

First and Second Reading of Chapter 2 on International Peace and Security of the Zero Draft of the Pact for the Future, April 2024

ABOUT: *The co-facilitators of the Summit of the Future (SOTF), following informal consultations and written inputs from MS and stakeholders in December 2023, published the zero draft of the Pact for the Future containing five chapters on 26 January 2024. The zero draft was meant to serve as a starting point for formal intergovernmental negotiations leading up to the SOTF in September 2024.*

A chapter-by-chapter First Reading of the zero draft was organized in early February following which a 242-page compilation text built around the skeleton of the zero draft was circulated among Member States (MS). A paragraph-by-paragraph Second Reading was organised intermittently from late February until early April following which a 224-page revised compilation text of all the 5 chapters was circulated among MS on 3 April 2024. This ICH bulletin has used both the compilation texts as inputs to summarize and capture the key elements discussed by MS in closed intergovernmental negotiations.

NOTE: The parts of the bulletin that was written or summarized by the Lead Author has been *italicized*. The non-italicized parts are excerpts from the compilation text (both in red and black font colours).

EXECUTIVE SUMMARY:

The 78-page compilation text for Chapter 2 contains 44 Operational Paragraphs (OPs) and deals with a range of issues related to International Peace and Security structured under the following five topics. This Executive Summary has summarized this information, in no particular order, under different sub-themes and topics.

- 2.1. Prevention, Mediation and Peacebuilding
- 2.2. Peace operations and peace enforcement
- 2.3. Counter-terrorism
- 2.4. Nuclear non-proliferation and disarmament
- 2.5. Emerging domains and new technologies

New Agenda for Peace – *The New Agenda for Peace was received by MS with varying levels of interest as demonstrated by the different phrases proposed which include “take note of”, “recognize”, “commit to implement” and “recall”. MS requested the Secretary-General (SG) to strengthen the UN’s approach to and capacity for preventive diplomacy in line with the purposes and principles set out in the UN Charter and building on the principles set out in the New Agenda for Peace.*

Conduct of War and the ICJ – *Concerns were raised on attacks against civilians, civilian infrastructure, humanitarian workers, their means of transport and medical facilities. The need to uphold the principles of distinction, necessity, proportionality, and precaution in the conduct of hostilities was stressed by many MS. Several MS proposed language calling for full respect of international law, as applicable, including international humanitarian law, human rights law, and refugee law. Liechtenstein and many other MS welcomed the growing importance of the International Court of Justice. The zero draft also had language committing to investigate alleged violations of international humanitarian law with LMG-2 group adding “in an impartial, non-politicized and non-selective manner”.*

Inclusion – MS reaffirmed their collective commitment under the Women, Peace, and Security Agenda through equal participation in prevention and resolution of conflicts; adequate financing; and increasing the number of civilian and uniformed women in peacekeeping at all levels and in key positions, among others. The need to eliminate all forms of discrimination and gender-based violence, including conflict-related sexual violence, against women and girls was mentioned.

MS committed to strengthen the children and armed conflict agenda and the youth, peace, and security agenda, including through their participation in peace processes and addressing financing gaps for youth-led initiatives. Several MS proposed to add language on enabling the meaningful participation of people with disabilities, local peacebuilders, and other relevant stakeholders in peace processes.

Disarmament – Many MS called for the full implementation and respect for existing norms and obligations on disarmament, including nuclear non-proliferation, while also pursuing additional agreements on the same. Several MS urged to revitalize the role of the UN in disarmament, including by reviving discussions on all weapons and security domains in the Conference on Disarmament and organizing a special session of the General Assembly (GA) devoted to disarmament. MS committed to achieve universality and implementation of treaties banning inhumane and indiscriminate weapons.

Small Arms and Light Weapons – Given that small arms and light weapons are the leading cause of violent deaths globally, in conflict and non-conflict settings alike, MS proposed language committing to regional, subregional, and national targets, instruments and road maps to address challenges related to illicit trade, diversion, proliferation and misuse of small arms and light weapons.

Coordination with Regional Organizations – Enforcement action to restore international peace and security authorized under Chapter VII and carried out by regional and subregional organizations and multinational coalitions need to be supported, as appropriate, with adequate, predictable, and sustainable financing, including through assessed contributions. MS proposed language encouraging the development and strengthening of regional frameworks and security architectures for conflict prevention and called for the UN to ensure greater synergy and coordination with such frameworks.

Peacebuilding – MS welcomed the establishment of the Peacebuilding Account and the decision to approve \$50 million from assessed contributions. MS called for closer and more strategic cooperation with the International Financial Institutions (IFIs) to assist MS in addressing the underlying causes of instability.

