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> SCALE OF ASSESSMENTS FOR THE APPORTIONMENT OF THE EXPENSES OF THE UNITED NATIONS: REPORT OF THE COMMITTEE ON CONTRIBUTIONS

> > Report of the Fifth Committee

Rapporteur: Mr. Antonio ARRAIZ (Venezuela)

1. The Fifth Committee at its 882nd to 889th meetings considered the report of the Committee on Contributions. $\frac{1}{2}$

2. The Chairman of the Committee on Contributions, in introducing the report and in reply to questions raised during the debate, explained the method followed by the Committee and the various considerations taken into account in arriving at the scale of assessments now recommended for the three-year period 1962-1964. In using national income estimates for the years 1957-1959 as a guide, the Committee had had to take into account the varying quality of the available data, and it had in each case made a detailed study of all relevant statistical and economic data at its disposal and of the exchange rate to be used for conversion of the national income estimates into a common unit. In order to ensure comparability between the national statistics, the Committee, on the basis of a study made by the Economic Commission for Europe, $\frac{2}{}$ decided at its 1961 session to make adjustments for the fact that, while the value of certain services was included in the United Nations System of National Accounts used by a majority of Member States, it was not included in the national income

1/ Official Records of the General Assembly, Sixteenth Session, Supplement No. 10 (A/4775) and Corr.1.

^{2/} Economic Survey of Europe, 1959.

calculations for the countries with centrally planned economies since they regard these services as non-productive. In view of the complexity of the problem, the Committee decided to proceed with caution, and in reaching its conclusions had adopted most conservative factors so as to soften the impact of the increase which might otherwise have been apparent; further, it had taken into account the position of individual countries within this group. Before arriving at its decision, the Committee had also considered the alternative method of making reductions for "non-productive" services in the national income figures for other countries, and had found that this method would have been less favourable to the countries with centrally planned economies. The Chairman further explained that, in drawing up the proposed scale, the Committee on Contributions had based itself strictly on the directives given to it by the General Assembly, such as the ceiling principle for the largest contributor, the per capita ceiling principle, and the allowance to be made for low per capita income. The changes recommended reflected generally the relative changes in capacity to pay of Member States, but in some cases represented corrections in anomalies that had become apparent from the improved data at the Committee's disposal.

3. In the course of the discussion a number of delegations expressed their support of the Committee on Contributions' recommendations and paid tribute to the objectivity and impartiality with which the Committee had carried out the difficult and complex task of drawing up a scale of the relative capacities to pay of Member States.

4. Some delegations could not accept, however, the scale recommended by the Committee on Contributions. With reference to the percentages for services that the Committee had added to the national income estimates of the countries with centrally planned economies, it was pointed out that, when such additions were made, it would be necessary also to make deductions for such items as turn-over taxes, at least to the same extent as indirect taxes were deducted from the net national income of other countries.^{$\frac{3}{}$} It was also stated that the Committee on

^{3/} The representative of Hungary held, for instance, that the figures used by the Committee on Contributions as a basis for the assessment of his country were at least 10 per cent too high because no deduction had been made for the factor of turn-over taxes. The same consideration would, he said, apply to all the socialist countries that had the same system of national accounts.

contributions had, since 1947, systematically recommended decreases in the levels of assessments of the Western and other countries, while the contributions of the socialist countries were growing considerably in spite of the fact that the number of Member States had doubled since the inception of the Organization. The reduction in the United States assessment to 32.02 per cent was particularly surprising since, according to the official statistics, it should be as high as 38.50 per cent. Furthermore, the United States derived a substantial advantage from the fact that the United Nations had its Headquarters in New York and the payment of its contribution in dollars obviously provided no problem. It was also stressed that the Committee had failed to make allowance for certain factors specifically mentioned in its terms of reference, namely, (a) the temporary dislocation of national economies arising out of the Second World War, and (b) the ability of Members to secure foreign currencies. The errors in the preliminary computations, the fact that no allowance had been made for war damage and for the serious exchange difficulties that some countries encountered called, in the opinion of certain delegations, for reconsideration of the scale. At the 882nd meeting of the Fifth Committee the following draft resolution 5. was submitted by Bulgaria, Czechoslovakia, Hungary, Romania and the Union of Soviet Socialist Republics (A/C.5/L.690 and Add. 1 and 2).

