

UNITED NATIONS

GENERAL
ASSEMBLY



Distr.
LIMITED

A/C.5/L.604
3 December 1959

ORIGINAL: ENGLISH

Fourteenth session
FIFTH COMMITTEE
Agenda item 28 (a) and (b)

UNITED NATIONS EMERGENCY FORCE

- (a) Cost estimates for the maintenance of the Force
- (b) Manner of financing the Force: Report of the Secretary-General on Consultations with Governments of Member States

Draft report of the Fifth Committee

Reporteur: Mr. Niaz A. NAIK (Pakistan)

1. The Fifth Committee considered sub-items (a) and (b) of agenda item 28, United Nations Emergency Force, at its 749th to 752nd meetings.
2. In opening the discussion, the Secretary-General restated his conviction, expressed in the progress report on the Force (A/4210) that, for the immediate future at least, the Force continued to be an indispensable element in the efforts of the Organization to assist Member Governments in maintaining stable and peaceful conditions in the area in which the Force operated. In the present circumstances, it was not possible for him to foresee when the operations of the Force might be brought to an end without risking the progress thus far made, and any decrease in the size of the Force below its present reduced numbers would require a redefinition of its present function and responsibility. Thus he could see no possibility of substantial savings in the cost of maintaining the Force in 1960, beyond those that had already been taken into account in the estimates. As regarded the recommendations of the Advisory Committee on Administrative and Budgetary Questions on the 1960 estimates (see paragraph below), he and the Commander of the Force foresaw no real difficulties from a budgetary point of view

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if those recommendations were adopted. Every effort would be made to keep expenditure within the target level suggested.

3. The Secretary-General also referred to the question of compensation in respect of equipment, materials and supplies furnished by Governments to their contingents. No provision had been included in the 1960 estimates for the Force for this purpose (A/4160, paragraph 7); and the provision therefor in the 1959 budget would, under the recommendation of the Advisory Committee (A/4284, paragraph 7) be deleted. He emphasized that there could be no question, in the light of the General Assembly's decisions, as to the Organization's ultimate obligation to reimburse the Governments providing such equipment and supplies for their extra and extraordinary costs on that account. As the period of service of contingents in the Force had been prolonged much longer than originally envisaged, it was reasonable that such Governments should desire a re-examination of the General Assembly's original decision (resolution 1151 (XII)) which was that the United Nations would assume responsibility for payment only at the conclusion of the total period of service.

4. On the manner of financing the Force, the Secretary-General expressed deep concern that unpaid assessments for 1957, 1958 and 1959, amounted to over \$19 million. By the end of 1959, it was estimated, the Special Account for the Force would need to draw over \$6 million from the Working Capital Fund, and would have unliquidated obligations of over \$12 million. The views of fifty Member States on the manner of financing the Force were set out in his report (A/4176 and Add.1 and 2); the views of the largest number were those which he had held from the outset. He did not believe that any generally acceptable formula could ignore the application of the regular scale of assessments.

5. During the discussion in the Committee, tribute was paid to the exemplary manner in which the Force was fulfilling its task. Gratitude was expressed to those countries which had provided contingents and to the officers and men who were making a notable contribution to the maintenance of general peace and security. The Secretary-General and the Commander of the Force, Lieutenant-General Burns, were to be congratulated. General Burns stated his own appreciation and that of the members of the Force for these expressions of confidence, which he would convey to them.

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(a) Cost estimates for the maintenance of the Force

6. The Secretary-General had submitted original 1960 estimates (A/4160) for the expenses of the Force totalling \$18,916,000. The Advisory Committee on Administrative and Budgetary Questions had reported on those estimates (A/4171), and while recommending an appropriation on the amount estimated, that Committee had suggested that efforts should be made to keep the expenses within a target level of \$18,500,000.

7. In a subsequent report (A/C.5/800) the Secretary-General submitted revised estimates involving an increase of \$1,290,000 in the 1960 estimates, bringing them to a total of \$20,206,000. In respect of these revised estimates, the Advisory Committee recommended (A/4284) an appropriation of \$20,000,000, but suggested that efforts should be made to hold expenditure within a revised target level of \$19,500,000.

8. As regarded 1959, the Secretary-General had also found it necessary to submit further estimates (A/C.5/800). For certain items of the approved budget of \$19 million,^{1/} additional requirements totalling \$1,900,000 were foreseen; savings of \$950,000 on other items could be estimated. To meet the net additional requirement of \$950,000 under section 8, after available surpluses under sections 1 to 7 had been applied to the needs for that section, the Secretary-General recommended either a supplemental appropriation of that amount, or that he be authorized to transfer \$950,000 from the \$1 million provided as a reserve under section 9 of the budget. In its report (A/4284) the Advisory Committee concurred in the supplementary estimates, as submitted, including the necessary transfers from sections 1 through 7 to section 8. On the question of whether the net additional requirement of \$950,000 under section 8 should be provided by a supplemental appropriation or by a transfer from the \$1 million provided under section 9 towards the reserve for compensation in respect of equipment, materials and supplies provided by Governments to their contingents, the Advisory Committee preferred the latter approach. It recommended that the 1959 budget should be modified to delete the provision of \$1 million under section 9 and include a further amount of \$950,000 under section 8.

