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## Committee for Programme and Coordination

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### Draft report

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#### Addendum

### Programme questions: proposed programme budget for 2025

(Item 3 (a))

#### Programme 4

#### Peacekeeping operations

1. At its 11th meeting, on 20 May 2024, the Committee considered programme 4, Peacekeeping operations, of the proposed programme plan for 2025 and programme performance in 2023 ([A/79/6 \(Sect.5\)](#)).

#### Discussion

2. Delegations expressed appreciation and strong support for the work of the Department of Peace Operations, the United Nations Truce Supervision Organization (UNTSO) and the United Nations Military Observer Group in India and Pakistan (UNMOGIP). Delegations recognized the important role and mandate of peacekeeping operations in preserving international peace and security. It was noted that peacekeeping was the strongest manifestation of the United Nations commitment to a more peaceful world.

3. The critical nature of the Department's work and the invaluable service provided by peacekeeping missions was acknowledged, and the Department was encouraged to remain steadfast as millions of people depended on its work to restore peace in crisis areas around the world. Delegations expressed their appreciation to the staff of the Department and peacekeepers in the field for their tireless work to deliver on their respective mandates and safeguard the communities they served in the most challenging operational environments.

4. Delegations commended all troop- and police-contributing countries for their contributions and ongoing commitment to United Nations peacekeeping operations, and recognized the risks they took every day. Delegations emphasized and reiterated



their commitment and support to peacekeeping operations and the work of the Department, including through their participation in United Nations peacekeeping missions. Clarification was sought on whether the number of military personnel in peacekeeping missions was adequate to implement the mandates.

5. It was recognized that United Nations peacekeeping personnel had been working for over 75 years to maintain and support international peace and security across the world. The contribution of United Nations peacekeepers protecting civilians from violence, preserving ceasefires, establishing trust and promoting peaceful solutions to conflict was acknowledged. A delegation welcomed the efforts undertaken by United Nations peacekeeping and special political missions, to deliver and find innovative ways to implement their mandates under extraordinary circumstances so as to advance peace in various parts of the world. The view was expressed that peacekeeping missions supported political processes for reconciliation in very difficult conditions, working with a range of stakeholders in areas such as peacebuilding, human rights, governance, the rule of law, disarmament, demobilization and reintegration, security sector reform, and the women and peace and security agenda.

6. Delegations welcomed and expressed their support for the comprehensive proposed programme plan. A delegation opined that the proposed programme plan for the Department of Peace Operations was one of the best programme plans presented and invited other Departments of the Secretariat to learn from the best practices. Another delegation expressed its support for certain aspects of the programme plan, such as the relevance of close coordination with other entities in the field, particularly within the United Nations system. The delegation emphasized that it attached utmost importance to enhancing national ownership in the design and fulfilment of mandates.

7. Another delegation expressed the view that the proposed programme for 2025 reflected the effective and efficient role of peacekeepers in maintaining peace and security. A delegation expressed its support for the improved effectiveness of peacekeeping operations, which enabled better conditions for field personnel. The delegation stated that peacekeeping operations should be strengthened in order to be more effective in the future. A delegation sought clarification on whether the Department had factored in the Summit of the Future in its programme planning, or if the outcome of the Summit of the Future would have an impact on the proposed programme plan.

8. A delegation recognized the significant work undertaken by the Department of Peace Operations and other relevant Departments in implementing clear, focused and achievable mandates on peacekeeping operations. The ongoing efforts of the Department to continuously improve its support to peacekeeping operations, strengthen its performance, adapt to current risks and challenges, and ensure the relevance and effectiveness of United Nations peacekeeping was acknowledged.

9. While matters relating to parts of the programme dealing with resources were not within the mandate of the Committee for Programme and Coordination, a delegation expressed the view that peacekeeping operations were more complex, violent and riskier and in such conditions, resources should be spent on missions that operated in such contexts. The delegation expressed its concern that the overall plan for peacekeeping operations for 2025 was based on the assumption that there would be clear, focused and achievable mandates, which had not been the case for some time, and stated that the planning assumptions should be realistic rather than optimistic.