"The General Assembly,

"Considering that erroneous calculations were made in drawing up the scale of assessments for 1962-1964 recommended by the Committee on Contributions (A/4775),

"Bearing in mind the necessity for careful study of all factors connected with the establishment of a new scale of assessments,

"<u>Recognizing</u> the need to ensure that States which have recently proclaimed their independence can participate in meeting the expenses of the United Nations on preferential terms,

"Recognizing also the need to take into account, in working out the scale of assessments, the criteria approved by the General Assembly in resolution 14 A 3 (I),

"<u>Believing</u> that circumstances are not yet such as would make it possible to apply the maximum and minimum contributions and, in particular, the contribution for the United States of America, prescribed by resolution 1137 (XII) of 14 December 1957,

"Decides

"1. To extend the validity of the existing scale of assessments, adopted by the General Assembly at its thirteenth session in resolution 1308 (XIII), until 1962, subject to the following amendments:

"(a) The assessments of States whose contributions do not at present exceed 0.5 per cent shall be reduced in accordance with the recommendation of the Committee on Contributions (A/4775), the following scale of assessments being established for such States:

"(b) Preferential assessments shall be fixed for 1962 for States which have recently proclaimed their independence and which were admitted to membership in the United Nations during 1958-1961, on the basis of a 50 per cent reduction for those whose assessments are fixed at 0.04 per cent and a 30 per cent reduction for those whose assessments are fixed at above 0.04 per cent, a preferential scale of assessments being established for the following States:

	Per cent
Cameroun Central African Republic	0.02
Chad	0.02

1 . . .

Per cent

"The reduction in the assessments of States provided for in subparagraphs (a) and (b) (amounting to 0.83 per cent) shall be applied to the assessments of States admitted to membership in the United Nations in 1958-1960 (amounting to 0.95 per cent over and above the 100 per cent total of the scale of assessments);

"2. To instruct the Committee on Contributions to draw up and submit to the General Assembly at its seventeenth session recommendations concerning the scale of assessments for 1963-1965 without fixing a ceiling or floor for the assessments of States but taking into account the criteria laid down by the General Assembly at its first session in resolution 14 A 3 (I) and taking into account also the need to extend privileges to States which have recently proclaimed their independence;

"3. To instruct the Secretariat to call upon competent economists from the United States of America, the USSR and the countries of Africa Asia, Latin America, Eastern Europe and Western Eruope for the preliminary processing of all necessary data for the new scale of assessments;

"4. To instruct the Committee on Contributions to afford an opportunity of participating in its meetings to such experts and specialists as any member of the Committee may wish to invite as his assistants."

6. Other delegations could not accept the criticisms that had been voiced during the discussion. In their opinion, the Committee on Contributions had carried out its work in a competent and objective manner fully in accordance with the directives of the General Assembly. It was, they stated, essential to base the assessments for all Member States on data as nearly comparable as possible. If, as was generally accepted, the national income estimates for the centrally planned economies did not include the value of "non-productive" services, it was evident that the figures for those countries had to be increased. Consequently, the Committee on Contributions had been justified in making a first attempt to produce comparable statistics on the basis of the ECE study that had recently become available. As regards the deductions that the socialist countries maintained should be made in their figures for turn-over taxes, there was still considerable disagreement among experts in the field as to whether turn-over taxes could be equated with the indirect taxes in other countries that were netted out of national income at factor cost in the United Nations System of National Accounts. Furthermore, the Committee on Contributions, as explained by its Chairman, had in several ways weighted its calculations in order to mitigate the effects of its efforts to achieve a better standard of comparability between national statistics. Agreement was also expressed with the conclusion reached by the Committee on Contributions that current national income statistics made sufficient allowance for any dislocation arising out of the Second World War that might still persist. That conclusion had been accepted as far back as 1951. As regards foreign exchange difficulties, it was noted that the Committee had taken it into account in arriving at certain individual assessments. Also, facilities were made available to all Member States to arrange for payment of part of their contributions in currencies other than United States dollars. As regards the reduction to 32.02 per cent proposed by the Committee on 7. Contributions in the United States assessment, that was in accordance with General Assembly resolution 1137 (XII), which decided in principle that no Member State should pay more than 30 per cent of the total and provided for the gradual reduction of the assessment of the highest contributor to that level. While some delegations felt that the total amount of the percentage contribution of the eighteen new Member States should have been applied to a pro rata reduction of the percentage contributions of all Member States, in which case the United States assessment would have been 32.20 per cent, others were of the opinion that, with the greatly increased membership of the United Nations and the growing prosperity of many Members, an immediate reduction to 30 per cent would have been justified.

