Indonesia's response to the United Nations Secretary-General's request for views in relation to
UNGA Resolution 79/239 on "Artificial Intelligence in the military domain and its implications for international peace and security"

11 April 2025

1. Pursuant to operative paragraphs 7 and 8 of UNGA Resolution 79/239, Indonesia wishes to submit its views on the opportunities and challenges posed to international peace and security by the application of Artificial Intelligence (AI) in the military domain, with a specific focus on areas other than lethal autonomous weapons.

2. Indonesia took note of the United Nations Secretary General's report titled "Current developments in science and technology and their potential impact on international security and disarmament efforts", dated 23 July 2024, which reaffirms that there is currently no intergovernmental process under the auspices of the United Nations that addresses the responsible life cycle of artificial intelligence in the military domain.

3. Therefore, Indonesia welcomes this discussion, as AI in the military domain includes a wide range of systems and applications with a view to devising an inclusive multilateral deliberation on the subject at the United Nations. Such discussion should extend beyond kinetic capabilities (such as lethal autonomous weapons systems / LAWS) to non-kinetic ones -- which can be adversarial (e.g., autonomous cyberwarfare systems, adaptive radar-jamming or electronic warfare capabilities) or supportive (e.g., logistics, medevac, or tactical surveillance) in military roles. It should also cover other capabilities that may have a direct effect to strategic balance, such as improved sensing (e.g. satellite or anti-submarine), intelligence, or war-planning.

4. Indonesia remains firmly committed to the maintenance of international peace and security, as enshrined in the Preamble of the Indonesian Constitution. Guided by this commitment, Indonesia believes that AI in the military domain must be governed in a manner that promotes peace, security, and sustainable development goals. AI must be a force for peace and security, not a driver of insecurity, conflict, or strategic rivalry.

5. While AI itself is not a weapon, Indonesia recognizes that it serves as both a force multiplier and a threat amplifier, capable of generating significant benefits and serious risks for international peace and security. The use of AI in the military domain brings up various ethical, legal, moral, and technical questions, which should be carefully considered and deliberated in relation to compliance with international law, including international humanitarian law and international human rights law.

6. On the one hand, AI is believed to offer a wide range of potentials: it can augment data processing; increase operational efficiency, precision, and accuracy; and potentially improve compliance with international humanitarian law, such as by supporting proportionality assessment and precautionary measures to reduce harm to civilians. AI can also enhance Intelligence, Surveillance, and Reconnaissance (ISR) capabilities, support logistics and planning, and improve personnel management. Beyond the military domain, AI applications can support law enforcement, strengthen border security, and improve natural disaster management.

7. On the other hand, AI poses a range of risks and consequences, including the potential to fuel arms races, proliferate to non-state actors, enable criminal and irresponsible misuse, exacerbate imbalance in military power through technological superiority, and increase instability, miscalculation, escalation, and legal ambiguity. Technical risks also include

cyber vulnerabilities, system malfunctions, data bias, target misidentification, and other operational uncertainties.

8. Indonesia urges a precautionary approach in addressing the challenges of the use of AIMD. Indonesia is particularly concerned about the existential risks arising from the potential integration of AI into nuclear command, control, and communication systems. Indonesia reaffirms its principled position that the use and threat of use of nuclear weapons violates international law and that we need urgent and decisive actions to uphold and strengthen the norms against nuclear weapons. The introduction of AI into nuclear weapons systems exacerbates the existential risks of nuclear weapons use, be it intentional, inadvertent, or accidental, and increases nuclear dangers. This is a threat to the security of all nations. Indonesia urges all nuclear-armed states to reassess their dependence on nuclear weapons and reaffirm our collective commitment to a world free of nuclear weapons. Pending the total elimination of nuclear weapons, nuclear-armed States must maintain meaningful human control, responsibility, and accountability over nuclear weapons and their delivery systems in the context of the development of AI development.

9. Given these considerations, Indonesia emphasizes that the development, application, and use of AI in the military domain must be governed to harness its benefits and mitigate its risks. Such governance must serve the collective peace, security, and prosperity of all nations. Accordingly, Indonesia puts forward the following key points:

10. *First,* Indonesia affirms that international law must be upheld throughout the life cycle of AI technologies. This includes the UN Charter, international humanitarian law, international human rights law, as well as disarmament and non-proliferation treaties. States should conduct legal reviews at all stages - from procurement to evaluation. States must guarantee accountability for their development and application of AI in the military domain, including the legality of AI applications in the conduct of warfare or hostilities. In the absence of such laws regulating the use of AI in the military domain, it is important to underscore that the usage shall be governed by the laws of humanity and the dictates of public conscience.

11. Beyond international law, ethical considerations should complement the legal frameworks in guiding the governance of AI in the military domain. Principles such as traceability, accountability, responsibility, explainability, humanity, transparency, equity, and fairness must be promoted in AI's development and application.

