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COMPREHENSIVE REVIEW OF THE WHOLE QUESTION OF PEACE-KEEPING OPERATIONS IN ALL THEIR ASPECTS

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

Note verbale dated 7 October 1983 from the Permanent Representative
of the United Kingdom of Great Britain and Northern Ireland to the
United Nations addressed to the Secretary-General

The Permanent Representative of the United Kingdom of Great Britain and Northern Ireland to the United Nations presents his compliments to the Secretary-General of the United Nations and has the honour to refer to General Assembly resolution 36/37 in which the Assembly repeated its invitation to Member States to report and to provide information on experience gained in peace-keeping operations.

The Permanent Representative wishes to submit the attached paper entitled "Finance for United Nations Peace-keeping Operations: Paper by the United Kingdom of Great Britain and Northern Ireland". He would be grateful if the Secretary-General would arrange for it to be circulated as a document of the General Assembly under agenda items 71 and 119.

ANNEX

Finance for United Nations Peace-keeping Operations: Paper by
the United Kingdom of Great Britain and Northern Ireland

1. The United Kingdom is in full agreement with the Secretary-General that peace-keeping operations have been one of the most successful innovations of the United Nations. We consider that these operations have played and continue to play a vital role in the maintenance of international peace and security. Successive British Governments have given concrete expression to their support for United Nations peace-keeping through the provision of finance, personnel and logistic support. The United Kingdom is currently, for example, the largest contributor of troops to the United Nations Peace-keeping Force in Cyprus (UNFICYP).
2. In keeping with this support for United Nations peace-keeping, the United Kingdom wishes to draw attention to the very serious problem of the financing of United Nations peace-keeping operations. The Secretary-General has highlighted the problem in his recent reports on UNFICYP (S/15812 of 1 June 1983) and the United Nations Interim Force in Lebanon (UNIFIL) (S/15863 of 12 July 1983). In both reports (para. 67 of document S/15812 and para. 28 of document S/15863), he expressed profound concern at the financial situation of the peace-keeping forces. It is apparent that the problem requires the urgent attention of Member States.
3. The General Assembly, in its resolution 2006 (XIX), which established the Special Committee on Peace-keeping Operations, specifically instructed that Committee "to undertake as soon as possible a comprehensive review of the whole question of peace-keeping operations in all their aspects, including ways of overcoming the present financial difficulties of the Organization". In its resolution 33/114, the General Assembly stressed "the responsibility of Member States, in accordance with the Charter, to share equitably the financial burdens of such operations". The view of the United Kingdom is that the mandate of the Special Committee is still as set out in resolution 2006 (XIX), to which reference is made in resolution 37/93.

4. The situation as regards the individual peace-keeping forces is as follows.

UNIFIL

5. There is a very large, and rapidly growing, shortfall in the UNIFIL Special Account. By July 1983 this shortfall had accumulated to some \$168.5 million. The Secretary-General has stated that "as a result, the Organization is falling far behind in the reimbursement of the troop-contributing countries, thus placing an unfair and increasingly heavy burden on them, particularly on the less wealthy ones" (S/15863, para. 28). The United Kingdom shares the Secretary-General's concern that this state of affairs could jeopardize the functioning of this important peace-keeping operation. The Secretary-General has appealed to Member States to pay their assessed contributions. The United Kingdom has noted (from annex IV B to document A/C.5/37/15) that the following countries have failed to meet their assessed contributions: Albania, Algeria, Benin, Bulgaria, Byelorussian

Soviet Socialist Republic, Cuba, Czechoslovakia, Democratic Kampuchea, Democratic Yemen, German Democratic Republic, Hungary, Iraq, Lao People's Democratic Republic, Libyan Arab Jamahiriya, Mongolia, Poland, South Africa, Syrian Arab Republic, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, Viet Nam and Yemen. The United Kingdom notes with particular regret that some members of the Special Committee on Peace-keeping Operations are among these States. As the representative of the United Kingdom stated in the Security Council on 18 July 1983 when UNIFIL's mandate was renewed "it is shameful that the troop-contributors, some of which are developing countries which need financial resources badly and which are already making a sacrifice in providing troops for the Force, should be penalized for playing their part in what is a noble cause. Anyone who has sympathy for, and understanding of, the problems of developing countries must be shocked that they are being treated in this way because of the unwillingness of a group of Member countries to share the financial burden of UNIFIL".