10. It was recognized that the landscape of United Nations peacekeeping was changing significantly, with the closure of the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) and the drawdown of the

United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO). The view was expressed that, while large, multidimensional peacekeeping operations appeared to be in decline, such missions, including existing missions, continued to play an important role in the delivery of United Nations mandates in conflict-affected areas. Another delegation expressed its support for the concept of multidimensional peacekeeping operations and the development of programmes for the rule of law and transitional justice, disarmament, demobilization and reintegration, and security sector reform. Support was also expressed for the effective implementation of directives relating to gender and the effective execution of protection of civilian populations in those mandates that included it.

11. A delegation expressed its support for the recommendations of the Special Committee on Peacekeeping Operations, while another delegation sought clarification on how deliberations of the Special Committee on Peacekeeping Operations were taken into account when formulating the strategies and the planned results in the proposed programme plan.

12. It was noted that consideration by the General Assembly of the question of peacekeeping operations in all its aspects was especially relevant insofar as it reflected the changing themes and debates and influenced the way in which it was perceived by other organs of the organization, especially the Security Council. In that regard, the delegation expressed its support for the development of a transparent and democratic peacekeeping system within the United Nations framework.

13. A delegation expressed its regret that the mandate of the Committee for Programme and Coordination entitled it to review the programme plans of only two peacekeeping missions out of the 11 currently active peacekeeping missions. The delegation opined that the General Assembly should enable the Committee to carry out its mandate of reviewing the entirety of the Organization's work.

14. Under mandates and background, a delegation welcomed the Department's efforts to continue to improve peacekeeping, enhance its performance and adapt to contemporary risks and challenges, as reflected in paragraph 5.1 of the report.

15. It was noted that the objectives, strategies and performance measures were generally well chosen, mutually complementary and relevant. With reference to paragraph 5.2 under the strategy and external factors for 2025, some delegations welcomed the references to the implementation of the women and peace and security agenda across all peace functions; the support for effective performance and accountability of all mission components through the ongoing implementation of the Comprehensive Planning and Performance Assessment System; and the improvement of the safety and security of peacekeeping personnel which were areas of major interest for the delegations.

16. A delegation paid tribute to the valuable work of peacekeepers in making it possible for the peacekeeping mandates to be fulfilled. It was emphasized that the safety and security of peacekeepers was paramount and should be the first priority of the Action for Peacekeeping initiative and its implementation plan, Action for Peacekeeping Plus. A delegation opined that the Organization should redouble its efforts in that regard, in particular with respect to training and preparing troop- and police-contributing countries for deployment. Other delegations expressed their support for the Secretary-General's Action for Peacekeeping initiative, which they opined served as a guiding framework for United Nations peacekeeping operations. The Secretary-General's continued dedication to the framework was acknowledged. It was noted that the initiative promoted collective action from all relevant stakeholders which strengthened peacekeeping operations. Delegations also expressed their support for the priorities set out in Action for Peacekeeping Plus.

17. A delegation noted its continued support for reforms that improved performance and accountability in peacekeeping. The view was expressed that reforms should enhance the safety and security of peacekeepers, as well as increase the operational effectiveness of civilian and uniformed components. The Secretary-General was commended for his efforts in this area.

18. 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 using data and analysis, and the development of an integrated peacekeeping performance and accountability framework and increased engagement with troop- and police-contributing countries on performance. A delegation stated that the prioritization of political solutions was fundamental to peacekeeping reform, as was making missions more efficient, effective and accountable.

19. Several delegations welcomed the continued strategic and operational partnership between the United Nations and the African Union, including its cooperation with other regional and sub-regional organizations in Africa. It was noted that such efforts were essential for capacity-building and support to new and emerging troop-contributing countries. A delegation expressed its view that the adoption of Security Council resolution [2719 \(2023\)](#) presented an opportunity to further strengthen cooperation between the United Nations and the African Union, including the joint implementation of the resolution. The delegation indicated that it looked forward to targeted activities by the Secretariat that would implement the resolution, which determined that African Union-led support operations could be financed from United Nations-assessed contributions on a case-by-case basis.

20. The imperative for the United Nations to support the maintenance of international peace and security both through ongoing delivery and forward-looking innovation was stressed. A delegation expressed the view that the use of new technologies was not only vital for enhancing performance but also for improving the safety and security of peacekeepers and peacekeeping infrastructure. The delegation advocated for more activities on the exploration and deployment of relevant and effective technologies to support peacekeeping operations.

