through its active contributions to United Nations peacekeeping operations, as demonstrated by the country's proud 60-year peacekeeping tradition, having deployed more than 14,000 peacekeepers to 21 United Nations peacekeeping and special political missions. The delegation indicated that it would contribute more to the work of the United Nations in the pursuit of sustainable peace in conflict-affected areas around the world by expanding the peacekeeping footprint of its country and would make available more peacekeepers on the ground.

9. A delegation observed that there was no alternative to the United Nations in matters relating to the maintenance of peace in the world and expressed the view that there was a need for a comprehensive reassessment of modern conflicts and the development of viable response measures to destructive trends, both globally and at the regional level. The delegation noted that initiatives under the auspices of the United Nations, aimed at restoring and maintaining peace and security and reflected in the programme plan of peacekeeping operations, should be given careful consideration. The delegation opined that strengthening the capacity to respond to conflicts and to adapt the configuration of peacekeeping activities to modern conditions deserved universal support.

10. A delegation expressed its appreciation for the efforts undertaken by the Department in the prevention, management and resolution of conflicts at the global level at a very challenging time and expressed its support for the Department's activities and peacekeeping as a fundamental pillar of its security policy. Another delegation noted with regret the unprecedented level of tension and distrust in the world and expressed the view that this increased the risks of a military confrontation. The delegation indicated that, in the context of the crisis in the international security system, it would continue to make every possible effort to form a global peace process on the basis of the principle of multilateralism and regional unity, aimed at building a more just and secure world order. In that regard, the delegation noted that it attached specific importance to the work of the Committee for Programme and Coordination on the planning of programmes in the United Nations system and evaluation of implementation and overall coordination of administrative and budgetary activities.

11. A delegation noted that, while the challenges ahead were many, they were not insurmountable, and indicated that it would collaborate with all delegations to contribute to a consensus outcome document for programme 4. Another delegation indicated its readiness for inclusive engagement with all United Nations Member

States and expressed its openness to cooperation with partners to effectively strengthen regimes that enjoy a common consensus in the field of global peace and security. In that regard, the delegation expressed the view that the implementation of such tasks and the achievement of the ultimate goal would be impossible without the restoration of trust and the return to an equal and mutually respectful dialogue.

12. A delegation emphasized that it remained a strong supporter of United Nations peace operations as a matter of its national policy, pursuant to its abiding commitment to collective security and the rule of law. In that regard, the delegation recognized that the work of peacekeeping personnel would ensure that peace in affected countries and regions would be able to take root, thrive and be sustained. The delegation also emphasized that the delivery of political and peacebuilding support was adequately provided to prevent the outbreak of war and would help countries to make the transition from conflict to sustainable peace.

13. A delegation welcomed the programme's contribution to the effectiveness of peacekeeping operations, which supported improved performance and conditions for personnel deployed on the ground. The delegation noted that the treatment of the question of peacekeeping operations in all its aspects by the General Assembly carried specific relevance because it reflected the evolution of the issues and debates and influenced the way in which those issues were perceived by other bodies of the Organization, especially the Security Council. In that context, the delegation expressed its support for the development of a transparent and democratic peacekeeping system within the framework of the United Nations and recalled that its active participation in peacekeeping missions constituted a clear indication of its commitment.

14. Several delegations emphasized the importance of taking into account the views of troop- and police-contributing countries and of host countries, and in that regard it was recalled that the report of the Special Committee on Peacekeeping Operations should be the main reference point on such matters. A delegation expressed its support for harnessing technology for peacekeeping missions but opined that the sensitivity of host countries should be taken into account. Another delegation emphasized the importance of improved communication with troop- and police-contributing countries and enquired about the geographical representation in the Department. A delegation observed that the protection of civilians would need to be at the front and centre of dialogue in peace operations and that sustained triangular consultations and cooperation among the Security Council, the Secretariat and contributing countries were crucial to improving peace operations.

15. Several delegations expressed their support for a multidimensional approach to peacekeeping operations, noting the importance of the emphasis on the development of the rule of law. A delegation also expressed its support for transitional justice, disarmament, demobilization and reintegration, and security sector reform, the effective application of the guidelines related to gender and the adequate execution of protection measures for the civilian population in the peacekeeping mandates that include them, as well as the recommendations of the Special Committee on Peacekeeping Operations. Another delegation noted that United Nations peacekeeping missions had evolved to multidimensional missions and that contemporary missions had to address threats by terrorists and that armed groups were targeting peacekeepers. In that regard, the delegation expressed its view that peacekeepers needed additional resources and equipment for mobility and that peacekeepers were underresourced.