^{1/} Official Records of the General Assembly, Thirteenth Session,
Supplement No. 5 C (A/4098).

9. At its 752nd meeting, the Fifth Committee approved, by 43 votes to 8 with 6 abstentions, the recommendation of the Advisory Committee regarding the 1959 budget for the Force. As thus approved, the 1959 budget remained within the total authorization of \$19 million given by the General Assembly in resolution 1337 (XIII) of 13 December 1958 for 1959 expenses of the Force.

10. The Fifth Committee's approval of the recommendation of the Advisory Committee for a 1960 appropriation of \$20 million for the Force is contained in the draft resolution on item 28 (paragraph) which it recommends for adoption by the General Assembly. The consideration in the Committee of this draft resolution is set out in subsequent paragraphs of the present report.

11. In connexion both with the 1959 and 1960 estimates, delegations of Member States providing contingents for the Force emphasized that while there was no provision in those estimates for increasing the reserve for compensation for equipment, materials and supplies provided by Governments to their contingents, there could be no question as to the ultimate responsibility of the Organization in this matter.

(b) Manner of financing the Force

12. On the manner of financing the Force, the Committee had before it the report of the Secretary-General (A/4176 and Add.1 and 2, also Corr.1 and 2) on consultations with Governments of Member States in pursuance of paragraph 5 of General Assembly resolution 1337 (XIII) of 13 December 1958. The report included the communications which had been received from fifty Member States which were broadly classified as follows:

(a) Thirty-eight favoured assessment of UNEF's expenses among all Members, of which

(i) Twenty-nine wished the basis of assessment to be the scale of assessment adopted for the United Nations budget, and

(ii) Nine wished adoption of some scale of assessment different from that adopted for the United Nations budget;

(b) Eight expressed the opinion or referred to their earlier views that only the States which took the action resulting in the creation of the Force should pay its expenses;

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(c) Two indicated merely their ability to pay for the Force, one proposed that the costs be defrayed entirely by voluntary contributions, and one stated that it would prefer a thorough discussion of the matter at the fourteenth session of the General Assembly before taking a definite stand on the question.

13. Delegations speaking in the Committee reiterated the views of their Governments as set out in the Secretary-General's report, which had also been reported by the Fifth Committee in paragraph 10 of its thirteenth session report (A/4072) on this question.

14. At the 749th meeting of the Committee, the representatives of the United States and the United Kingdom, while stating that the Governments maintained their position that the expenses of the Force should be financed on the regular scale of assessments, announced that, subject to parliamentary approval, their Governments would make voluntary contributions to the 1960 expenses of the Force in the approximate amounts of \$3.2 million and \$275,000 respectively.

15. At the 750th meeting of the Committee, the representative of Norway introduced the draft resolution (A/C.5/L.591) submitted by Brazil, Canada, Colombia, Denmark, Norway, Sweden and Yugoslavia, as follows:

The General Assembly,

Recalling its resolutions 1089 (XI) of 21 December 1956, 1151 (XII) of 22 November 1957, and 1337 (XIII) of 13 December 1958,

Having considered the observations made by Member States concerning financing of the Force,

Having examined the budget estimates for the Force submitted by the Secretary-General for the year 1960 (A/4160, A/C.5/800) and the observations and recommendations of the Advisory Committee on Administrative and Budgetary Questions thereon (A/4171, A/4284),

Having noted with satisfaction that special financial assistance has been pledged voluntarily towards the expenditures for the Force in 1960,

Considering that it is desirable to apply voluntary contributions of special financial assistance in such a manner as to reduce the financial burden on those Governments which have the least capacity, as indicated by the regular scale of assessments, to contribute towards the expenditures for maintaining the Force,

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1. Decides to assess the amount of \$20 million against all Members of the United Nations on the basis of the regular scale of assessments;

2. Authorizes the Secretary-General to expend up to a maximum of \$20 million for the continuing operation of the Force during 1960;

3. Decides that voluntary contributions pledged prior to 31 December 1959 towards expenditures for the Force in 1960 shall be applied as a credit to reduce by 50 per cent the contributions of as many Member Governments as possible, commencing with those Governments assessed at the minimum percentage of .04 per cent and then including in order those Governments assessed at the next highest percentages until the total amount of voluntary contributions has been fully applied;

4. Decides that, if Member Governments do not avail themselves of credits provided for in operative paragraph 3, then the amounts involved shall be credited to Section 9 of the 1960 budget for the United Nations Emergency Force.

