

UNITED



NATIONS

REPORT OF THE COMMITTEE ON CONTRIBUTIONS

GENERAL ASSEMBLY

OFFICIAL RECORDS: EIGHTH SESSION

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NOTE

All United Nations documents are designated by symbols, i.e., capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

Report of the Committee on Contributions

I. MEMBERSHIP AND MEETINGS

1. The Committee on Contributions met at the Headquarters of the United Nations from 19 to 29 August 1953. The following members were present:

Mr. S. M. BURKE
Mr. René CHARRON
Mr. A. H. CLOUGH
Mr. Arthur S. LALL
Mr. Jiří NOSEK
Mr. Stuart A. RICE
Mr. Josué SAENZ

Mr. G. F. SAKSIN

Miss M. Z. N. WITTEVEEN

2. Mr. Adolfo Nass, who is a member of the Committee, was unable to attend, and designated Mr. I. Silva-Sucre to represent him. The Committee accepted the designation, and Mr. Silva-Sucre participated in the work of the Committee throughout the session on behalf of Mr. Nass, with whom he remained in constant consultation.

3. The Committee elected Mr. Arthur S. Lall as Chairman and Mr. Jiří Nosek as Vice-Chairman.

II. TERMS OF REFERENCE

4. The General Assembly resolved on 5 December 1952 (resolution 665 (VII)):

"That, notwithstanding the provisions of rule 159 of the rules of procedure of the General Assembly, the scale of assessments for the apportionment of the expenses of the United Nations shall be reviewed by the Committee on Contributions in 1953 and a report submitted for the consideration of the General Assembly at its next regular session."

5. The General Assembly also adopted the following additional directives for the Committee's review of the scale of assessment:

(i) "Notes with satisfaction the action taken by the Committee on Contributions to implement the recommendations of General Assembly resolution 582 (VI) of 21 December 1951 by giving additional recognition to countries with low *per capita* income,

and urges the Committee to continue to do so in the future;"

(ii) "Instructs the Committee on Contributions to defer further action on the *per capita* ceiling until new Members are admitted or substantial improvement in the economic capacity of existing Members permits the adjustments to be gradually absorbed in the scale;"

(iii) "Decides that from 1 January 1954 the assessment of the largest contributor shall not exceed one-third of total assessments against Members."

6. The Committee applied these directives in conjunction with its original terms of reference laid down in resolution 14 A, 3 (I) of 13 February 1946, and with the directives contained in resolutions 238 A (III) of 18 November 1948 and 582 (VI) of 21 December 1951. These terms of reference and directives are set out in the annex attached to the present report.

III. STATISTICAL INFORMATION

7. The Committee notes that there has again been an improvement in the statistics provided by Member States. The number of countries for which recent national income estimates are made available has increased and in other cases the quality and completeness of the estimates have improved in comparison with previous years. There are, however, still a number of Member States for which the Statistical Office of the United Nations has to prepare estimates based on

available national income data for earlier years or on other economic information. In using the statistical material provided by the Secretariat, the Committee therefore had to take into account the varying adequacy of the available statistics. With a view to the achievement of the most satisfactory basis of assessment, and as a prerequisite for the establishment of a more permanent scale, the Committee earnestly hopes that Member States for which detailed data are not

yet available will make every possible effort to provide fuller statistical information.

8. In previous reports, the Committee has mentioned the problem of converting estimates of national income expressed in national currencies into a common unit, namely the United States dollar. The Committee has been moving towards the general use of official exchange rates for this purpose, but in a few cases, such as countries where there have been modifications in exchange rates in recent years or where multiple exchange rates prevail, the method of conversion that seemed most practicable was adopted.

9. In measuring relative capacity to pay, the Committee last year used for the first time as a basis for its work a two-year average of national income estimates for each country. During the discussion of the

Committee's report at the seventh session of the General Assembly, the decision of the Committee to use two-year averages was generally welcomed, as was its suggestion that in future such estimates might well be based on a longer period. After careful examination of the available material, the Committee decided in principle to base its calculations on an average of national income estimates for three years. In the present case the latest available figures, namely those for 1950, 1951 and 1952, were used. By this method, the influence of short-run fluctuations in economic conditions is further reduced and the effects of variations in estimates arising from movements in exchange rates are mitigated. Before arriving at its final recommendations for individual assessments the Committee also had regard to economic trends manifested in each country during the current year.