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8. In connexion with the five-Power proposal (A/C.5/L.690, paragraph 1 (b)), for a reduction in the assessments of the new Member States that had recently attained independence, the view was expressed that, although the initial financial difficulties of these States merited special consideration, that should not be accorded through exemption from assessment, but through technical assistance as already provided under various General Assembly resolutions. A reduction in the assessments of the new Member States to 0.02 per cent, while the minimum assessment of 0.04 per cent was maintained for other Member States, would not be equitable and would be contrary to the principle that the sovereign equality of Member States should be reflected in the assumption of at least a minimum share of the financial burden. No change in the minimum assessment should be made without further study of the question by the Committee on Contributions. Several representatives of the new Member States from Africa stated that they would accept the Committee on Contribution's recommendations. While appreciation was voiced of the aim of the five-Power draft resolution to give preferential treatment to newly independent States, the belief was expressed that the African States, anxious to play an active part in the United Nations activities, would also be willing to pay for the benefits of membership. In connexion with the assessment of newly independent States, it was suggested that in view of the special circumstances, the assessment of the Congo (Leopoldville) might justifiably have been left unchanged.

9. Support was given to the suggestion made by the Committee on Contributions (A/4775, paragraph 15) for a possible increase in the allowance for the very low <u>per capita</u> income countries, many of which were facing grave problems of development and foreign exchange difficulties and it was hoped that the Committee would review this question at future sessions.⁴/

The representative of Brazil suggested that the Committee on Contributions should consider the possibility of introducing, with effect from 1965, a new system of allowances for low per capita income, under which 60 per cent would be deducted in the case of <u>countries</u> whose annual per capita income was less than \$500, 50 per cent would be deducted, as at present, in the case of countries whose annual per capita income was between \$500 and \$750, and 40 per cent would be deducted in the case of countries with a per capita income of between \$750 and \$1,000.

10. At the 885th meeting, the representative of the USSR suggested that, since a number of Member States, accounting for about 20 per cent of the scale, had well-founded technical objections to the way in which their assessment had been calculated, the Committee on Contributions should reconvene to consider those objections in the light of the statistical evidence to be submitted by those States; alternatively, the matter might be referred to a Committee of the Whole or to a working group of experts. Following an explanation by the Chairman of the Committee on Contributions of the difficulties involved in convening the Committee during the current session of the General Assembly, the representative of the USSR proposed that a sub-committee composed of representatives of neutral countries - for example, Afghanistan, Finland, Mali, Mexico and Guinea - should be set up to consider the objections raised by his own and other countries to their rates of assessment.

11. A number of delegations had reservations with regard to the USSR suggestion of referring the scale of assessments to a sub-committee of Government representatives. The Committee on Contributions, composed of members appointed in their personal capacity as experts, had been appointed by the General Assembly to consider the question of Members' contributions and it would be difficult for representatives of Member States to subject the scale to the same technical examination. It was felt therefore that the Governments which had raised objections to the Committee's recommendations should submit to it more detailed information on the issues raised at its next session in 1962.
12. At the 887th meeting, the representative of India suggested, and - following consultations with a number of other delegations - formally proposed at the 889th meeting the addition of the following paragraph (A/C.5/L.695) to the draft resolution recommended by the Committee on Contributions (A/4775, paragraph 39):

"5. Notwithstanding the provisions of paragraph 1 of the present resolution, the Committee on Contributions shall at its meeting in 1962 examine the scale of assessments for the years 1962-1964, in the light of the discussion in the Fifth Committee at its sixteenth session and in the light of such further information as might be made available to it, and shall report thereon to the General Assembly at its seventeenth session. In the event that the General Assembly should at its seventeenth session revise the scale set out in paragraph 1 above, the contributions for 1962 shall be adjusted accordingly."