16. The representative of Norway explained that the sponsors, in submitting the resolution had considered the position of those States which could not easily bear the additional financial burden of the costs of the Force. Thus, the resolution contained a formula which, in view of the generous contributions announced by the representatives of the United States and the United Kingdom, would permit of a 50 per cent reduction in the assessments of all Member States except the five highest contributors. He also noted the burden that was being borne by the sponsors of the resolution - all of whom were States who had or were providing contingents for the Force, and called attention to the provisions of operative paragraph 4 of the draft resolution which provided that, if Member Governments did not avail themselves of the credits provided for, then the amounts should be credited to the reserve for compensation in respect of equipment, materials and supplies provided by Governments to their contingents.

17. During the discussion of the draft resolution, appreciation was expressed for the offers of voluntary contributions which had been announced. Some of these Members who favoured assessment of all Members for the expenses of the Force but on a scale other than the regular scale welcomed the provisions of the draft resolution on the application of those contributions. While the arrangement did not meet their point of view in principle, it represented, in their opinion, a reasonable solution for the coming year. /...

18. In their interventions, certain delegations announced the intention of their Governments, subject to parliamentary approval, to forego the credits that would otherwise accrue to them under the terms of the draft resolution.

19. At the 752nd meeting of the Committee, the sponsors of the draft resolutions submitted a revised draft which would:

- (a) indicate the approximate amount of the voluntary contributions which had been announced;
- (b) reverse the order of operative paragraphs 1 and 2 of the original draft; and
- (c) incorporate in the new operative paragraph 2 the additional words "subject to the provisions of paragraphs 3 and 4 below", proposed as an amendment by the representative of Spain.

Action of the Committee

20. The Committee voted on the draft resolution A/C.5/L.591/Rev.1 at its 752nd meeting with the following results:

	<u>Yes</u>	<u>No</u>	<u>Abstentions</u>	
Separate vote on the words "subject to the provisions of paragraphs 3 and 4 below" in the second operative paragraph	39	9	22	Adopted
Separate vote on the first operative paragraph	48	10	12	Adopted
Separate vote on the third operative paragraph	45	9	17	Adopted
Separate vote on the second operative paragraph	41	10	21	Adopted

The draft resolution as a whole was adopted by a roll-call vote of 45 to 10 with 17 abstentions. The voting was as follows:

- In favour: Argentina, Australia, Austria, Belgium, Brazil, Burma, Cambodia, Canada, Ceylon, Colombia, Denmark, Dominican Republic, Ecuador, Federation of Malaya, Finland, France, Ghana, Greece, Haiti, Honduras, India, Indonesia, Iran, Ireland, Israel, Italy, Liberia, Luxembourg, Netherlands, New Zealand, Nicaragua, Norway, Pakistan, Paraguay, Portugal, Spain, Sweden, Thailand, Tunisia, Turkey, Union of South Africa, United Kingdom of Great Britain and Northern Ireland, United States of America, Uruguay, Yugoslavia.
- Against: Afghanistan, Albania, Bulgaria, Byelorussian Soviet Socialist Republic, Czechoslovakia, Hungary, Poland, Romania, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics.
- Abstaining: Chile, China, Cuba, El Salvador, Ethiopia, Guatemala, Guinea, Iraq, Japan, Jordan, Lebanon, Mexico, Philippines, Saudi Arabia, Sudan, United Arab Republic, Venezuela.

Recommendation of the Fifth Committee

21. As a result of its consideration of agenda item 28 (a) and (b), the Fifth Committee recommends to the General Assembly the adoption of the following draft resolution:

The General Assembly,

Recalling its resolutions 1089 (XI) of 21 December 1956, 1151 (XII) of 22 November 1957, and 1337 (XIII) of 13 December 1958,

Having considered the observations made by Member States concerning financing of the Force,

Having examined the budget estimates for the Force submitted by the Secretary-General for the year 1960 (A/4160, A/C.5/800) and the observations and recommendations of the Advisory Committee on Administrative and Budgetary Questions thereon (A/4171, A/4284),

Having noted with satisfaction that special financial assistance in the amount of about \$3,475,000 has been pledged voluntarily towards the expenditures for the Force in 1960,

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Considering that it is desirable to apply voluntary contributions of special financial assistance in such a manner as to reduce the financial burden on those Governments which have the least capacity, as indicated by the regular scale of assessments, to contribute towards the expenditures for maintaining the Force,

1. Authorizes the Secretary-General to expend up to a maximum of \$20 million for the continuing operation of the Force during 1960;
2. Decides to assess the amount of \$20 million against all Members of the United Nations on the basis of the regular scale of assessments, subject to the provisions of paragraphs 3 and 4 below;
3. Decides that voluntary contributions pledged prior to 31 December 1959 towards expenditures for the Force in 1960 shall be applied as a credit to reduce by 50 per cent the contributions of as many Member Governments as possible, commencing with those Governments assessed at the minimum percentage of .04 per cent and then including in order those Governments assessed at the next highest percentages until the total amount of voluntary contributions has been fully applied;
4. Decides that, if Member Governments do not avail themselves of credits provided for in operative paragraph 3, then the amounts involved shall be credited to Section 9 of the 1960 budget for the United Nations Emergency Force.
