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FINANCING OF THE UNITED NATIONS PEACE-KEEPING FORCES
IN THE MIDDLE EAST

Report of the Fifth Committee (Part I)

Rapporteur: Mr. Carl C. PEDERSEN (Canada)

I. INTRODUCTION

1. At its 3rd plenary meeting, on 19 September 1980, the General Assembly, on the recommendation of the General Committee, included in its agenda the item entitled:

"Financing of the United Nations peace-keeping forces in the Middle East:

- (a) United Nations Disengagement Observer Force: report of the Secretary-General;
- (b) United Nations Interim Force in Lebanon: report of the Secretary-General;
- (c) Review of the rates of reimbursement to the Governments of troop-contributing States: report of the Secretary-General¹⁷

and allocated it to the Fifth Committee.

2. The Committee had before it the reports of the Secretary-General on the financing of the United Nations Disengagement Observer Force (UNDOF) (A/35/585 and Corr.1-3) and on the review of the rates of reimbursement to the Governments of troop-contributing States (A/C.5/35/38), as well as the related report of the Advisory Committee on Administrative and Budgetary Questions (A/35/653). The Committee also considered a note, issued as a conference room paper, submitted by the Secretary-General at the request of one delegation, which provided data in respect of the provisional liquidation costs of the United Nations Emergency Force.

3. The Fifth Committee considered subitems (a) and (c) of agenda item 101 at its 36th to 39th meetings, on 25, 26 and 28 November 1980. Statements and observations made in the course of the Committee's consideration of these subitems are reflected in the relevant summary records (A/C.5/35/SR.36-39).

II. CONSIDERATION OF PROPOSALS

4. At the 38th meeting, on 26 November, the representative of Ireland introduced a draft resolution (A/C.5/35/L.22) in respect of agenda item 101 (c), sponsored by Argentina, Australia, Austria, Canada, Denmark, Fiji, Finland, France, Ghana, Indonesia, Ireland, Italy, Lebanon, Nepal, the Netherlands, Nigeria, Norway, Peru, Senegal, Sweden and Uganda, later joined by Egypt.

5. At the same meeting, the representative of Canada introduced two draft resolutions (A/C.5/35/L.23) in respect of agenda item 101 (a), sponsored by Argentina, Canada, Colombia, Denmark, Finland, Ghana, Ireland, Norway, Panama and Sweden, later joined by Australia and Austria.

6. At its 39th meeting, on 28 November, the Committee adopted draft resolution A/C.5/35/L.22 by a recorded vote of 79 to 13, with 8 abstentions (see para. 10, draft resolution I). The voting was as follows: 1/

In favour: Argentina, Australia, Austria, Bahamas, Bahrain, Bangladesh, Barbados, Belgium, Brazil, Burma, Burundi, Canada, Central African Republic, Chile, Colombia, Costa Rica, Cyprus, Denmark, Ecuador, Egypt, Ethiopia, Fiji, Finland, France, Gabon, Germany, Federal Republic of, Ghana, Greece, Guyana, Haiti, India, Indonesia, Ireland, Israel, Italy, Ivory Coast, Japan, Jordan, Kenya, Kuwait, Lebanon, Malawi, Malaysia, Mali, Mauritania, Mexico, Netherlands, New Zealand, Niger, Nigeria, Norway, Oman, Pakistan, Panama, Philippines, Poland, Portugal, Qatar, Rwanda, Senegal, Singapore, Spain, Sudan, Swaziland, Sweden, Thailand, Togo, Trinidad and Tobago, Turkey, Uganda, United Arab Emirates, United Kingdom of Great Britain and Northern Ireland, United Republic of Cameroon, United States of America, Venezuela, Yugoslavia, Zaire, Zambia, Zimbabwe.

Against: Afghanistan, Albania, Bulgaria, Byelorussian Soviet Socialist Republic, Czechoslovakia, Democratic Republic of Germany, Hungary, Iraq, Mongolia, Syrian Arab Republic, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, Yemen.

Abstaining: Algeria, Congo, Democratic Yemen, Guinea, Romania, Saudi Arabia, Suriname, Tunisia.

7. At the same meeting, the Committee adopted the two draft resolutions contained in document A/C.5/35/L.23, with the following results:

(a) Draft resolution A was adopted by a recorded vote of 85 to 4, with 12 abstentions (see para. 10, draft resolution II A). The voting was as follows: 1/

1/ The representatives of Morocco and Sierra Leone stated subsequently that, had they been present during the voting, they would have voted in favour of the draft resolution.

/...

