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ADMINISTRATIVE AND BUDGETARY PROCEDURES OF THE UNITED NATIONS

Report of the Secretary-General on his consultations concerning
the desirability and feasibility of establishing a peace fund

Comments received from Governments

Addendum

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AFGHANISTAN

[Original: English]

During the fourth special session of the General Assembly the Afghan delegation supported the establishment of a peace fund as a useful force for peace, having contributions on a voluntary basis. The Government of Afghanistan continues to support such a fund with the hope that the financial contributions of the developed countries will be large enough to make the fund effective.

AUSTRALIA

[Original: English]

(i) The object of resolution 1879 (S-IV) being to "make sufficient funds available to the Secretary-General, thus enabling him to discharge, without undue delay, his responsibilities under the Charter in cases of breaches of the peace", it appears that the immediate requirement is in fact largely (if not wholly) met by the annual resolution on unforeseen and extraordinary expenditure. This resolution (1862 (XVII)) authorizes the Secretary-General to incur reasonable expenditures (up to \$2 million) relating to the maintenance of peace and security, without the concurrence of the Advisory Committee, and makes provision for a special session of the General Assembly to be convened by the Secretary-General in the case of commitments exceeding \$10 million arising as a result of a decision of the Security Council. The Secretary-General is thus enabled to discharge his function in this respect "without undue delay".

(ii) While the present problems of financing the Organization's peace-keeping operations, and particularly that of obtaining the payment of arrears of contributions, remain unsolved, it would be difficult for Governments which have contributed substantially to the financing of such operations to give close consideration to the setting up of a new fund to which, in all likelihood, there would be expectations that they would contribute.

(iii) The setting up of a "peace fund" financed by voluntary contributions could run counter to the principle of collective responsibility for United Nations expenses, including the costs of peace-keeping operations, which has been upheld in recent General Assembly resolutions regarding the apportionment of such costs. Political and financial responsibility for United Nations actions should run together, and this would prove difficult to ensure in the event of peace-keeping operations being financed from a fund the major portion of which might be contributed by a few countries or private organizations.

(iv) In general, further study would need to be given to the functions of the proposed peace fund, including the prospect and nature of contributions, the purposes for which the fund might be used and the control which would be exercised over it, before any action or decisions were taken. Such further study could appropriately be undertaken by the Working Group of Twenty-One.

BYELORUSSIAN SOVIET SOCIALIST REPUBLIC

[Original: Russian]

At the fourth special session of the General Assembly the delegation of the Byelorussian SSR voted against the resolution concerning the so-called "Peace Fund". The Byelorussian SSR opposed this resolution in compliance with the provisions of the United Nations Charter, according to which the Security Council is alone competent to decide questions of the maintenance of international peace and security, including questions of the financing of measures taken for that purpose. Resolution 1879 (S-IV) clearly contradicts the provisions of the Charter, and the establishment of a so-called "Peace Fund" would not only do nothing to strengthen international peace and security, but would on the contrary open the way to attempts to violate the United Nations Charter and by-pass the Security Council. The Byelorussian SSR continues firmly to oppose such acts, which undermine the cause of the strengthening of international peace and security.

CHAD

[Original: French]

For reasons of an economic nature the Government of the Republic of Chad is unable to participate in this new organization, although it fully endorses the idea that prompted its establishment.

ECUADOR

[Original: Spanish]

The Ecuadorian Government approves in principle of the establishment of such a fund, considering the laudable aims of the proposal, as set forth in the preamble to resolution 1879 (S-IV) but at the same time must regretfully point out that, in view of its limited financial resources, Ecuador would have difficulty in pledging any contribution to that end.

GHANA

[Original: English]

- (a) Ghana fully supports the proposal.
- (b) The question of peace and war affects so vitally the whole of mankind that not only Member States, but also private organizations and individuals should be given the opportunity to contribute directly to keeping the peace.
- (c) The fund should be controlled by the Secretary-General and operated in accordance with the financial regulations of the Organization or any other regulations which the General Assembly may formulate.

