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THE GENERAL ASSEMBLY FROM 1 TO 10 NOVEMBER 1956

Administrative and financial arrangements for the  
United Nations Emergency Force

Draft report of the Fifth Committee

Rapporteur: Mr. Francisco A. FORTEZA (Uruguay)

1. By its resolution A/RES/412, adopted on 26 November 1956, the General Assembly took the following decisions with respect to administrative and financial arrangements for the United Nations Emergency Force:

- (i) It authorized the Secretary-General to establish a United Nations Emergency Force Special Account in an initial amount of \$10 million;
- (ii) It authorized the Secretary-General, pending the receipt of funds for this Account, to advance from the Working Capital Fund such sums as might be required to meet any expenses chargeable to it;
- (iii) It requested the Secretary-General to establish such rules and procedures for the Special Account and to make such administrative arrangements as he considered necessary for ensuring the effective administration and financial control of the Account.

2. Further, the General Assembly, in paragraph 5 of resolution A/RES/412, requested the Administrative and Budgetary Committee and, as appropriate, the Advisory Committee on Administrative and Budgetary Questions, to consider and, as soon as possible, to report on further arrangements that need to be adopted regarding the costs of maintaining the Force.

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3. At its 538th meeting, on 27 November 1956, the Fifth Committee heard a statement made on behalf of the Secretary-General (A/C.5/683). In this statement, which had been made after consultation with the Committee Chairman and the Chairman of the Advisory Committee, the representative of the Secretary-General referred specifically to certain important issues which were still to be resolved and to which the Secretary-General had drawn the attention of the General Assembly in his report (A/3383) on administrative and financial arrangements for the United Nations Emergency Force.

4. The representative of the Secretary-General stated that the most basic issue on which the General Assembly had requested the advice of the Fifth Committee was the method to be adopted of allocating to Member States the cost of the Forces which were to be financed by the United Nations. In this connexion, he stated, the Secretary-General would appreciate the opportunity of submitting a proposal in due course for the consideration of the Committee. It was apparent that this matter gave rise to considerations which could not easily be discussed and decided in administrative and financial terms alone, but which necessarily involved wider and more far-reaching policy and other implications.

5. The attention of the Committee was also called to other more restricted, though important issues, which were somewhat technical in nature and which therefore lent themselves to prior study and review by an expert body such as the Advisory Committee. Such issues covered:

- (a) The administrative and financial aspects of the provisional arrangements on the basis of which the Emergency Force is being established and organized;
- (b) The problem of assuring the necessary cash requirements;
- (c) The question of ensuring effective administrative and financial control, including audit arrangements;
- (d) The method of providing for possible claims in respect of death or disability attributable to service with the Emergency Force.

6. The Committee, at its 538th meeting, requested the Advisory Committee to examine and report on the particular matters specified in paragraph 5 above. It shared the interpretation of the task entrusted to the Advisory Committee, as stated by the Chairman of that Committee (A/C.5/684), that in accordance with the

terms of reference of the Advisory Committee, its inquiry would be restricted to the consideration of the administrative and financial aspects of the matters in question.

7. Regarding the method of assessment of Member States for the expenses of the Force, the Fifth Committee, at its 541st meeting, on 3 December 1956, heard a further statement by the representative of the Secretary-General (A/C.5/687). In this statement, the Committee was informed, that after further reflection, and taking into account the views expressed informally by a number of delegations, the Secretary-General had come to the conclusion that the only practicable and equitable basis for allocating the expenses of the Force was the one which he had already recommended to the General Assembly in paragraph 6 of his report (A/3383); namely, that such expenses should be shared by Member States in accordance with the scale of assessments to be adopted for the regular budget of the United Nations for 1957. The statement outlined the reasons which had led the Secretary-General to this conclusion.

8. At its 541st and 553rd meetings, the Fifth Committee discussed the recommendations contained in the twenty-second and thirty-fifth reports of the Advisory Committee to the eleventh session of the General Assembly (A/3402, A/3456). These reports dealt with the specific financial and administrative questions which the Fifth Committee had referred to the Advisory Committee. At its 544th, 545th, 546th, 547th and 553rd meetings, the Fifth Committee discussed the question of how the expenses charged to the Special Account for the Force should be shared. The conclusions and recommendations of the Fifth Committee upon the above-noted matters are submitted in the present report for the information and consideration of the General Assembly.