In favour: Argentina, Australia, Austria, Bahamas, Bahrain, Bangladesh, Barbados, Belgium, Brazil, Burma, Burundi, Canada, Central African Republic, Chile, Colombia, Costa Rica, Cyprus, Denmark, Ecuador, Egypt, Ethiopia, Fiji, Finland, France, Gabon, Germany, Federal Republic of, Ghana, Greece, Guinea, Guyana, Haiti, India, Indonesia, Ireland, Israel, Italy, Ivory Coast, Japan, Jordan, Kenya, Kuwait, Lebanon, Malawi, Malaysia, Mali, Mauritania, Mexico, Netherlands, New Zealand, Niger, Nigeria, Norway, Oman, Pakistan, Panama, Philippines, Poland, Portugal, Qatar, Romania, Rwanda, Saudi Arabia, Senegal, Singapore, Somalia, Spain, Sudan, Suriname, Swaziland, Sweden, Thailand, Togo, Trinidad and Tobago, Tunisia, Turkey, Uganda, United Arab Emirates, United Kingdom of Great Britain and Northern Ireland, United Republic of Cameroon, United States of America, Venezuela, Yugoslavia, Zaire, Zambia, Zimbabwe.

Against: Albania, Iraq, Syrian Arab Republic, Yemen.

Abstaining: Afghanistan, Algeria, Bulgaria, Byelorussian Soviet Socialist Republic, Congo, Czechoslovakia, Democratic Yemen, German Democratic Republic, Hungary, Mongolia, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics.

(b) Draft resolution B was adopted by a recorded vote of 82 to 13, with 5 abstentions (see para. 10, draft resolution II B). The voting was as follows: 1/

In favour: Argentina, Australia, Austria, Bahamas, Bahrain, Bangladesh, Barbados, Belgium, Brazil, Burma, Burundi, Canada, Central African Republic, Chile, Colombia, Costa Rica, Cyprus, Denmark, Ecuador, Egypt, Ethiopia, Fiji, Finland, France, Gabon, Germany, Federal Republic of, Ghana, Greece, Guyana, Haiti, India, Indonesia, Ireland, Israel, Italy, Ivory Coast, Japan, Jordan, Kenya, Kuwait, Lebanon, Malawi, Malaysia, Mali, Mauritania, Mexico, Netherlands, New Zealand, Niger, Nigeria, Norway, Oman, Pakistan, Panama, Philippines, Poland, Portugal, Rwanda, Saudi Arabia, Senegal, Singapore, Somalia, Spain, Sudan, Suriname, Swaziland, Sweden, Thailand, Togo, Trinidad and Tobago, Tunisia, Turkey, Uganda, United Arab Emirates, United Kingdom of Great Britain and Northern Ireland, United Republic of Cameroon, United States of America, Venezuela, Yugoslavia, Zaire, Zambia, Zimbabwe.

Against: Afghanistan, Albania, Bulgaria, Byelorussian Soviet Socialist Republic, Czechoslovakia, German Democratic Republic, Hungary, Iraq, Mongolia, Syrian Arab Republic, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, Yemen.

Abstaining: Algeria, Congo, Democratic Yemen, Guinea, Romania.

8. The representatives of the following Member States spoke in explanation of vote or position: Albania, Congo, Democratic Yemen, Iraq, Israel, Libyan Arab Jamahiriya, Panama, Poland, Syrian Arab Republic and Viet Nam.

9. Also at the 39th meeting, the Chairman of the Committee drew the attention of the Committee to the need for it to take a decision on the proposal of the Secretary-General, contained in paragraph 12 of his report (A/35/585), regarding the special financial period of UNDOF. The Committee decided, without objection, to recommend that the General Assembly approve the Secretary-General's proposal (see para. 11).

III. RECOMMENDATIONS OF THE FIFTH COMMITTEE

10. The Fifth Committee recommends to the General Assembly the adoption of the following draft resolutions:

DRAFT RESOLUTION I

Review of the rates of reimbursement to the Governments
of troop-contributing States

The General Assembly,

Having considered the report of the Secretary-General on the review of the rates of reimbursement to the Governments of troop-contributing States, submitted pursuant to its resolution 34/166 of 17 December 1979, 2/ as well as the related report of the Advisory Committee on Administrative and Budgetary Questions, 3/

Recalling its decision of 29 November 1974, taken at its twenty-ninth session, by which it established, as from 25 October 1973, standard rates of reimbursement to troop-contributing States for pay and allowances of their troops serving in the United Nations Emergency Force and the United Nations Disengagement Observer Force, 4/ and its decision 32/416 of 2 December 1977, by which it revised those rates of reimbursement as from 25 October 1977,