16. Delegations expressed their support for the Secretary-General's Action for Peacekeeping initiative and the priorities set out in the Action for Peacekeeping Plus implementation plan. A delegation welcomed the continued alignment of the

peacekeeping programme with the Action for Peacekeeping and Action for Peacekeeping Plus priorities and observed that the Action for Peacekeeping initiative set the basis for ensuring that peacekeeping missions could fulfil their mandates. A delegation expressed its support for the prioritization of political solutions, while another delegation recalled that some elements, in particular the Declaration of Shared Commitments on United Nations Peacekeeping Operations, were supported by a number of Member States with reservations. A delegation reiterated the great importance that it attached to the entire range of issues related to United Nations peacekeeping activities and expressed its appreciation for the personal attention and efforts of the Secretary-General to peacekeeping issues, including within the framework of Action for Peacekeeping and Action for Peacekeeping Plus.

17. Several delegations emphasized the importance of predeployment training for peacekeepers, in line with the Action for Peacekeeping and the Action for Peacekeeping Plus initiatives, and expressed their appreciation for the efforts undertaken by the Department in that regard. The view was expressed that such predeployment training would need to be reviewed periodically.

18. A delegation expressed its strong agreement with the need to place an emphasis on political instruments for resolving crises and strengthening global and regional cooperation. Several delegations expressed their support for enhanced collaboration with regional entities. A delegation expressed the view that cooperation at the regional and local levels should be a goal and should be prioritized. A delegation welcomed the strengthening of the role of African regional and subregional organizations in peacekeeping, while another delegation requested further information on the Department's level of engagement with subregional bodies, such as the Southern African Development Community.

19. A delegation noted the importance of making missions more efficient, effective and accountable and expressed the view that this was fundamental to peacekeeping reform. The same delegation noted its continued support for reforms that improved performance and accountability in peacekeeping and noted that reforms should enhance the safety and security of peacekeepers, as well as increase operational effectiveness and address the underperformance of civilian and uniformed components. The same delegation commended the Secretary-General for his work in that area.

20. A delegation welcomed the prioritization of effective performance and accountability of all mission components through the implementation of the Comprehensive Planning and Performance Assessment System to evaluate mission performance. It also welcomed the use of data and analysis, the development of an integrated performance policy and accountability framework and increased engagement with troop- and police-contributing countries on performance. Another delegation encouraged continued efforts to implement the integrated peacekeeping performance and accountability framework to address the performance of uniformed and civilian peacekeepers and overall mission performance, and opined that enhanced transparency and accountability would contribute to improved safety and security.

21. A delegation emphasized that missions could succeed only if the performance of all components, both civilian and uniformed, were examined together in a consolidated mission performance system. Several delegations expressed their appreciation for the efforts undertaken to ensure accountability and the respect for standards of conduct across all peace operations. The view was expressed that the Secretary-General should ensure that all peacekeeping personnel adhere to the highest standards of conduct and be held accountable for their performance.

22. A delegation expressed its appreciation for the update provided on the collection and the use of data and expressed the view that the Comprehensive Planning and

Performance Assessment System showed its value and was being adapted in the field. The delegation opined that it was important for the United Nations to continue to improve the collection, sharing and use of data across the board, which would support integrated planning structures in missions. The delegation was of the view that improved data would support evidence-based decision-making in New York and throughout missions. The delegation also opined that such data would feed into the analysis and recommendations provided to Member States and sought clarification on what more could be done to embed processes such as the use of protection of civilians tools such as SAGE and Unite Aware.

23. With respect to improving capacity-building, a delegation requested further information on the measures in place to enhance the collection, sharing and use of data across the board to support the integrated planning structures in various peacekeeping missions. The same delegation encouraged the use of evidence-based decision-making in the Secretariat and throughout field missions and welcomed updates on the implementation of the Comprehensive Planning and Performance Assessment System and the increased use of digital technologies in peacekeeping operations for the improvement in the safety and security of missions and their personnel.

24. Several delegations welcomed the high priority attached to ensuring the safety and security of United Nations peacekeeping personnel. In that regard, a delegation welcomed the additional elements contained in the programme plan and expressed its hope that, during the implementation phase, the Department would communicate with the Group of Friends on the Safety and Security of United Nations Peacekeepers and obtain more support. Another delegation noted that United Nations peacekeeping missions should be accorded adequate resources to address peacekeepers' needs and guarantee their safety and security at all times.

25. With respect to the strategy of the Department, a delegation emphasized its support and expressed the need for further focus on improved safety and security processes, including with regard to medical and casualty evacuation; on improved situational awareness through peacekeeping-intelligence; on deployment readiness; and on working towards an increase in the full, equal and meaningful participation of women at all levels of peacekeeping, including senior leadership. The delegation acknowledged the Department's appeal for Member State support in those efforts.