IV. SCALE OF ASSESSMENT

10. In accordance with the Committee's terms of reference, "the expenses of the United Nations should be apportioned broadly according to capacity to pay". At its seventh session, the General Assembly decided that from 1 January 1954 the assessment of the largest contributor should not exceed one-third of total assessments of Members and instructed the Committee to defer further action on the *per capita* ceiling until certain specific conditions had been fulfilled. The Committee was also urged by the General Assembly to continue to apply the increased allowance for low *per capita* income countries that was applied last year. There remained for the Committee, while giving effect to these decisions, to consider what further steps should be taken to adjust the scale more nearly to reflect continuing changes in relative capacity to pay.

11. In 1951, using improved statistical data, the Committee decided to undertake a systematic revision of assessments, designed to remove existing maladjustments and to make possible a more permanent scale within a few years. Following the Committee's recommendations, the General Assembly approved, in the scales for 1952 and 1953, adjustments which removed in part divergencies arising either from over-assessment or under-assessment on the basis of relative capacity to pay or from the progressive application of the ceiling of 33-1/3 per cent.

12. In continuing to give effect to its policy of progressive removal of maladjustments, the Committee has also considered the two other main factors specifically mentioned in its original terms of reference, namely "temporary dislocation of national economies arising out of the Second World War" and "the ability of Members to secure foreign currency". The Committee gave careful consideration in previous years to the question of the first of these factors and reached the conclusion that to the extent to which it still persisted it was largely reflected in estimates of national income based on official information provided by the governments of the countries concerned. The Committee has this year given the matter further consideration but the majority of its members remain of the same opinion.

13. The Committee discussed the factor of dollar stringency, which continues to be felt by most Member States. With a view to giving relief to such States, the Committee recommends in paragraph 34 of its report that arrangements for payment of contributions in currencies other than United States dollars be continued and extended as far as possible.

14. In framing its recommendations the Committee has applied the decision of the General Assembly that the assessment of the largest contributor should not exceed one-third of the total assessments of Members. With regard to the General Assembly's directive that the Committee should continue to give additional recognition to countries with low *per capita* incomes the Committee has applied to these countries the same rate of allowances as last year.

15. The Committee was instructed "to defer further action on the *per capita* ceiling principle until new Members are admitted or substantial improvement in the economic capacity of existing Members permits the adjustments to be gradually absorbed in the scale". The Committee decided that at the present stage it could best implement the General Assembly directive to defer further action on the *per capita* ceiling by maintaining the 1953 rates of assessment on the countries subject to the *per capita* ceiling, namely Canada, New Zealand and Sweden. The Committee recognized, however, that a change in relative population growth or in relative national incomes in these countries with respect to the United States of America might lead at some future stage to a situation in which the maintenance at a given level of the rates of assessment would result in the *per capita* contributions of these countries being further removed from rather than brought closer to the *per capita* contribution of the United States. Furthermore, the definition of the criteria by which it might be decided at some future date that "a substantial improvement in the economic capacity of existing Members permits the adjustments to be gradually absorbed in the scale", will need further study. Consequently, the Committee felt that it should re-examine these problems at future sessions.

16. Although the Committee envisaged in its 1952 report that it might be possible to remove the remaining major divergencies as from 1954 and to propose the establishment of a more permanent scale, the review at the present session has shown that this is not yet practicable. In the circumstances, the Committee considers that a further review of the scale should be undertaken in 1954 and that a decision on the adoption of a three-year scale as envisaged by rule 159 of the rules of procedure of the General Assembly, should be deferred. The Committee therefore recommends that the revised scale of assessment now to be adopted should apply for one year only.

17. As a result of its review, the Committee, with two members dissenting, recommends the changes in the rates of contribution of the countries shown in the following table:

Member State	Percentage of total contributions payable by Member States		
	Official scale for 1953	Recommended scale for 1954	Change
Argentina	1.45	1.40	-0.05
Belgium	1.37	1.38	+0.01
Brazil	1.45	1.40	-0.05
Byelorussian Soviet Socialist Republic	0.43	0.50	+0.07
Colombia	0.35	0.41	+0.06
Egypt	0.50	0.47	-0.03
El Salvador	0.05	0.06	+0.01
Greece	0.19	0.21	+0.02
Guatemala	0.06	0.07	+0.01
India	3.45	3.40	-0.05
Iran	0.33	0.28	-0.05
Luxembourg	0.05	0.06	+0.01
Mexico	0.70	0.75	+0.05
Pakistan	0.79	0.75	-0.04
Philippines	0.39	0.45	+0.06
Poland	1.58	1.73	+0.15
Ukrainian Soviet Socialist Republic	1.63	1.88	+0.25
Union of South Africa	0.83	0.78	-0.05
Union of Soviet Socialist Republics	12.28	14.15	+1.87
United Kingdom of Great Britain and Northern Ireland ..	10.30	9.80	-0.50
United States of America ..	35.12	33.33	-1.79
Venezuela	0.35	0.39	+0.04