Administrative and financial aspects of the provisional arrangements on which the establishment and organization of the Emergency Force are being based

9. The Secretary-General referred in his report (A/3383, paragraph 11) to the difficulties which certain Member States were encountering in obtaining currency for the payment of their troops at duty stations. There was no objection in the Fifth Committee to the suggestion of the Secretary-General, with which the Advisory Committee had stated its agreement (A/3402, paragraph 9) that the United Nations might appropriately make available to the Governments of such States, against reimbursement in their own currencies, the necessary foreign exchange.

10. The Secretary-General had also proposed that a daily overseas allowance should be paid by the United Nations to members of the Force during periods of overseas duty, and that the cost of the allowance, which would be payable in local currency, should be charged to the Special Account. Although there were marked differences in the rates of pay of the members of the Force, the purpose of the proposed service allowance was not an attempt to compensate for such differences, but rather to provide in the area, on a common basis, a reasonable opportunity of meeting personal and recreational needs.

11. In its report (A/3402, paragraphs 13 and 14), the Advisory Committee stated its agreement with the principle of such an allowance and with the purpose which it was intended to serve. It was understood that the Military Advisory Group, composed of military representatives of Participating States, had expressed the view, in which the Secretary-General concurred, that payment of a maximum amount of \$1 per day, both for officers and other ranks, would be reasonable. In the absence of sufficient evidence, however, the Advisory Committee was not in a position to offer comment on the appropriate level at which the rate of allowance should be fixed. It was of the opinion that the Secretary-General would wish to consult further with the Military Advisory Group and with the United Nations Commander, with a view to determining the appropriate amount and suggested that whatever the rate to be approved, it should in any case be reviewed before the end of the year, at which time it would be known whether the United Nations Command had been able in the meanwhile to provide facilities for the troops on an organized basis.

12. The Fifth Committee approved paragraphs 13 and 14 of the Advisory Committee's report (A/3402) by 48 votes to none, with 17 abstentions.

The problem of assuring the necessary cash requirements

13. In his report (A/3383), the Secretary-General had emphasized the fact that he must be in a position to meet immediate cash needs for all approved United Nations activities. In the light of evident need for cash requirements, pending receipt of payments or advances to the Special Account, the Secretary-General was of the opinion that he should be authorized both to advance monies from the Working Capital Fund to the Special Account and to arrange for loans from appropriate sources, should the necessity arise, in order to provide for urgent cash needs.

14. The Advisory Committee, in its report (A/3402, paragraph 191), analysed the current cash position of the Organization in the light of the anticipated future rate of disbursement for normal activities, which could be reasonably gauged, and had called the attention of the Fifth Committee to the effect which the provisions of General Assembly resolution A/RES/412 relating to the United Nations Emergency Force Special Account might be expected to have, if major advances were made from the Working Capital Fund to the Emergency Force Special Account.

15. It was the understanding of the Advisory Committee (A/3402, paragraph 19) that the arrangements contemplated by the Secretary-General for ensuring adequate cash needs included advances which Member States might be willing to make against their contributions. As regards contributions to the 1957 budget, the Advisory Committee considered that it would in fact be possible in many cases for payment to be made in the earliest months of the year; in other cases, where this was precluded by constitutional processes, the Members concerned might nevertheless be willing to make advances subject to a subsequent adjustment of their contributions. For these limited purposes, the Advisory Committee believed that the Secretary-General had the necessary authority.

16. For every eventuality, however, the Advisory Committee recommended (A/3402, paragraph 19) that the General Assembly should authorize the Secretary-General to advance to the Emergency Force Special Account, funds which could temporarily be made available from other special accounts of the United Nations; for example, United Nations Children's Fund and the Special Account for the Expanded Programme of Technical Assistance. In connexion with this recommendation, some members of the Fifth Committee requested and received an assurance that the Secretary-General would draw on such special accounts of the United Nations only as a last resort, that such funds would be used only if they were not immediately required for the normal programmes for which they were designed and without prejudice to those programmes, and that repayment of any such advances made would be a first charge on contributions received under the financial arrangements finally agreed on for the Emergency Force Special Account. While some representatives who were hesitant to agree to this arrangement, found it possible to accept it in the light of the above-noted assurance, others felt that they could not give their support to a precedent which contemplated even the temporary diversion of funds which had been provided for specific purposes, to meet other ends.

17. The Fifth Committee approved paragraph 18 of the Advisory Committee's report (A/3402) by 46 votes to 8, with 10 abstentions, and paragraph 19, by 41 votes to 10, with 14 abstentions.