Recalling also its resolution S-8/2 of 21 April 1978, by which it applied the same standard rates of reimbursement in effect for the United Nations Emergency Force and the United Nations Disengagement Observer Force to those Governments contributing troops to the United Nations Interim Force in Lebanon,

Recognizing that inflation and escalating troop costs have adversely affected in real terms the existing standard rates of reimbursement,

Mindful of the need for ensuring an equitable rate of reimbursement to the Governments of troop-contributing States,

Decides to establish new standard rates of reimbursement to the troop-contributing States of \$950 per man per month for all ranks plus \$280 per man per month for a limited number of specialists (up to 25 per cent of logistics contingents and up to 10 per cent of other contingents), with effect from 1 December 1980 in the case of the United Nations Disengagement Observer Force and from 19 December 1980 in the case of the United Nations Interim Force in Lebanon, should the Security Council decide to extend their mandates.

2/ A/C.5/35/38.

3/ A/35/653.

4/ Official Records of the General Assembly, Twenty-ninth Session, Supplement No. 31 (A/9631 and Corr.2), p. 140, item 84.

DRAFT RESOLUTION II

Financing of the United Nations Disengagement Observer Force

A

The General Assembly,

Having considered the report of the Secretary-General on the financing of the United Nations Disengagement Observer Force, 5/ as well as the related report of the Advisory Committee on Administrative and Budgetary Questions, 6/

Bearing in mind Security Council resolutions 350 (1974) of 31 May 1974, 363 (1974) of 29 November 1974, 369 (1975) of 28 May 1975, 381 (1975) of 30 November 1975, 390 (1976) of 28 May 1976, 398 (1976) of 30 November 1976, 408 (1977) of 26 May 1977, 420 (1977) of 30 November 1977, 429 (1978) of 31 May 1978, 441 (1978) of 30 November 1978, 449 (1979) of 30 May 1979, 456 (1979) of 30 November 1979, 470 (1980) of 30 May 1980 and 481 (1980) of 26 November 1980,

Recalling its resolutions 3101 (XXVIII) of 11 December 1973, 3211 B (XXIX) of 29 November 1974, 3374 C (XXX) of 2 December 1975, 31/5 D of 22 December 1976, 32/4 C of 2 December 1977, 33/13 D of 8 December 1978 and 34/7 C of 3 December 1979,

Reaffirming its previous decisions regarding the fact that, in order to meet the expenditures caused by such operations, a different procedure is required from that applied to meet expenditures of the regular budget of the United Nations,

Taking into account the fact that the economically more developed countries are in a position to make relatively larger contributions and that the economically less developed countries have a relatively limited capacity to contribute towards peace-keeping operations involving heavy expenditures,

Bearing in mind the special responsibilities of the States permanent members of the Security Council in the financing of such operations, as indicated in General Assembly resolution 1874 (S-IV) of 27 June 1963 and other resolutions of the Assembly,

I

Decides to appropriate to the Special Account referred to in section II, paragraph 1, of General Assembly resolution 3211 B (XXIX) the amount of \$12,577,998 gross (\$12,462,000 net) authorized and apportioned by section III of Assembly resolution 34/7 C for the operation of the United Nations Disengagement Observer Force for the period from 1 June to 30 November 1980 inclusive;

5/ A/35/585 and Corr.1-3.

6/ A/35/653.

II

1. Decides to appropriate to the Special Account an amount of \$14,959,250 for the operation of the United Nations Disengagement Observer Force for the period from 1 December 1980 to 31 May 1981 inclusive;

2. Decides further, as an ad hoc arrangement, without prejudice to the positions of principle that may be taken by Member States in any consideration by the General Assembly of arrangements for the financing of peace-keeping operations:

(a) To apportion an amount of \$8,722,739 for the above-mentioned six-month period among the Member States referred to in paragraph 2 (a) of General Assembly resolution 3101 (XXVIII) in the proportions determined by the scale of assessments for the years 1980, 1981 and 1982;

(b) To apportion an amount of \$5,875,993 for the above-mentioned six-month period among the Member States referred to in paragraph 2 (b) of resolution 3101 (XXVIII) and section II, paragraph 2 (b), of resolution 3374 C (XXX), in the proportions determined by the scale of assessments for the years 1980, 1981 and 1982;