21. Accurate reporting and continuous innovation of data availability and distribution was emphasized and welcomed. It was opined that such efforts were important for enabling the full review and evaluation of mission operations to ensure an efficient, effective and cohesive approach to mandate delivery. Another delegation expressed its support to harness technology for peacekeeping missions and reiterated its view that sensitivity of host countries and neighbouring Member States should be taken into account in that regard. The delegation opined that data security was of paramount importance and any plans to use database technologies should also incorporate plans for data security.

22. Delegations welcomed the increased role played by women in peacekeeping missions, in line with Sustainable Development Goal 5 for promoting gender equality and women empowerment and highlighted their appreciation for the integration of a gender perspective in the Department's operational, activities, deliverables and results.

23. A delegation noted that persons with disabilities made up approximately 15 per cent of the world's population and emphasized the importance of full and beneficial participation and integration of persons with disabilities in society, including as an integral part of peacekeeping missions. It was noted that including persons with disabilities in peacekeeping missions was critical and strategic and could bring several benefits and contribute to the effectiveness and inclusivity of such missions. The delegation provided several reasons for the importance of including persons with

disabilities in peacekeeping missions. First, to contribute to diverse perspectives and insights; second, to contribute to representation and inclusivity; third, to raise awareness about the challenges faced by, and advocate for inclusive policies and practices for the rights and needs of persons with disabilities; fourth, to support capacity-building and empowerment of individuals with disabilities to actively participate in decision-making processes; and fifth, to be a bridge and common denominator between persons with disabilities from different national groups, owing to their shared challenges and barriers. The delegation sought further information from the Department regarding its plans to facilitate the participation of persons with disabilities in peace operations and specifically in peacekeeping missions.

24. With respect to evaluation activities of the Department of Peace Operations, a delegation referred to paragraph 5.12 and expressed its support for the implementation of the Comprehensive Planning and Performance Assessment System in all United Nations peacekeeping operations. It was noted that better data was required to support evidence-based decision-making in New York and throughout missions. The delegation believed that it was important for the United Nations to continue improving the collection, sharing and use of data across the board to support integrated planning structures in missions. Another delegation observed that the establishment of a youth, peace and security coordination network at Headquarters and in the field and plans to elaborate the terms of reference for youth, peace and security focal points were positive developments. With respect to evaluations planned for 2025 reflected in paragraph 5.13, a delegation expressed the view that it would have been useful to have some idea of the evaluations to be carried out, and expressed its expectation that Member States be informed promptly.

25. With respect to subprogramme 1, Operations, a delegation noted that there was not much information or clear targets on transitions of missions and requested further information on the specific activities planned with respect to the transition of MONUSCO. Further information was also requested on why the workshop for regional and subregional political strategies for peacekeeping in Africa (table 5.5, category B, deliverable 6) was not held in 2023.

26. With respect to subprogramme 2, Military, a delegation referred to paragraph 5.30 (e) under the strategy section and sought clarification on the Department's plans to initiate and deploy a performance evaluation process for individual uniformed personnel. In that regard, the delegation inquired about how the planned performance evaluation process for individual uniformed personnel was linked with the Comprehensive Planning and Performance Assessment System and the integrated peacekeeping performance and accountability framework. Delegations also questioned why the evaluation system focused on individual uniformed personnel and not all personnel including civilians.

27. It was noted that similar to training, performance and evaluation were also cross-cutting issues, particularly in subprogrammes 2 and 3. A delegation called on the Department to avoid possible duplication and overlap of activities and provided the example that activities pertaining to the Comprehensive Planning and Performance Assessment System needed to be clarified and reflected under the relevant subprogramme.

28. A delegation expressed its satisfaction with result 2, advanced gender parity for military individual uniformed personnel in United Nations peace operations, and noted the increase in the percentage of female military individual uniformed personnel in United Nations peace operations. It was noted with appreciation that the planned target of 22 per cent in 2023 had been exceeded. The delegation underlined that comprehensive reporting and targeted planning on categories other than military

personnel, as outlined in the United Nations Uniformed Gender Parity Strategy for the period 2018-2028, was required.