12. *Second,* Indonesia stresses the essential role of the human element in ensuring accountability and responsibility at all levels, be it at the state, corporate, or individual levels, in the design, development, deployment, and use of AI in the military domain.

13. The development, application, and use of AI in the military domain must remain human-centered and be governed to serve the interests of humanity. Effective and meaningful human control must be preserved and strengthened through training, particularly in decisions involving the use of force. Critical decisions must involve human judgment, intervention, oversight, and control. Further, while "meaningful human control" has been increasingly accepted in governing the use of AI in the military domain, Indonesia views that this concept has yet to satisfy the legal, moral, technical, and regulatory questions associated with such use. There needs to be an agreement on what "meaningful" human control entails in practice.

14. While AI governance will primarily regulate state conduct, it must also address civilian stakeholders, particularly technology companies involved in AI in the military domain. States must ensure that private sectors are compliant with international law and ethical

standards while still supporting the growth of the AI innovation ecosystem. Researchers and companies bear responsibility for ensuring their AI technologies are reliable, safe, secure, accountable, and under accountable human control. They should also be responsible for monitoring, communicating, and addressing the risks entailed in their product.

15. *Third*, Indonesia underscores the urgent need for multilateral, inclusive, and comprehensive legal and regulatory governance frameworks. These must reflect the interests of all States, irrespective of their level of AI development. All states must have an equal voice in shaping the rules and norms governing AI in the military domain to ensure fair representation and foster global trust.

16. Broad stakeholder involvement is critical, given the multifaceted ethical, legal, and technical dimensions of AI. Engagement from diverse disciplines and cultures is also necessary to ensure that AI systems align with international law, humanitarian law, human rights, and disarmament commitments before their application in the military sphere.

17. *Fourth,* it is critical to remain cognizant and foster meaningful discussion on the risks, challenges, and implications stemming from the development, deployment, and use of AI in the military, be it technological or non-technological. Indonesia highlights the importance of continuously assessing the broader implications of military AI for international peace and security, particularly in the context of non-proliferation and disarmament. More comprehensive studies are needed to understand these impacts, which remain underexplored.

18. Identification of risks associated with AI development, deployment, and use in the military domain will support evidence-based forecasting, risk assessments, and the eventual development of risk mitigation measures.

19. Enhancing understanding and raising awareness of the risks associated with AI in the military domain is also crucial. In this regard, transparency should be promoted, among others, by sharing national policy and strategy, especially to identify, evaluate, and mitigate risks; sharing AI capabilities in the military domain, where appropriate, to increase accountability and confidence-building measures; and sharing lessons learned and best practices across borders, industries, and sector.

20. *Fifth,* AI governance must not hinder technological development or limit access to AI by developing nations. Frameworks should avoid imposing conditionalities or barriers that restrict equitable access. A balanced approach is needed that addresses risks such as proliferation while ensuring AI accessibility to States with limited resources.

21. *Lastly*, AI governance must place a strong emphasis on bridging the digital and AI divide. Developing countries face significant constraints, not only in terms of AI capabilities but also in their ability to govern these technologies effectively. If this gap remains unaddressed, global governance efforts will be undermined, as numerous states remain ill-equipped to tackle the complex and cross-border challenges that AI presents.

22. Indonesia emphasizes the urgent need to address the stark digital and AI divides between and within nations, particularly regarding access to financial, human, and technical resources. If left unaddressed, these divides risk deepening global inequalities and heightening the potential for conflict.

23. As global public goods, peace and security require international cooperation among all countries, both developed and developing, to address shared challenges and seize collective benefits, including those related to the development, application, and use of AI

in the military domain. In this context, Indonesia calls for enhanced and balanced international cooperation and assistance to promote global AI capacity and governance frameworks. Such cooperation must be pursued on an equitable and mutually agreed basis, taking into account the specific needs and contexts of developing countries. This includes, but is not limited to, initiatives in capacity-building, education, technology transfer, lifelong learning, technical training, joint research, and knowledge-sharing.

24. Such cooperation must be multi-level, involving not only among states and international organizations but also across sectors within countries. Public-private partnerships should be encouraged to promote responsible innovation and to raise awareness within the industry of the implications their technologies may have for international peace and security.

25. International cooperation is critical not only to resolve the digital and AI divides but also to create an enabling environment for confidence-building between states. It can help reduce geopolitical division and competition in the AI field. International cooperation must be rooted in principles of equality, trust, mutual benefit, respect for sovereignty, and solidarity to pave the way to meaningful collaboration, including technological transfer and knowledge-sharing.

26. Indonesia also recognizes the value of strengthening regional cooperation mechanisms that take into account local and regional specificities. These mechanisms can serve as foundational building blocks toward broader global consensus while also providing space for more granular and context-sensitive deliberations.

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