INDONESIA

[Original: English]

1. A United Nations peace fund should preferably be employed as a temporary and emergency source for financing a United Nations peace-keeping operation. The emergency use of the fund may be decided by the Secretary-General in the event that such an occasion arises, prior to a General Assembly recommendation for financing a specific peace-keeping operation.
2. Having in mind the specific responsibility of the Secretary-General in this regard, it is the opinion of the Indonesian Government that voluntary contributions should be offered by Member States and interested parties in a pledging conference such as the case of Special Fund/EPTA, so that, in the use of the fund, the Secretary-General will be responsible only to the Security Council, the General Assembly, and to rules which have yet to be drawn up governing the use of the peace fund.
3. The Indonesian Government will leave it to the discretion of the Secretary-General to consult with organizations interested in contributing to the peace fund.

NEW ZEALAND

[Original: English]

The New Zealand Government has given careful consideration to resolution 1879 (S-IV) adopted by the General Assembly at its fourth special session. The Government finds difficulty, however, in arriving at a firm conclusion as to the desirability of establishing a peace fund so long as the central problem of financing peace-keeping operations remains unresolved. In this regard New Zealand shares the view expressed by many Members during the fourth special session that the Organization's primary task of maintaining peace and security is a matter for collective responsibility and that its fulfilment should not be dependent on voluntary contributions. The New Zealand Government would therefore wish to consider whether a particular proposal, when advanced, was in any sense a substitute for measures clearly maintaining the collective financial responsibility of all Member States.

One of the General Assembly's reasons for deciding that this question should be studied was its desire, as stated in resolution 1879 (S-IV), to make sufficient funds readily available to the Secretary-General to enable him to discharge his responsibilities under the Charter in cases of breaches of the peace without undue delay. Flexible arrangements for this purpose have in the past been made, however, in the General Assembly's annual resolution relating to unforeseen and extraordinary expenses. Similar provision is included in the draft resolution proposed for adoption at the Assembly's eighteenth session.

As to the feasibility of establishing a peace fund, some doubt may be felt as to the willingness of a substantial number of potential donor countries to contribute in present circumstances to a fund of a general character, unrelated to specific situations. The New Zealand Government has also noted - without necessarily accepting this point of view; it is advanced solely as an illustration of the difficulties which may arise - that certain Member States argued at the special session that excessive reliance on voluntary contributions could place in jeopardy the impartial achievement of the objectives of United Nations peace-keeping operations. Finally, the Government wishes to state that its attitude, no doubt like that of many other Governments, would be influenced by the scale of any fund proposed, which would have to be considered in the light of New Zealand's existing financial commitments to the international community.

The mandate of the Working Group of Twenty-One on the examination of the administrative and budgetary procedures of the United Nations, which is to report to the General Assembly not later than its nineteenth session, is, inter alia, to "explore ways and means for bringing about the widest possible measure of agreement among all Member States on the question of financing future peace-keeping operations" and to "consider suggestions regarding other sources of financing future peace-keeping operations". The New Zealand Government believes that it would be appropriate for the Working Group to consider any practical suggestions which may emerge from the Secretary-General's inquiry in the course of its examination of all aspects of this problem.

UKRAINIAN SOVIET SOCIALIST REPUBLIC

[Original: Russian]

The purpose of establishing a peace fund, as the preamble of resolution 1879 (S-IV) says, is to "make sufficient funds readily available to the Secretary-General, thus enabling him to discharge ... his responsibilities under the Charter in cases of breaches of the peace". However, these responsibilities can devolve only on the Security Council, in connexion with the fulfilment of its duty under the Charter to maintain peace.

In accordance with Chapter VII of the United Nations Charter, particularly Article 39, the task of deciding on measures to be taken to maintain or restore international peace and security is laid upon the Security Council. Articles 43 and 50 of the Charter define the role of the Security Council in calling on countries taking part in carrying out the measures adopted by the Security Council, to make armed forces and facilities available, and also in settling the special economic problems with which these countries may find themselves confronted; this includes the Security Council's role in settling problems of financing the above-mentioned measures.

Thus, the proposal for the establishment of a peace fund should be regarded as yet one more attempt to transfer these questions to the General Assembly's jurisdiction and thereby prevent the Security Council from fulfilling its functions under the Charter; this could adversely affect the cause of peace and international security.

For those reasons the delegation of the Ukrainian SSR to the fourth special session, on the instructions of its Government, opposed and voted against this resolution. The position of the Government of the Ukrainian SSR remains unchanged.