Climate Change – The impact of climate change on international peace and security was recognized across the board with MS calling on the SG to collect related data and the Security Council to consider climate implications in mandates of peace operations.

UN Peacekeeping Operations – Language recognizing the need for a new generation of peace operations was proposed and a commitment to undertake a reflection on the future of peace operations, including peacekeeping, was unopposed. MS requested the SG to develop new models of peace operations that are able to respond to the evolving nature of conflict while also continuing the reforms outlined in the Action for Peacekeeping agenda. Russian Federation pointed out that the Special Committee on Peacekeeping Operations remains the main venue for such discussions.

The Pact requests the Security Council to ensure that peace operations are deployed with achievable, sequenced and sufficiently resourced mandates able to adapt and with clear exit strategies. The safety and security of peace operations personnel and the responsibility of the host government to ensure their protection was stressed by a broad range of MS, including troop-contributing countries. Canada and Norway proposed, with LMG-2 opposing, to address the capability gap in peacekeeping in terms of cyberattacks, disinformation, emerging technologies, among others.

Terrorism – MS condemned terrorism in all its forms and called for counter-terrorism operations to be proportionate and compliant with international law. Several measures to combat terrorism was proposed by MS including suppressing financing of terrorism; combating illicit trade of small arms, light weapons, and their ammunition; and concluding negotiations on a Comprehensive Convention on International Terrorism.

Nuclear weapons and other Weapons of Mass Destruction – MS committed to work collectively to reverse the erosion of international norms against the spread, testing and use of nuclear weapons, and to reinforce instruments that support these norms such as Non-Proliferation Treaty (NPT), Comprehensive Nuclear Test Ban Treaty (CTBT) and the Treaty on Prohibition of Nuclear Weapons (TPNW). The need to implement existing nuclear disarmament commitments and to elaborate on next steps for further reduction came up several times. MS reaffirmed the right of all countries to peaceful uses of nuclear energy in conformity with non-proliferation obligations and International Atomic Energy Agency (IAEA) safeguards and called for developing international cooperation in this area.

The unacceptability of the use of chemical and bacteriological weapons was raised with many calling for reinforcing international norms against their usage. MS committed to explore measures to address the risks involved in biotechnology, neurotechnology and human enhancement technologies, including within the framework of Biological and Toxin Weapons Convention (BTWC; more details in OP90 below). MS reaffirmed their commitment to ensure that non-state actors do not get access to weapons of mass destruction.

Outer Space – The zero draft as well as a broad group of MS proposed to develop international norms, rules, and principles on peaceful uses of outer space, including the proposal for a legally-binding instrument building on existing work and legal framework (more details in OP86 below). Several MS proposed various alternative language on the timeline for negotiations, including non-mention, “will swiftly launch” and “immediate commencement”, among others.

Use of Information and Communication Technologies (ICTs) – Language on responsible state behaviour in the use of ICTs was a recurrent theme with some MS proposing capacity-building measures on the same. MS did not oppose language which sought to ensure that infrastructure needed for the delivery of essential public services and for the functioning of society must never be subject to malicious information and communications technology activity.

Autonomous Weapons and AI – MS committed to commence negotiations and/or conclude without delay a legally binding instrument to prohibit lethal autonomous weapons that cannot be used in compliance with international humanitarian law and regulate all other types of autonomous weapons. The United States (US), Turkey and Brazil encouraged the Group of Governmental Experts (GGE) to formulate a set of elements for such an instrument. MS expanded on the language in the zero-draft committing to develop norms, rules, and principles on military applications of artificial intelligence.

HEADLINES:

- [Chile, Costa Rica, Dominican Republic, Guatemala, Honduras, Columbia add: We further commit to reducing the human cost of weapons by moving away from overly securitized and militarized approaches to peace /../.]
- We welcome the decision to establish the Peacebuilding Account, ... as [Russian Federation alt: a modality/**one of the modalities**] of financing the Peacebuilding Fund, ... and to approve 50 million United States dollars of assessed contributions to fund the Account, starting on 1 January 2025.
- We request the Secretary-General to continue to develop new models of peace operations /.../ that can respond to the evolving nature of conflict in traditional and new /.../ domains, while devising transition and exit strategies /.../ [Liechtenstein alt: , including through mandates of the General Assembly and work of the Peacebuilding Commission, incorporating transition and exit strategies.]
- We welcome the adoption by the Security Council of resolution 2719 (2023) [Liechtenstein alt: , in which the Council agreed to consider on a case-by-case basis requests from the African Union Peace and Security Council seeking authorization from the United Nations Security Council for African Union-led peace support operations under chapters VII and VIII of the Charter to have access to United Nations assessed contributions [Canada add: to fund a portion of expenditures for such missions].
- *Several MS proposed to advance discussions on an internationally agreed-upon definition of terrorism and revitalize efforts towards conclusion of a comprehensive convention on international terrorism.*
- [Jordan, Indonesia, Islamic Republic of Iran, Egypt, Viet Nam add: /.../ Pending the total elimination of nuclear weapons, we call for the early commencement of negotiations on effective, universal, unconditional, non-discriminatory, irrevocable and legally binding security assurances to all NNWS (*Non-Nuclear Weapon States*) by all the nuclear-weapon States against the use or threat of use of nuclear weapons under all circumstances as a matter of high priority.]
- [Jordan, Indonesia, Islamic Republic of Iran, Egypt, China, UAE add; Israel del: We call for the establishment of a Nuclear-Weapon-Free Zone in the Middle East /.../]
- [Chile, Costa Rica, Dominican Republic, Guatemala, Honduras, Brazil, South Africa, Uruguay add; Egypt, Morocco reserve: We reaffirm that small arms and light weapons [LMG-2 del: and their ammunition] are the leading cause of violent deaths globally, in conflict and non-conflict settings alike. /.../]
- We commit to concluding without delay a legally binding instrument to prohibit lethal autonomous weapons systems that function without human control or oversight, and which cannot be used in compliance with international humanitarian law, and to regulate all other types of autonomous weapons systems (*as per the zero draft*).
- [Russian Federation alt; Norway, Switzerland, UK, US, EU oppo: Semel. We reaffirm the importance of the Biological and Toxin Weapons Convention (BTWC) as one of the pillars of the international security architecture we emphasize the need to uphold and strengthen the BTWC, [US alt: including by institutionalizing and adopting a legally binding Protocol to the Convention that provides for an effective BTWC verification mechanism/and call upon the BTWC Working Group on Strengthening the Convention to recommend effective measures to this end by the earliest possible date].

HIGHLIGHTS:

- *China mentioned the principle of free choice of means (A/RES/2625(XXV)) to settle international disputes with El Salvador adding “the right of States to freely choose peaceful means”.*
- [Philippines, EU, Colombia add: We recognize the importance of promoting policies and planning that build resilience and reduce displacement risk in the context of disasters, including through international, regional, subregional, transboundary and bilateral cooperation, and encourage exploring innovative ways, such as forecast-based financing approaches [Japan del: and disaster risk insurance mechanisms], to increase the availability of resources for Member States before a disaster is credibly expected to occur.]
- [US paste from 83 with edits; Colombia support, Mexico, Indonesia, Brazil, Egypt, Singapore reserve: We commit to achieving universality of treaties prohibiting or regulating conventional weapons that are excessively injurious or have indiscriminate effects.]
- [Ukraine add: We reaffirm the importance of explicitly incorporating references to mine action, in ceasefire and peace agreements, when appropriate, well as in the mandates of peacekeeping operations and special political missions (Based on General Assembly’s resolution A/RES/78/70, adopted on 11 December 2023, para 19).]
- [Ukraine, Republic of Moldova add: /.../ We reaffirm that no territorial acquisition resulting from the threat or use of force shall be recognized as legal. /.../]
- [Jordan, Ukraine add; Brazil del: /.../ We also reaffirm the obligation of occupying powers to abide by their legal obligations and responsibilities on the protection of civilians, including under the Fourth Geneva Convention relative to the Protection of Civilian Persons in Time of War, of 12 August 1949.]
- [LMG-2, State of Palestine add; Israel, India, United States, Morocco, UK, EU del: /.../, while rejecting any attempt to equate the legitimate struggle of peoples under colonial domination and foreign occupation for self-determination with terrorism].
- *US, Switzerland, China, and others proposed language regarding consensual norms on responsible state behaviour in the use of ICTs, including that states should not conduct or knowingly support cyber activity that intentionally damages critical infrastructure or otherwise impairs the use and operation of critical infrastructure to provide services to the public.*
- *Russian Federation proposed language recognizing that the existing treaties are not completely able to prevent placement of weapons in outer space, the threat or use of force in, from and against outer space and preserve it for peaceful purposes, and hence emphasized on the need to improve the existing international legal framework.*

RESOURCES:

1. [Zero draft of the Pact for the Future](#)
2. [Compilation text \(as of 3 April 2024\)](#)
3. [Letter from the co-facilitators – 26 January 2024](#)