The question of ensuring effective administrative and financial control

18. The Fifth Committee generally endorsed the observations of the Advisory Committee as set out in its report (A/3402, paragraphs 20 to 22). It was noted that it was the Secretary-General's intention to follow to a maximum degree the regular financial rules and regulations of the Organization as well as the machinery and processes laid down by the General Assembly for the purposes of financial review and control. It was understood that, as recommended by the Advisory Committee, the administrative and financial aspects of the operation would be the subject of a further and detailed report to be submitted by the Secretary-General to the Advisory Committee not later than the end of December 1956, and that it was the Advisory Committee's intention to discuss with the Chairman of the Board of Auditors and with the Secretary-General various alternative methods of insuring a continuing audit of transactions under the Special Account.

Possible claims in respect of death or disability attributable to service with the Emergency Force

19. In his report (A/3383, paragraphs 12 to 14), the Secretary-General had explained the reasons for which the Organization had taken out commercial insurance on a temporary basis covering the death and disability of troops serving with the Force and suggested that the choice be made between continuing the insurance and the alternative that the United Nations itself should carry the risks without commercial insurance. In its report (A/3402, paragraph 25), the Advisory Committee stated its opinion that after expiration of the existing contract, it would be sufficient if commercial coverage were limited to catastrophe risks arising out of transport by air of any large groups. In the light of a preliminary discussion of this question, the Fifth Committee, at its 541st meeting, decided to refer to the Advisory Committee for further study and report the question of possible claims by Member States in respect of death or disability attributable to service with the United Nations Emergency Force.

20. The Committee resumed a discussion of the matter at its 558th meeting on the basis of the observations and recommendations contained in the thirty-fifth report of the Advisory Committee to the eleventh session of the General Assembly (A/5456). It approved by 46 votes to 7 with 5 abstentions the recommendations of the Advisory Committee contained in paragraph 11 of that report to the effect that subject to a decision on the basic question of policy raised in the report, the organization itself should carry the related risks, without commercial insurance. The Committee decided to leave for subsequent consideration the other questions raised in the report of the Advisory Committee.

Methods of allocating the expenses of the United Nations Emergency Force chargeable to the Special Account

21. A preliminary general discussion of this question took place at the 544th, 545th, 546th meetings of the Fifth Committee. The present report does not attempt to provide an exhaustive review of the Committee's discussion of this question, a more detailed summary of which, including the points of view expressed by individual delegations is contained in the Official Records of the Committee. Its purpose is to present a synopsis of the main points to which particular expression was given during the Committee's review of the method of allocating the expenses of the United Nations Emergency Force chargeable to the Special Account.

22. A number of delegations believed that since the General Assembly had established the Force as a United Nations instrument for the accomplishment of certain stated purposes, it would seem to follow logically that the United Nations must itself assume full responsibility for its effective functioning including those obligations, financial and otherwise, that flowed therefrom. They considered that the statement made on behalf of the Secretary-General at the 541st meeting of the Committee (A/C.5/687) provided an apt definition of the basic principles for the functioning of the Force established by General Assembly resolution A/Res/394 which had been adopted by a very large majority. In consequence, they were of the opinion that the expenses of the Force, other than those which individual Governments might themselves elect to bear, should be considered as United Nations expenditure within the general scope and spirit of Article 17 of the Charter, and that the arrangements decided upon by the

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General Assembly at its current session for apportionment of the expenses of the Organization should apply also to those relating to the Force. Consequently they found it possible to support the recommendation which the Secretary-General had made.

23. Some delegations who also supported this recommendation, did so on the understanding that authorization for the actual payment of any assessment by their Government would need to conform to the constitutional procedures of their respective countries that expenditures would be governed by the normal principles of economy in administration and that to the fullest extent possible, contributions might be made in currencies other than United States dollars. Other delegations also supported the payment of assessments in line with the scale to be approved for 1957 without prejudice to whatever decisions competent international judicial organs might take should they be seized with demands for restitution.

24. In expressing their full support for the above-mentioned principles of assessment, some delegations believed that since in most cases the troops would come from medium or small-sized Powers, special consideration should be given to those countries providing troops and they felt it was appropriate that arrangements should be agreed upon between the Secretary-General and the Governments regarding the reimbursement of the "extra costs" which contributing Governments might be obliged to incur in making troops available for service in the Emergency Force.