26. With respect to subprogramme 1, Operations, a delegation expressed its support for the efforts undertaken to ensure smooth and effective transitions from peacekeeping to peacebuilding, and in that context referred to the example provided in the programme performance in 2022 regarding the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo in Tanganyika Province of the Democratic Republic of the Congo (*A/78/6 (Sect. 5)*, paras. 5.19–5.20 and table 5.2). Another delegation expressed its appreciation for the Mission's exit strategy and noted that an exit strategy should always be part of the planning cycle. The delegation also expressed its support for improved and more widespread use of the United Nations integrated strategic framework and other joint instruments, and in that context welcomed the Secretariat's views on ways in which the programme would focus on a joined-up approach among the United Nations system, donors and other stakeholders. A delegation requested further information on the extent to which the Department's mandate was being implemented in full in Africa, and in that regard noted that, in 2022, some initiatives, such as the workshops for regional and subregional political strategies for peacekeeping in Africa, showed that no workshops had been undertaken, compared with a planned target of five workshops (*ibid.*, table 5.5, deliverable 6).

27. With respect to subprogramme 2, Military, a delegation referred to paragraph 5.40 of [A/78/6 \(Sect. 5\)](#) and noted that targets were set for increasing the number of female individual uniformed personnel deployed as military observers and staff officers in United Nations peace operations. The delegation opined that the achievement of any percentage targets should not be at the forefront but rather the appropriate training and qualifications of candidates, the effective implementation of mandated tasks, the actual circumstances of the mission's deployment and the assessment of the security situation. The delegation expressed the view that the deployment of female uniformed personnel to United Nations peacekeeping missions, including to leadership positions, should strictly observe the principle of broad geographical representation.

28. A delegation recalled the importance of using terminology agreed by the Special Committee on Peacekeeping Operations and drew attention to deliverable 6 of table 5.7 of [A/78/6 \(Sect. 5\)](#), on intelligence. The delegation recalled that the only term agreed upon by Member States was "peacekeeping-intelligence/information gathering and analysis" and indicated that all United Nations activities in that area, including training, should be carried out only in accordance with the parameters defined in the reports of the Special Committee.

29. With respect to subprogramme 3, Rule of law and security institutions, a delegation expressed its support for the performance measure of result 2, enhanced accountability for crimes against United Nations personnel in peacekeeping operations and special political missions. The delegation requested further information on why only 124 of the 270 cases were being investigated by host countries, the reason why the remaining cases were not referred to host countries, and whether this would be part of the performance measure in future years.

30. With respect to subprogramme 4, Policy, evaluation and training, a delegation indicated that it could not support secondary (and other) tasks that were not central to peacekeeping mandates. In that regard, the delegation requested clarification on the reference to civil affairs in paragraph 5.58 (c) of [A/78/6 \(Sect. 5\)](#), noting that the term appeared along with the tasks of protecting the civilian population. The delegation also noted that the same paragraph referred to practical guidance and support to missions in addressing disinformation and misinformation. The delegation emphasized the importance of working with all aspects of strategic communications without being limited by some aspects. In that regard, the delegation observed that strategic communication was also designed to promote more effective coordination within peacekeeping missions, which could improve the implementation of mandates, as well as increase the level of security of peacekeepers themselves. The delegation noted that constructive interaction and clarification of the objectives of the mission would contribute to the establishment of trusting relationships, both with the local population and with the Government of the host country.

31. With regard to paragraph 5.58 of [A/78/6 \(Sect. 5\)](#), several delegations noted the importance of strengthening knowledge-sharing and the development of guidance for peacekeeping operations and welcomed the coordination undertaken with the Department of Political and Peacebuilding Affairs and the Department of Operational Support. With respect to paragraph 5.60 and the issue of "misinformation and disinformation", the delegations recalled the important role played by the Department of Global Communications in preventing and addressing disinformation on peace operations and indicated that they would appreciate the addition of "information manipulation" after "disinformation", where applicable.

32. A delegation sought clarification regarding the increase in other assessed resources indicated in table 5.17 (2) of [A/78/6 \(Sect. 5\)](#) and enquired whether it reflected an increase in programmatic activities. The Chair emphasized that matters

related to parts of the programme dealing with resources were not within the mandate of the Committee and called upon the Committee to focus the discussion on part A of the programme.

33. A delegation noted that UNMOGIP was one of the first peacekeeping missions established by the United Nations. The delegation observed that UNMOGIP remained a key instrument for the maintenance of regional and international peace and security, with its core function of the monitoring of the ceasefire across the line of control in the internationally recognized disputed territory of Jammu and Kashmir. The same delegation noted its appreciation for and acknowledged the unique role carried out by UNMOGIP, in accordance with the relevant Security Council resolutions and the principles of the Charter of the United Nations.