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In introducing the amendment, the representative of India explained that it was a compromise formula which merely asked the Committee on Contributions to examine such additional information and data as might be made available to it. He wished to stress that the amendment implied no reflection on the report of the Committee on Contributions, for whose competence and integrity the Fifth Committee had always had the highest regard.

13. Some delegations felt that since the Committee on Contributions would have to meet in 1962 to consider the assessment of the new Member States not included in the scale it had recommended and would normally review at that time any relevant additional data and information submitted to it, the Indian amendment was unnecessary, but as a compromise they would be prepared to accept it. Others, while in agreement with the first sentence of the Indian amendment, could not accept the second sentence. Separate votes on the two sentences were requested by the representative of Venezuela.

Collection of Contributions in currencies other than United States dollars

14. At the 885th meeting, the following draft resolution was proposed by Cambodia, Morocco and Poland (A/C.5/L.692 and Add.1):

"The General Assembly,

"Bearing in mind the provisions of regulation 5.5 of the Financial Regulations of the United Nations and the existing arrangements for facilitating the payment of contributions to the regular budget of the United Nations in currencies other than the United States dollar,

"<u>Aware of</u> the difficulties experienced by Member States in securing United States dollars for the payment of their contributions to the regular budget of the United Nations,

"<u>Considering</u> that the existing arrangements for facilitating the payment of contributions are too limited,

"Recommends the Committee on Contributions:

"1. To study all the possible ways and means of expanding the existing arrangements for facilitating the payment of contributions by Member States to the regular budget of the United Nations in currencies other than the United States dollar;

"2. To submit a detailed report and recommendations on this matter to the General Assembly at its seventeenth session." In introducing the draft resolution, the representative of Poland stated that many Member States had drawn attention to their difficulties in obtaining foreign currencies acceptable to the United Nations for the payment of their contributions. With the increase in United Nations field offices, regional commissions and technical assistance programmes, it should be possible to increase the number of currencies in which contributions could be paid and even to accept sucy payments in the national currencies.

15. In reply to questions raised, the representative of the Secretary-General explained that the currencies and the amounts that could be accepted by the United Nations for payment of contributions were determined by the extent to which the various currencies were required to meet United Nations expenses. Other currencies that were freely convertible could also be accepted provided no exchange losses would be involved. The Secretariat would be glad to examine possibilities of further expanding the facilities for the payment of contributions in currencies other than United States dollars.

16. In the course of the discussion, several oral amendments and drafting suggestions were proposed in connexion with the second and third preambular paragraphs of the draft resolution (A/C.5/L.692). The representative of Morocco, on behalf of the sponsors, agreed to replace the two paragraphs by the following revised text:

"Aware of the difficulties experienced by many Member States in securing United States dollars for the payment of their contributions to the regular budget of the United Nations,

"Taking into account paragraphs 17 and 35 of the report of the Committee on Contributions (A/4775 and Corr. 1),

"Considering that it is desirable to expand the existing arrangements for facilitating the payment of contributions,".

Decisions of the Fifth Committee

17. At its 889th meeting, the Fifth Committee voted on the draft resolutions. It voted first on the Indian amendment (A/C.5/L.695) to the draft resolution recommended by the Committee on Contributions (A/4775, paragraph 39).

The first sentence was adopted by 69 votes to none, with 4 abstentions.