25. Other delegations stated that it was the considered view of their Governments that the collective sharing of the costs of the Emergency Force was neither right nor proper. They referred to the reasons which had been clearly expressed in support of this attitude at the 596th meeting of the General Assembly. They advised the Committee that they would vote against any proposal to distribute the expenses of the Emergency Force among Members of the United Nations as a whole and that, in consequence, their delegations would not consider themselves bound by any obligations which might be presumed to follow from the adoption of a proposal aimed at the sharing among all Member States of expenses which they believed to be the responsibility of only three of them.

26. A further view was expressed which would favour the determination of responsibility not only for the costs of the Emergency Force but also for the

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extent of the adverse effect caused to the economy of a large number of countries by reason of the existing situation as well as the extent of the damage which had been suffered by Egypt. If the many countries in question were not compensated for the adverse effect caused to their economy as a result of the closing of the Suez Canal, at least, it was considered they should not be asked to bear any additional financial burden. It was believed in this connexion that the Secretary-General's proposal for sharing the costs of the Emergency Force was not well founded and that its adoption would set a serious precedent.

27. The point was also raised that the Committee could not adopt a negative attitude towards the question of financing the Force, the more so because the Secretary-General had incurred expenditures consequent upon the decision of the General Assembly and was in the process of incurring additional expenditures. Care should be taken that he was not placed in a difficult situation; it was important nevertheless, that the expenses thus incurred should be fairly and equitably apportioned so that they did not fall too heavily on countries with limited or under-developed economies. The action of the General Assembly implied a financial responsibility upon Member States, but in determining the extent of that responsibility two elements should be taken into account; namely, the equity of the apportionment of the expenses and the capacity of each Member State to contribute. In the matter of apportioning the expenses which were already very heavy and might become heavier still, Governments, when assuming financial commitments, had to conform to the constitutional procedures of their respective countries and in view of the magnitude of the sums involved, Governments should be informed of the actual amount of their contributions.

28. Further argument was adduced against the application of the normal scale of assessments to the expenses of the Emergency Force on the grounds that such expenses did not arise as a regular item but were expenses for the maintenance of international peace and security. In this context it was believed that two considerations should govern the apportionment of the expenses of the Force; first, that the maintenance of peace concerned all Members of the international community; and, second, that certain Powers by virtue of Article 23 of the Charter played a preponderant role in the maintenance of international peace and security.

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29. In the hope that further study might form the basis of a compromise solution which a significant majority of the Members of the Committee could support since the issue involved was the establishment of a procedure which had no precedent in the United Nations, two oral proposals, which in the light of subsequent developments as explained below, were not pressed to a vote, were made at the 546th meeting:

(a) The representative of Guatemala proposed that the Fifth Committee should invite the Secretary-General, in the light of the views that had been expressed in the discussion of his proposals, to study another formula for the apportionment of those expenses which might reconcile the points of view expressed.

(b) The representative of Spain proposed that a further report should be prepared taking into account the various points of view that had been expressed during the debate and particularly the suggestion that a part of the expenses of the Emergency Force should be borne by the five Permanent Members of the Security Council, and the other part, by all Members of the Organization, including the five Permanent Members of the Security Council.

30. At the 547th meeting, the representative of El Salvador made a declaration on behalf of the Latin American delegations to the Fifth Committee. These delegates had very carefully studied the reports in which the Secretary-General recommended allocating the expenses of the Emergency Force among the Member States in accordance with the scale of assessments for 1957. They wished to thank the Secretary-General for his devotion to the cause of the United Nations and for his diligence in seeking a satisfactory course of action. However, they felt some concern over the financing of the Emergency Force, and believed that to assimilate the expenses of the Force to those referred to in Article 17 of the Charter was debatable. Even though Article 17 did not specify any particular expenses, they were of the opinion that what was involved in this context were the costs arising out of the normal functioning of the Organization. Moreover, Article 19 provided that a Member State "in arrears in the payment of its financial contributions to the Organization shall have no vote in the General Assembly if the amount of its arrears equals or exceeds the amount of the contributions due from it for the preceding two full years". Since it was impossible to foresee at

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the present time the magnitude of the expenditures involved, it would be regrettable if, by raising the proposed assessment, some States were placed in the position contemplated in that Article. It was also noted that on previous occasions, the General Assembly had not found it possible to devise a system under which the costs of a United Nations Force could be proportionately distributed among Members in accordance with a prescribed mathematical formula. They believed that the principal responsibility for maintaining international peace and security rested with the permanent Members of the Security Council and, furthermore, they were of the opinion that the Charter in bestowing upon them the prerogative referred to in Article 27, implicitly recognizes the immense economic, political, financial and military power of a very small number of States.