UNFICYP

6. The United Kingdom is pleased to note that the most recent resolution extending UNFICYP's mandate was adopted unanimously by the Security Council. In our view it is entirely reasonable to expect all Member States to play their part in maintaining this Force, the importance of whose role is undisputed. The Force has now been in place far longer than was originally envisaged when arrangements for its financing were set up. It is only right therefore that the burden of the cost of the Force (which since its establishment by Security Council resolution 186 (1964) has been dependent on voluntary contributions) should be more equitably spread. The deficit of the UNFICYP account was estimated in June 1983 at \$107.6 million (S/15812, para. 67). The last payment to the troop-contributing countries, made in March 1983, only met the claims of those countries (in some cases representing only a fraction of the actual costs incurred by them) up to June 1977. In his report on UNFICYP of 1 June 1983 (S/15812), the Secretary-General expressed the view that this situation places "a disproportionate burden on the troop-contributing countries". He earnestly hoped that countries would respond generously to his appeals for voluntary financial contributions and that Member States that have not contributed in the past would find it possible to review their position in that regard. In a further letter dated 24 June 1983 (S/15870), the Secretary-General stated in even stronger terms that he considered it "essential to make every effort to rectify the serious financial situation confronting UNFICYP", and he urgently requested Governments "to consider increasing their contributions or to begin making voluntary contributions". It is interesting to note (from the annex to document S/15870) that the major contributions have come almost exclusively from OECD countries. A number of developing countries have also made significant contributions. It is to be hoped that other States which have not seen fit in the past to make any contribution to the maintenance of UNFICYP will now review their position and be prepared to make a positive commitment to peace in this area through generous contributions to the Force.

Other peace-keeping forces

7. The situation with regard to the financing of some other peace-keeping forces is regrettably no better. Though the actual sums of money may be smaller, the lack

of commitment on the part of certain Member States is just as evident - for example in respect of the shortfall for the United Nations Disengagement Observer Force (UNDOF) and, at its liquidation in 1980, the United Nations Emergency Force (UNEF). In the case of UNDOF (A/37/534, para. 7), there is a shortfall of approximately \$3.4 million in the UNDOF Special Account for the period 25 October 1979 to 30 November 1982. The shortfall for UNDOF taken together with UNEF until the latter's liquidation is estimated at \$59.6 million, the result of withholding by Member States.

8. The United Nations Truce Supervision Organization in Palestine (UNTSO) and the United Nations Military Observer Group in India and Pakistan (UNMOGIP), which are financed from the United Nations regular budget are in a different position.

Conclusions

9. The financial consequences of the policy of certain Member States of withholding their assessed contributions to peace-keeping operations are very serious, not merely for those peace-keeping operations, but for the financial situation in the United Nations system as a whole: annexes II, III and IV B to document A/C.5/37/15 make clear the scale of the withheld contributions in proportion to the rest of the United Nations budget. The policy of withholding contributions to peace-keeping forces is playing a crucial role in the increasing size of the United Nations shortfall deficit which undermines the ability of the United Nations to carry out its basic tasks.

10. The United Kingdom regrets the attitude of certain Member States whose professions of support for maintaining international peace and security are not matched by a willingness to pay for United Nations peace-keeping operations. The United Kingdom trusts, however, that these States will reconsider their policy and be prepared to pay their fair share towards this very important aspect of the United Nations' primary role in the maintenance of international peace and security. Without such reconsideration on the part of these States, the long-term future of peace-keeping operations could be placed in jeopardy.

11. The United Kingdom hopes that Member States and in particular the members of the Special Committee on Peace-keeping Operations will devote attention, as a matter of priority, to the question of the financing of peace-keeping operations. The United Kingdom would welcome any comments that other Member States, particularly the troop-contributors to United Nations forces, may wish to make on this subject. The importance of the matter should be drawn to the attention of the General Assembly. The United Kingdom would welcome a full discussion of these problems both in the Special Committee on Peace-keeping Operations and in the Special Political Committee of the General Assembly with a view to improving the situation.