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The <u>second sentence</u> was adopted by a roll-call vote of 48 to none, with 24 abstentions. The voting was as follows:

In favour: Afghanistan, Albania, Australia, Austria, Bulgaria, Burma, Byelorussian Soviet Socialist Republic, Cambodia, Cameroun, Canada, Ceylon, Congo (Leopoldville), Cyprus, Czechoslovakia, Ethiopia, Federation of Malaya, Ghana, Guinea, Hungary, India, Indonesia, Iran, Iraq, Ireland, Israel, Italy, Liberia, Mali, Mongolia, Morocco, Nepal, Netherlands, New Zealand, Nigeria, Norway, Fhilippines, Poland, Romania, Saudi Arabia, Sudan, Thailand, Tunisia, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Republic, United States of America, Yemen, Yugoslavia.

Against: None.

Abstaining: Argentina, Belgium, Bolivia, Chile, China, Denmark, Ecuador, El Salvador, Finland, France, Greece, Iceland, Japan, Mexico, Pakistan, Panama, Peru, Portugal, South Africa, Spain, Sweden, Turkey, United Kingdom of Great Britain and Northern Ireland, Venezuela.

The Indian amendment as a whole was adopted by 65 votes to none, with 6 abstentions.

The draft resolution recommended by the Committee on Contributions in its report (A/4775 and Corr.1), as amended, was adopted by 63 votes to 11. 18. The representative of the USSR stated that his delegation had accepted the Indian amendment as a compromise, but it could not accept the scale recommended by the Committee on Contributions. The sponsors of the five-Power resolution (A/C.5/L.690 and Add.1 and 2) would not request a vote thereon, but the points made in that proposal, especially regarding the States newly admitted to membership, remained valid.

19. The draft resolution submitted by Cambodia, Morocco and Poland (A/C.5/L.692 and Add.1), as revised, was adopted unanimously.

Recommendations of the Fifth Committee

20. Accordingly, the Fifth Committee recommends to the General Assembly the adoption of the following draft resolutions: /...

DRAFT RESOLUTION

SCALE OF ASSESSMENTS FOR THE APPORTIONMENT OF THE EXPENSES OF THE UNITED NATIONS

А

"The General Assembly,

"Resolves that:

"1. The scale of assessments for Members $\frac{5}{2}$ contributions to the United Nations budget for the financial years 1962, 1963 and 1964 shall be as follows:

Member State	Per cent
Afghanistan	0.05
Albania	0.04
Argentina	1.01
Australia	1.66
Austria	0.45
Belgium	1.20
Bolivia	0.04
Brazil	1.03
Bulgaria	0,20
Burma	0.07
Byelorussian Soviet Socialist Republic	0.52
Cambodia	0.04
Cameroun	0.04
Canada	3.12
Central African Republic	0.04
Ceylon	0.09
Chad	0.04
Chile	0.26
China	4.57
Colombia	0.26 0.04
Congo (Brazzaville)	
Congo (Leopoldville)	0.07
Costa Rica	0.04 0.22
Cuba	0.0 ¹
Cyprus	1.17
Czechoslovakia	0.0拧
Lahomey	0.04
Denmark	0+20

5/ Not including the Member States admitted to the Organization at the sixteenth session of the General Assembly.

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Member State	Fer cent
Dominican Republic	0.05
Ecuador	0.06
El Salvador	Ò.04
Ethiopia	0.05
Federation of Malaya	0.13
Finland	0.37
France	5.94
Gabon	0.04
Ghana	0.09
Greece	0.23
Guatemala	0.05
Guinea	0.04
Haiti	0.04
Honduras	0.04
Hungary	0.56
Iceland	0.04
India	2.03
Indonesia	0.45
Iran	0.20
Iraq	0.09
Ireland	0.14
Israel	0.15
Italy	2.24
Ivory Coast	0.04
Japan Jordan	2.27
Iaos	0.04
Iebanon	. 0.04
Liberia	0.05 0.04
Libya	0.04
Luxembourg	0.04
Madagascar	0.04
Mali	0.04
Mexico	0.74
Morocco	0.14
Nepal	0.04
Netherlands	1.01
New Zealand	0.41
Nicaragua	0.04
Niger ·	0.04
Nigeria	0.21
Norway	0.45
Pakistan	0.42
Panama	0.04
Paraguay	0.04
Peru	0.10
Philippines	0.40
Poland	1.28