31. Having regard to the variety of courses recommended thus far, and with a view to an equitable and practical solution, the countries of Latin America suggested that the expenses of the Force might be fixed, for example, at one-tenth of the amount of the regular budget and allocated, up to that maximum, among the Member States in accordance with the scale of assessments for 1957. Expenses in excess of the limit might be met by voluntary contributions to be secured earlier by the Secretary-General or by a negotiating committee.

32. It was stated on behalf of the Secretary-General that he fully appreciated the reasons for which the Latin American countries had made this suggestion. The members of the Fifth Committee, on their side, would understand the Secretary-General's reasons for making his original proposal. He felt that it was quite proper to recommend that the Assembly should apply the conventional method of allocating expenses. In any event, the Secretary-General wished to emphasize that any decision taken must express the solidarity of all Member States in carrying out the Assembly's resolutions. In view of the suggestions that had been made, members of the Committee might wish to have further opportunity to consider the matter more thoroughly, provided it was understood that the

Secretary-General was authorized to incur expenditures and to make such temporary arrangements as may be necessary to ensure that cash requirements for the Emergency Force are adequately provided for.

33. At the same meeting, the representative of India submitted a joint draft resolution (A/C.5/L.410) on behalf of Afghanistan, Burma, Ceylon, Ethiopia, India, Indonesia, Iraq, Jordan, Lebanon, Liberia, Libya, Morocco, Nepal, Pakistan, Saudi Arabia, Sudan, Syria, Tunisia, and Yemen. He stated that various formulae for financing the Emergency Force had already been proposed, but the method ultimately decided upon would set a precedent, and the sponsors of the draft resolution therefore felt that it was important not to make a hasty decision. He underlined the point to which several delegations had referred during the discussion, that many Member States were under-developed countries with very limited financial resources. It was questionable, therefore, whether it was fair to make Member States as a whole bear the costs of an act committed by a few Members of the Organization. The sponsors fully recognized that a formula acceptable to all parties must be found, as it was with this purpose that they had submitted the draft resolution, which read as follows:

"The General Assembly,

"Recalling its resolutions A/RES/395, dated 7 November 1956, and A/RES/412, dated 26 November 1956;

"Considering that the Secretary-General in his report (A/3302), dated 4 November 1956, particularly paragraph 15, has stated that the question of how the United Nations Emergency Force should be financed requires further study;

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"Considering that the Secretary-General, in his report (A/C.5/687) dated 3 December 1956, has recommended that the expenses relating to the UNEF should be apportioned in the same manner as the expenses of the Organization;

"Considering further that several divergent views on such contributions not yet reconciled have been held by various Member States;

"Considering ~~that~~ the UNEF is at present provided with the necessary finances to fulfil its functions;

"Considering further that the matter of allocation of the expenses of UNEF necessitates further study in all aspects;

"**Decides to appoint** a Committee consisting of nine Member States to consider the matter in all its aspects and to report not later than 20 January 1957."

34. The representative of the United States of America made, at the same time, an oral proposal to the effect that the expenses should be shared on the basis of the 1957 assessments up to a total amount, in any event, of \$10 million. While fully realizing the difficulties some countries might encounter in meeting the costs entailed by the Emergency Force, he thought it surprising that some representatives were recommending that the bulk of the expenses should be met by means of voluntary contributions when a number of countries, including his own, had already made voluntary contributions which had appreciably reduced the amount yet to be covered. It was natural, however, that many Governments should be unable to assume obligations in respect of an indeterminate amount. To remedy that difficulty the United States delegation therefore proposed: firstly, that the expenses of the Emergency Force, save for materials and services supplied by certain Member States, should be assumed by the United Nations up to an amount of \$10 million and allocated among Member States in accordance with the scale of assessments for 1957; and secondly, that that decision should be without prejudice

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to such steps as might later be taken in respect of the allocation of any excess of such expenses over \$10 million.

35. At the 553rd meeting the representative of the United States introduced, in the name of his delegation and those of Canada, Finland and Norway, a number of amendments (A/C.5/L.411 and Add.1) to the 19-Power draft resolution in the terms of his oral proposal. These amendments had the following purposes:

(1) In the third preambular paragraph of the 19-Power draft resolution, to change the word "report" to "reports" and insert within the parenthesis the following: "and A/3383";

(2) For the fifth preambular paragraph, to substitute the following:

"Considering that the Secretary-General has already been authorized to enter into commitments for expenses of the UNEF up to an amount of \$10 million."