18. On this basis the revised scale of assessment recommended for 1954 is as follows:

SCALE OF ASSESSMENT FOR 1954

Member State	Per cent
Afghanistan	0.08
Argentina	1.40
Australia	1.75
Belgium	1.38
Bolivia	0.06
Brazil	1.40
Burma	0.13
Byelorussian Soviet Socialist Republic	0.50
Canada	3.30
Chile	0.33
China	5.62
Colombia	0.41
Costa Rica	0.04
Cuba	0.34
Czechoslovakia	1.05
Denmark	0.78
Dominican Republic	0.05

Member State	Per cent
Ecuador	0.04
Egypt	0.47
El Salvador	0.06
Ethiopia	0.10
France	5.75
Greece	0.21
Guatemala	0.07
Haiti	0.04
Honduras	0.04
Iceland	0.04
India	3.40
Indonesia	0.60
Iran	0.28
Iraq	0.12
Israel	0.17
Lebanon	0.05
Liberia	0.04
Luxembourg	0.06
Mexico	0.75
Netherlands	1.25
New Zealand	0.48
Nicaragua	0.04
Norway	0.50
Pakistan	0.75
Panama	0.05
Paraguay	0.04
Peru	0.18
Philippines	0.45
Poland	1.73
Saudi Arabia	0.07
Sweden	1.65
Syria	0.08
Thailand	0.18
Turkey	0.65
Ukrainian Soviet Socialist Republic	1.88
Union of South Africa	0.78
Union of Soviet Socialist Republics	14.15
United Kingdom of Great Britain and Northern Ireland	9.80
United States of America	33.33
Uruguay	0.18
Venezuela	0.39
Yemen	0.04
Yugoslavia	0.44
	100.00

19. Mr. G. F. Saksin opposed and voted against the scale of contributions to the United Nations for 1954 recommended by the Committee. He opposed the increase of the contributions of the Union of Soviet Socialist Republics, the Byelorussian Soviet Socialist Republic, the Ukrainian Soviet Socialist Republic and Poland over the rates of contribution fixed for those Member States of the United Nations by the General Assembly at its seventh session according to the official scale of contributions for 1953, and insisted on their contributions being kept at the 1953 level. Mr. Saksin agreed with the justified reductions of contributions of some Member States for 1954. However, he opposed and voted against the achievement of the reduction of contributions of such countries as the United States of America, the United Kingdom and the Union of South Africa by increasing the contributions of the Soviet Union as systematically recommended by the Committee during the last four years. Thus, in 1950, the contributions of the Union of Soviet Socialist Republics, the Byelorussian Soviet Socialist Republic and the Ukrainian Soviet Socialist Republic had been increased by 10 per cent, in 1951 by 40 per cent, in 1952

by 25 per cent and, finally, in the present year it was again recommended to increase those contributions by 15 per cent. Mr. Saksin emphasized that several members of the Committee, when working out the recommendations on the contributions for 1954 of the Union of Soviet Socialist Republics, the Byelorussian Soviet Socialist Republic and the Ukrainian Soviet Socialist Republic, as well as Poland, had not taken into consideration one of the main factors established by the General Assembly, namely "the ability of Members to secure foreign currency" for payment of contributions to the United Nations in United States currency. In

his view, this factor had become particularly acute for the above-mentioned countries during the last three years as a result of the discriminatory policy of the United States of America with regard to those Member States of the United Nations. In assessing the contributions of those States, the Committee had neglected another main factor established by the General Assembly, dealing with "the temporary dislocation of national economies arising out of the Second World War".