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Member State	Per cent
Portugal	0.16
Romania	0.32
Saudi Arabia	0.07
Senegal	0.05
Somalia	0.0 <u>1</u>
South Africa	0.53
Spain	0.86
Sudan	0.07
Sweden	1.30
Thailand	0.16
Togo	0.04
Tunisia	0.05
Turkey	0.40
Ukrainian Soviet Socialist Republic	1.98
Union of Soviet Socialist Republics	14.97
United Arab Republic	0.30 6/
United Kingdom of Great Britain and Northern Ireland	7.58
United States of America	32.02
Upper Volta	0.04
Uruguay	0.11
Venezuela	0,52
Yemen	0.04
Yugoslavia	<u> </u>
	100.00

"2. Subject to rule 161 of the rules of procedure of the General Assembly, the scale of assessments given in paragraph 1 above shall be reviewed by the Committee on Contributions in 1964, when a report shall be submitted for the consideration of the Assembly at its nineteenth session;

"3. Notwithstanding the terms of regulation 5.5 of the Financial Regulations of the United Nations, the Secretary-General shall be empowered to accept, at his discretion and after consultation with the Chairman of the Committee on Contributions, a portion of the contributions of Member States for the financial years 1962-1964 in currencies other than United States dollars;

"4. Subject to rule 161 of the rules of procedure of the General Assembly, States which are not Members of the United Nations but which participate in

^{6/} Allocation between the Syrian Arab Republic and the United Arab Republic to be determined.

certain of its activities shall be called upon to contribute towards the 1962-1964 expenses of such activities on the basis of the following rates:

Non-member State	Per cent
Federal Republic of Germany	5.70
Liechtenstein	0.04
Monaco	0.04
Republic of Korea	0.19
Republic of Viet-Nam	0.16
San Marino	0.04
Switzerland	0.95

the following countries being called upon to contribute:

"(a) To the International Court of Justice: Liechtenstein, San Marino and Switzerland;

"(b) To the international control of narcotic drugs: Federal Republic of Germany, Republic of Korea, Republic of Viet-Nam, Liechtenstein, Monaco, San Marino and Switzerland;

"(c) To the International Bureau for Declarations of Death of Missing Persons: Federal Republic of Germany;

"(d) To the Economic Commission for Asia and the Far East: Republic of Korea and Republic of Viet-Nam;

"(e) To the Economic Commission for Europe: Federal Republic of Germany.

"5. Notwithstanding the provisions of paragraph 1 of the present resolution, the Committee on Contributions shall at its meeting in 1962 examine the scale of assessments for the years 1962-1964, in the light of the discussion in the Fifth Committee at its sixteenth session and in the light of such further information as might be made available to it, and shall report thereon to the General Assembly at its seventeenth session. In the event that the General Assembly should at its seventeenth session revise the scale set out in paragraph 1 above, the contributions for 1962 shall be adjusted accordingly.

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"The General Assembly,

"Bearing in mind the provisions of regulation 5.5 of the financial regulations of the United Nations and the existing arrangements for facilitating the payment of contributions to the regular budget of the United Nations in currencies other than the United States dollar, Ţ.

"Aware of the difficulties experienced by many Member States in securing United States dollars for the payment of their contributions to the regular budget of the United Nations,

"Taking into account paragraphs 17 and 35 of the report of the Committee on Contributions, 7/

"Considering that it is desirable to expand the existing arrangements for facilitating the payment of contributions,

"Recommends the Committee on Contributions:

"1. To study all the possible ways and means of expanding the existing arrangements for facilitating the payment of contributions by Member States to the regular budget of the United Nations in currencies other than the United States dollar;

"2. To submit a detailed report and recommendations on this matter to the General Assembly at its seventeenth session."

 $\frac{7}{(A/4775 \text{ and Corr.l})}$.