(3) In the sixth preambular paragraph, to insert after the phrase "expenses of UNEF" the following: "beyond \$10 million".

(4) To insert before the present operative paragraph, two additional operative paragraphs as follows:

"Decides that the expenses of UNEF, other than for such pay, equipment, supplies, and services as may be furnished without charge by Member Governments, shall be borne by the United Nations and shall be apportioned among the Member States to the extent of \$10 million in accordance with the scale of assessments adopted by the General Assembly for contributions to the annual budget of the organization for the financial year 1957;

"Decides further, that this decision shall be without prejudice to the subsequent apportionment of any expenses in excess of \$10 million which may be incurred in connexion with UNEF."

(5) To amend the present operative paragraph by inserting after the words "the matter" the following: "of apportionment of expenses beyond \$10 million".

36. The representative of the United States stated, in explaining the amendment, that his Government believed that the principle at issue was clear, but recognized that the full application of that principle might present problems for the smaller countries. It had therefore made and would continue to make large voluntary contributions for the maintenance of the Emergency Force to ease the burden of Members as a whole. Nevertheless, the United Nations had appointed a Commander

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and it must make available funds to cover the cost of his headquarters and of the basic common services which were needed to hold his Force together. Voluntary contributions were required in addition, but they could be expected only if all Members were willing to share the common expenses which they had authorized the Secretary-General to incur. Unless the \$10 million already appropriated were apportioned among all Member States, his Government would find it most difficult to justify its voluntary contribution. If the \$10 million were so apportioned, it would increase its voluntary contributions and expect other Members to do likewise. He hoped that in that event, the common costs could be kept within \$10 million. If they rose above \$10 million, the committee proposed in the 19-Power draft resolution could then explore the possibilities of financing the additional expenditure either through voluntary contributions or apportionment on the basis of the regular or some different scale of assessments. But the committee could not set to work until the extent of the additional expenditure, if any, was known and it had detailed estimates before it.

37. At the 555th meeting, the representative of Guatemala submitted a further amendment (A/C.5/L.420) to the 19-Power draft resolution (A/C.5/L.420). Its purpose was to replace the operative paragraph by the following text embodying the fifth paragraph in the series of amendments proposed by Canada, Finland, Norway and the United States (A/C.5/L.411 and Add.1):

"Decides to establish a committee composed of ..... to examine in all its aspects the question of apportionment of expenses of the Force in excess of \$10 million. This Committee shall take into consideration the discussion on the question at the General Assembly including, inter alia, the possibility of voluntary contributions, the fixing of maximum amounts for the expenses of the Emergency Force with prior approval on each occasion by the General Assembly and the principle of the formulation of scales of contributions different from the scale of contributions by Member States to the ordinary budget for 1957. The Committee will present this report to the General Assembly not later than..... ."

The representative of Guatemala proposed orally at the same time that there should be inserted, after the words "such contributions" in the fourth paragraph of the preamble of the 19-Power draft resolution (A/C.5/L.410), the words "or on the method suggested by the Secretary-General for obtaining such contributions".

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38. In presenting these amendments, the representative of Guatemala believed that it was necessary for the General Assembly to indicate a reasonable framework as a guide for the proposed Committee's deliberations. The suggested text, which was of necessity a compromise text, while it did not propose over rigid terms of reference, nevertheless, was intended to serve as a practical basis for the Committee's work.

39. During the discussion at that meeting of the draft resolution and the proposed amendments, a number of delegations emphasized that their support of the formula envisaged would in no way imply their agreement that the assessment scale should also be applied to amounts in excess of \$10 million, and some stated that they would not in fact agree to any such extension of the formula. Certain delegations maintained their belief that the maximum amount to which the assessments scale should apply should be reduced to \$5 million.

40. At the same meeting, the representative of India announced that the sponsors of the 19-Power draft resolution (A/C.5/L.410), recognizing that an immediate decision must be reached on the apportionment of the amount of \$10 million which the General Assembly had already authorized, would accept the 4-Power amendments (A/C.5/L.411) provided that, in the first operative paragraph in paragraph 4 of the amendments, the words "Decides that" were followed by the words "without prejudice to the ultimate determination of financial responsibility".

41. It was stated on behalf of the Secretary-General that the joint draft resolution and the amendments to the 19-Power resolution together with that of Guatemala were entirely acceptable, and he hoped they would command a wide measure of support.