29. With regard to subprogramme 3, Rule of law and security institutions, and specifically paragraph 5.42, a delegation welcomed the reference in the objective for efforts undertaken by special political missions to strengthen the rule of law and security governance in their areas of operation. Another delegation expressed appreciation for the results achieved, as well as the planned strategy and performance targets for subprogramme 3. The delegation observed that it saw an opportunity to coordinate with subprogramme 1, which focused on transitions, and recommended continuity in seeking accountability for crimes against peacekeepers during transition and drawdown phases, as well as post-drawdown phase, that should be included in the planning process.

30. With regard to result 1, enhanced accountability for crimes against United Nations personnel in peacekeeping operations and special political missions, a delegation referred to paragraphs 5.47 and 5.48, and strongly condemned crimes against United Nations personnel. The delegation requested the Department to strengthen cooperation with relevant host countries and take stronger measures to effectively protect the lives and safety of peacekeepers.

31. With reference to result 3, improved performance of United Nations police to enhance mandate implementation, a delegation referred to paragraphs 5.51 and 5.52 and figure 5.VII, and highlighted the performance measures of 98 per cent in 2023, and targets of 100 per cent in 2024 and 2025. The delegation observed that based on lessons learned, the subprogramme would assess United Nations police performance on a quarterly basis and formulate tailored performance improvement plans to inform future rotations and deployments. The delegation noted that the target of 100 per cent of evaluations of United Nations formed police units that indicate a performance level of satisfactory or above in 2025 reflected the pursuit of operational excellence by the Department.

32. With respect to table 5.9 (category B, deliverables 11 and 13), a delegation noted that there were few field and technical cooperation projects on security sector reform and governance, and disarmament, demobilization and reintegration, and requested further explanations as there was a high demand for such support both in-mission and off-mission settings.

33. With respect to subprogramme 4, Policy, evaluation and training, while it was recognized that training of uniformed personnel was a crosscutting issue in all aspects of peacekeeping and in all the subprogrammes, training was considered more critical for military contingents and police personnel prior to and during deployment. In order to meet the targets, the Secretariat was urged to continue to provide necessary training materials and mechanisms to troop- and police-contributing countries, including user-friendly coordination services through the triangular partnership programme and the light coordination mechanism. Another delegation noted with concern that there was no plan to measure the performance of non-uniformed components in peacekeeping missions and reiterated that missions could not succeed if only some components were being measured, or if only some components were performing while others were not. The delegation emphasized its concern that although this aspect had been highlighted in previous reports it was not incorporated in the programme plan for 2025 and suggested that the issue should be addressed.

34. With respect to result 2, troop-contributing countries prepare infantry battalions in line with United Nations standards, it was noted that the information contained in paragraphs 5.62 and 5.63 were very important for the implementation of peacekeeping missions' mandates. A delegation observed that remarkable progress had been achieved, with the cumulative number of troop-contributing countries

deploying infantry battalions prepared in line with United Nations standards increasing from 14 in 2021 to 34 in 2023. The delegation expressed the expectation that there should be greater progress because the results for 2025 reflected a higher number of battalions prepared in line with United Nations standards. The delegation observed that in 2023 the targets were not achieved as a result of administrative and logistical challenges precluding two Member States from receiving the training. The delegation opined that figure 5.VIII could be a little misleading and questioned whether the figure also included countries that proposed battalions that did not meet United Nations standards for deployment.

35. A delegation noted that UNMOGIP was one of the first peacekeeping missions established by the United Nations, 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 view was expressed that UNMOGIP played a key role in the maintenance of regional and international peace and security. The delegation expressed its appreciation for the unique role carried out by the Mission in accordance with the relevant Security Council resolutions and the principles of the Charter of the United Nations. While matters relating to parts of the programme dealing with resources were not within the mandate of the Committee for Programme and Coordination, the delegation was of the view that in the interest of regional peace and stability all efforts must be made to ensure effective delivery of this Mission's mandate, including through the provision of adequate resources.

#### **Conclusions and recommendations**

36. **The Committee recommended that the plenary or the relevant Main Committee or Main Committees of the General Assembly, in line with Assembly resolution 78/244, consider the programme plan for programme 4, Peacekeeping operations, of the proposed programme budget for 2025 under the agenda item entitled "Programme planning" at the seventy-ninth session of the Assembly.**