34. The same delegation expressed its view that the appropriate and sufficient allocation of budgetary resources was not only important for the efficacy of UNMOGIP, but also central to the implementation of its vital mandate. In that regard, the delegation recalled the audit report of the Office of Internal Oversight Services of November 2022 for UNMOGIP, wherein it called upon the Secretariat to assist UNMOGIP in implementing its mandate in line with the Charter. The delegation opined that, in the interest of regional peace and stability, all efforts would need to be made to ensure effective delivery of the UNMOGIP mandate, including through the provision of adequate resources. The Chair emphasized that matters related to parts of the programme dealing with resources were not within the mandate of the Committee and called upon the Committee to focus the discussion on part A of the programme.

Conclusions and recommendations

35. **The Committee recognized that peacekeeping operations continued to play a crucial role in conflict prevention, while facing increasing challenges, welcomed relevant efforts to peacefully resolve differences and disputes through dialogue and consultation and emphasized the need for and importance of international cooperation in that regard.**

36. **The Committee commended the Department of Peace Operations on its efforts to improve the safety and security of peacekeepers and mission personnel and recommended that the General Assembly request the Secretary-General to fulfil the responsibilities in accordance with relevant resolutions.**

37. **The Committee supported the Secretary-General's continued focus on the primacy of politics in the prevention, mediation and resolution of conflicts and encouraged the Department of Peace Operations to work with all relevant stakeholders to ensure that peacekeeping operations were designed and deployed in support of viable political processes and solutions on the ground.**

38. **The Committee underscored the importance of strategic communication to the implementation of the Organization's mandates and stressed its relevance in the context of United Nations peacekeeping operations as a means to enhance the performance and the safety and security of peacekeepers.**

39. **The Committee noted with concern the increasing amount of misinformation and disinformation directed against United Nations peacekeeping missions, that it could have a negative impact on mandate implementation, imperil the safety and security of mission personnel and erode public trust in United Nations peacekeeping operations, emphasized the critical importance of strategic communications and the prioritization of countering disinformation and misinformation and the distribution of accurate content to the performance of peacekeeping operations, and recommended that the General**

Assembly encourage the Secretary-General, in consultation with Member States and other relevant stakeholders, to address the issue from the planning stage.

40. The Committee supported the Secretary-General's efforts to strengthen United Nations peacekeeping, including through the Action for Peacekeeping initiative, and reaffirmed the role of peacekeeping and the importance of developing overarching, coherent political strategies through a collective and integrated effort.

41. The Committee commended the work of the Department of Peace Operations to continue to mainstream a gender perspective into its operational activities, deliverables and results, including through the full, equal and meaningful participation of women and the full implementation of the women and peace and security agenda.

42. The Committee emphasized the importance for the Department of Peace Operations of a reliable audit, investigation and evaluation system. The Committee recalled General Assembly resolution [67/253](#), in which the Assembly welcomed the progress made towards the implementation of enterprise risk management, and recommended that the Assembly request the Secretary-General to reflect its application in the Department's future programme plans.

43. The Committee recommended that the General Assembly approve the programme narrative of programme 4, Peacekeeping operations, of the proposed programme budget for 2024, subject to the following modifications:

Paragraph 5.1

In the last sentence, replace "a unique instrument for global" with "a vital instrument for international".

Paragraph 5.2 (b)

After "distributing guidance", replace "on" with "to ensure".

Paragraph 5.2 (c)

After "To strengthen the protection provided by peacekeeping operations, including by" insert, "maintaining the protection of civilians, where mandated, as one of the core objectives of the relevant peacekeeping operations".

Legislative mandates

Paragraph 5.11

General Assembly resolutions

Insert

[76/274](#) – Cross-cutting issues

Subprogramme 2

Military

Paragraph 5.31 (d)

After "Facilitate the participation of women in peace operations, at all levels," insert "in particular in Professional and senior posts on as wide a geographical basis as possible, in conformity with Article 101 of the Charter of the United Nations,".

Subprogramme 4
Policy, evaluation and training

Paragraph 5.58 (c)

Replace “civil affairs” with “community engagement with a view to supporting sustainable political solutions”.

Replace “addressing misinformation and disinformation” with “using of strategic communications”.

Paragraph 5.58 (f)

Replace “the development and delivery of training materials for pre-deployment preparations” with “timely completion and dissemination of core predeployment training materials to support predeployment training for troop- and police-contributing countries, specifically in areas of emerging challenges”.