42. At its 557th meeting, the Committee considered a new draft resolution (A/C.5/L.526), which, with minor drafting adjustments, incorporated the original draft resolution (A/C.5/L.410), with the amendments which had been suggested (A/C.5/L.411 and A/C.5/L.520); these amendments had been accepted by the sponsors of the original resolution. The new composite resolution also incorporated as a new second paragraph in the preamble, the sense of the amendment suggested by India during the 555th meeting. This draft resolution was sponsored by twenty-five Powers: the nineteen sponsors of the original resolution (A/C.5/L.410); the four sponsors of the original amendment (A/C.5/L.411). It read as follows:

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"The General Assembly,

"Recalling its resolutions A/RES/395, dated 7 November 1956, and A/RES/412, dated 26 November 1956;

"Emphasizing the fact that expenses incurred by the Secretary-General under the Resolutions of the General Assembly are without prejudice to any subsequent determinations as to responsibilities for situations leading to the creation of the United Nations Emergency Force and to ultimate determination as to claims established as a result of expenses arising in connexion therewith;

"Considering that the Secretary-General in his report (A/3302), dated 4 November 1956, particularly paragraph 15, has stated that the question of how the United Nations Emergency Force should be financed requires further study;

"Considering that the Secretary-General, in his reports (A/3383 and A/C.5/687) dated 21 November 1956 and 3 December 1956, has recommended that the expenses relating to the UNEF should be apportioned in the same manner as the expenses of the Organization;

"Considering further that several divergent views not yet reconciled have been held by various Member States on contributions or on the method suggested by the Secretary-General for obtaining such contributions;

"Considering that the Secretary-General has already been authorized to enter into commitments for expenses of the UNEF up to an amount of \$10 million;

"Considering further that the matter of allocation of the expenses of UNEF beyond \$10 million necessitates further study in all its aspects;

"Decides that the expenses of UNEF, other than for such pay, equipment, supplies, and services as may be furnished without charge by Member Governments, shall be borne by the United Nations and shall be apportioned among the Member States to the extent of \$10 million in accordance with the scale of assessments adopted by the General Assembly for contributions to the annual budget of the organizations for the financial year 1957;

"Decides further that this decision shall be without prejudice to the subsequent apportionment of any expenses in excess of \$10 million which may be incurred in connexion with UNEF.

"Decides to establish a Committee composed of Canada, Ceylon, Chile, El Salvador, India, Liberia, Sweden, Union of Soviet Socialist Republics and the United States of America to examine the question of apportionment of expenses of the Force in excess of \$10 million. This Committee shall take into consideration, among other things, the discussions on this matter at the General Assembly, and shall study the question in all its aspects, including the possibility of voluntary contributions, the fixing of maximum amounts for expenses of the Emergency Force that with prior approval by

the General Assembly could be established on each occasion, and the principle or the formulation of scales of contributions different from the scale of contributions by Member States to the ordinary budget for 1957. The Committee will present its report as soon as possible."

43. The representative of India, in introducing the new text, stated that the sponsors, in a desire to reach agreement by the end of the current year, had attempted to present the Committee with a basis for its recommendation to the General Assembly which would command the greatest acceptance to the Members of the Committee. He explained that it was a compromise text, containing a little of what everybody felt but not all of what everybody desired.

44. The Committee voted on the draft resolution, with the following results:

The preambular paragraphs were adopted as follows:

The second paragraph, by 60 votes to 2, with 9 abstentions;

The third paragraph, by 61 votes to 8, with 3 abstentions;

The fourth paragraph, by 57 votes to 9, with 4 abstentions;

The fifth paragraph, without objection;

The sixth paragraph, by 60 votes to 7, with 2 abstentions;

The seventh paragraph, by 57 votes to 10, with 5 abstentions.

The first operative paragraph was adopted by roll call vote, 57 votes to 8, with 9 abstentions. The result of the vote was as follows:

In favour: Afghanistan, Australia, Austria, Belgium, Brazil, Burma, Canada, Ceylon, Chile, China, Columbia, Costa Rica, Cuba, Denmark, Dominican Republic, Ecuador, Ethiopia, Finland, France, Guatemala, Honduras, Iceland, India, Indonesia, Iran, Iraq, Ireland, Israel, Italy, Japan, Jordan, Lebanon, Liberia, Libya, Luxembourg, Mexico, Netherlands, New Zealand, Norway, Pakistan, Panama, Paraguay, Peru, Philippines, Portugal, Saudi Arabia, Spain, Sudan, Sweden, Syria, Thailand, United Kingdom, United States, Uruguay, Venezuela, Yemen, Yugoslavia.