(c) To apportion an amount of \$354,534 for the above-mentioned six-month period among the Member States referred to in paragraph 2 (c) of resolution 3101 (XXVIII), section II, paragraph 2 (c), of resolution 3374 C (XXX) and section V, paragraph 1, of resolution 33/13 D, in the proportions determined by the scale of assessments for the years 1980, 1981 and 1982;

(d) To apportion an amount of \$5,984 for the above-mentioned six-month period among the Member States referred to in paragraph 2 (d) of resolution 3101 (XXVIII), section V, paragraph 1, of resolution 3374 C (XXX), section V, paragraph 1, of resolution 31/5 D, section V, paragraph 1, of resolution 32/4 C, section V, paragraph 1, of resolution 33/13 D and section V, paragraph 1, of resolution 34/7 C, in the proportions determined by the scale of assessments for the years 1980, 1981 and 1982;

3. Decides that, in accordance with the provisions of its resolution 973 (X) of 15 December 1955, there shall be set off against the apportionment among Member States, as provided for in paragraph 2 of the present section, their respective share in the Tax Equalization Fund of the estimated staff assessment income of \$157,500 approved for the period from 1 December 1980 to 31 May 1981 inclusive;

III

Authorizes the Secretary-General to enter into commitments for the United Nations Disengagement Observer Force at a rate not to exceed \$2,493,208 gross (\$2,466,958 net) per month for the period from 1 June to 30 November 1981 inclusive, should the Security Council decide to continue the Force beyond the period of six months authorized under its resolution 481 (1980), the said amount to be apportioned among Member States in accordance with the scheme set out in the present resolution;

IV

1. Stresses the need for voluntary contributions to the United Nations Disengagement Observer Force both in cash and in the form of services and supplies acceptable to the Secretary-General;
2. Requests the Secretary-General to take all necessary action to ensure that the United Nations Disengagement Observer Force is conducted with a maximum of efficiency and economy;

V

1. Decides that Santa Lucia shall be included in the group of Member States mentioned in paragraph 2 (d) of General Assembly resolution 3101 (XXVIII) and that its contributions to the United Nations Disengagement Observer Force shall be calculated in accordance with the provisions of paragraphs 3 and 4 of Assembly resolution 35/11 A of 3 November 1980;

2. Decides further that, in accordance with regulation 5.2 (c) of the Financial Regulations of the United Nations, the contributions to the United Nations Disengagement Observer Force until 30 November 1980 of the Member State listed in paragraph 1 of the present section shall be treated as miscellaneous income to be set off against the appropriations apportioned in section II above.

B

The General Assembly,

Having regard to the financial position of the Special Account for the United Nations Emergency Force and the United Nations Disengagement Observer Force, as set forth in the report of the Secretary-General, 7/ and referring to paragraph 5 of the report of the Advisory Committee on Administrative and Budgetary Questions, 8/

Mindful of the fact that it is essential to provide the United Nations Disengagement Observer Force with the necessary financial resources to enable it to fulfil its responsibilities under the relevant resolutions of the Security Council,

Concerned that the Secretary-General is continuing to face growing difficulties in meeting the obligations of the Forces on a current basis, particularly those due to the troop-contributing Governments,

Recalling its resolutions 33/13 E of 14 December 1978 and 34/7 D of 17 December 1979,

7/ A/35/585 and Corr.1-3.

8/ A/35/653.

Recognizing that, in consequence of the withholding of contributions by certain Member States, the surplus balances in the Special Account for the United Nations Emergency Force and the United Nations Disengagement Observer Force have, in effect, been drawn upon to the full extent to supplement the income received from contributions for meeting expenses of the Forces,

Concerned that the application of the provisions of regulations 5.2 (b), 5.2 (d), 4.3 and 4.4 of the Financial Regulations of the United Nations would aggravate the already difficult financial situation of the Forces,

Decides that the provisions of regulations 5.2 (b), 5.2 (d), 4.3 and 4.4 of the Financial Regulations of the United Nations shall be suspended in respect of the amount of \$6,825,999, which otherwise would have to be surrendered pursuant to those provisions, this amount to be entered in the account referred to in the operative part of General Assembly resolution 33/13 E and held in suspense until a further decision of the Assembly.

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11. The Fifth Committee also recommends to the General Assembly the adoption of the following draft decision:

Special financial period of the United Nations Disengagement
Observer Force

The General Assembly decides that the special financial period of the United Nations Disengagement Observer Force will be from 25 October 1979 to 30 November 1980 inclusive and, thereafter, in line with the mandate periods of the Force, thus far, will be for 12-month periods beginning from 1 December of one year to 30 November of the next, should its mandate be extended by the Security Council.