Against: Albania, Bulgaria, Byelorussian Soviet Socialist Republic, Czechoslovakia, Poland, Romania, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics.

Abstentions: Argentina, Bolivia, Cambodia, Egypt, El Salvador, Greece, Haiti, Turkey, Union of South Africa.

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The second operative paragraph was adopted by 56 votes to 2, with 15 abstentions. The third operative paragraph was adopted by 55 votes to 2, with 17 abstentions.

The draft resolution, as a whole, was adopted by roll-call vote, 57 votes to 8, with 9 abstentions. The result of the vote was as follows:

In favour: Afghanistan, Argentina, Australia, Austria, Belgium, Brazil, Burma, Canada, Ceylon, Chile, China, Colombia, Costa Rica, Cuba, Denmark, Dominican Republic, Ecuador, El Salvador, Ethiopia, Finland, France, Guatemala, Haiti, Honduras, Iceland, India, Indonesia, Iran, Iraq, Ireland, Japan, Jordan, Lebanon, Liberia, Libya, Luxembourg, Mexico, the Netherlands, New Zealand, Norway, Pakistan, Panama, Paraguay, Peru, Philippines, Portugal, Saudi Arabia, Spain, Sudan, Sweden, Syria, Thailand, United States, Uruguay, Venezuela, Yemen, Yugoslavia.

Against: Albania, Bulgaria, Byelorussian Soviet Socialist Republics, Czechoslovakia, Poland, Romania, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics.

Abstentions: Bolivia, Cambodia, Egypt, Greece, Israel, Italy, Turkey, Union of South Africa, United Kingdom.

45. It was made clear during the discussion that the considerations set forth in the present report are concerned only with the United Nations Emergency Force, and are not relevant to any other responsibilities which the United Nations has acquired or may acquire in the area.

Recommendation of the Fifth Committee

46. As a result of its discussion, the Fifth Committee recommends to the General Assembly, the adoption of the following draft resolution:

"QUESTION CONSIDERED BY THE FIRST EMERGENCY SPECIAL SESSION  
OF THE GENERAL ASSEMBLY FROM 1 TO 10 NOVEMBER 1956

"Administrative and financial arrangements for the United Nations Emergency Force

"The General Assembly,

"Recalling its resolutions A/RES/395, dated 7 November 1956, and A/RES/412, dated 26 November 1956;

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"Emphasizing the fact that expenses incurred by the Secretary-General under the Resolutions of the General Assembly are without prejudice to any subsequent determinations as to responsibilities for situations leading to the creation of the United Nations Emergency Force and to ultimate determination as to claims established as a result of expenses arising in connexion therewith;

"Considering that the Secretary-General in his report (A/3302) dated 4 November 1956, particularly paragraph 15, has stated that the question of how the United Nations Emergency Force should be financed requires further study;

"Considering that the Secretary-General, in his reports (A/3383 and A/C.5/687) dated 21 November 1956 and 3 December 1956, has recommended that the expenses relating to the UNEF should be apportioned in the same manner as the expenses of the Organization;

"Considering further that several divergent views not yet reconciled have been held by various Member States on contributions or on the method suggested by the Secretary-General for obtaining such contributions;

"Considering that the Secretary-General has already been authorized to enter into commitments for expenses of the UNEF up to an amount of \$10 million;

"Considering further that the matter of allocation of the expenses of UNEF beyond \$10 million necessitates further study in all its aspects;

"Decides that the expenses of UNEF, other than for such pay, equipment, supplies, and services as may be furnished without charge by Member Governments, shall be borne by the United Nations and shall be apportioned among the Member States to the extent of \$10 million in accordance with the scale of assessments adopted by the General Assembly for contributions to the annual budget of the organizations for the financial year 1957;

"Decides further that this decision shall be without prejudice to the subsequent apportionment of any expenses in excess of \$10 million which may be incurred in connexion with UNEF.

"Decides to establish a Committee composed of Canada, Ceylon, Chile, El Salvador, India, Liberia, Sweden, Union of Soviet Socialist Republics and the United States of America to examine the question of apportionment of expenses of the Force in excess of \$10 million. This Committee shall take into consideration, among other things, the discussions on this matter at the General Assembly, and shall study the question in all its aspects, including the possibility of voluntary contributions, the fixing of maximum amounts for expenses of the Emergency Force that with prior approval by the General Assembly could be established on each occasion, and the principle or the formulation of scales of contributions different from the scale of contributions by Member States to the ordinary budget for 1957. The Committee will present its report as soon as possible.