20. Mr. J. Nosek associated himself with the statement of Mr. Saksin.

V. OTHER MATTERS CONSIDERED BY THE COMMITTEE

CONTRIBUTIONS BY SWITZERLAND AND THE PRINCIPALITY OF LIECHTENSTEIN TOWARDS THE EXPENSES OF THE INTERNATIONAL COURT OF JUSTICE

21. In reviewing the rates of contributions to be made by Switzerland and the Principality of Liechtenstein towards the expenses of the International Court of Justice, the Committee applied the same principles as for the establishment of the rates of Member States towards the expenses of the United Nations. As in previous years, however, it took into account the fact that contributions should cover each country's share of the direct expenses of the Court as well as a proportion of the indirect costs.

22. The Committee found that no change in the rates for 1953 was indicated and it therefore recommends that Switzerland should contribute 1.50 per cent and Liechtenstein 0.04 per cent of the expenses of the International Court of Justice for 1954. These assessments are subject to consultation with the respective Governments in accordance with General Assembly resolutions 91 (I) of 11 December 1946 and 363 (IV) of 1 December 1949.

ASSESSMENT OF NON-MEMBER STATES WHICH ARE SIGNATORIES OF INTERNATIONAL INSTRUMENTS RELATING TO THE CONTROL OF NARCOTIC DRUGS

23. The Committee has also reviewed the rates at which non-members of the United Nations which had accepted obligations under international instruments relating to the control of narcotic drugs might be called upon to make contributions towards the expenses resulting from obligations placed upon the United Nations by those instruments. In making their assessments, the Committee had regard to the best statistical data and other information available to it, though for a number of countries this was incomplete. As with the rates of assessment for Member States, the Committee used the average national income for the three latest years for which figures were available. For countries with low *per capita* incomes the reduction as mentioned in paragraph 14 above was applied. On this basis it arrived at the following percentage rates at which non-member States might be called upon to contribute towards the expenses resulting from obligations placed on the United Nations by international instruments relating to the control of narcotic drugs:

Country	Per cent
Albania	0.04
Austria	0.34
Bulgaria	0.19
Cambodia	0.04
Ceylon	0.13
Finland	0.42
Germany ^a	4.30
Hashemite Kingdom of the Jordan	0.04
Hungary	0.48
Ireland	0.30
Italy	2.20
Japan	1.95
Laos	0.04
Liechtenstein	0.04
Monaco	0.04
Portugal	0.30
Romania	0.60
San Marino	0.04
Spain	1.25
Switzerland	1.26
Viet-Nam	0.17

^a The percentage rate applies only to the Federal Republic of Germany.

These rates are subject to consultation with the respective Governments in accordance with resolution 455 (V).

ASSESSMENT OF NON-MEMBER STATES WHICH HAVE BECOME PARTIES TO THE CONVENTION ON DECLARATION OF DEATH OF MISSING PERSONS

24. General Assembly resolution 493 (V) of 16 November 1950 provided that the expenses of the International Bureau for Declarations of Death of Missing Persons should be assessed upon such non-member States as may become Parties to the Convention, in accordance with the principle adopted in this respect in connexion with the expenses of the International Court of Justice.

25. Since so far no non-member States have become Parties to the Convention, no action by the Committee was required at its present session. It is recommended that if any non-member States should become Parties to the Convention during 1953 they should be assessed retroactively in respect of the 1953 expenses of the Bureau.

SCALES OF CONTRIBUTIONS OF SPECIALIZED AGENCIES

26. The General Assembly, on 24 November 1949 (resolution 311 B (IV)), authorized the Committee "to recommend or advise on the scale of contributions for a specialized agency if requested by that agency to do so".

27. Under this authority the Committee considered a request from the World Health Organization for its advice and recommendations in connexion with a review of the scale of assessments of that organization. In its report of 1950, in which the Committee outlined the procedure which it proposed to follow in implementation of resolution 311 B (IV) it stated that "in making recommendations or tendering advice the Committee cannot, even in an indirect way, assume responsibility for the scale of contributions of a specialized agency". Nor did the Committee think "that it should, on behalf of any specialized agency, attempt to apply principles which are not similar to those on which the contributions of Members of the United Nations are based". The Committee therefore decided to supply to the World Health Organization the scale of assessment recommended in the present report for Members of the United Nations and to inform the organization of the theoretical probable percentages in the United Nations scale for those States that are members of the World Health Organization but not Members of the United Nations. In response to a request from the United Nations Educational, Scientific and Cultural Organization, it also decided to supply to that organization the theoretical probable percentages for countries that are members of that organization but not of the United Nations. Further, the Committee took note of the statistical data and information that had been supplied by the Secretary-General to the Food and Agriculture Organization, the United Nations Educational, Scientific and Cultural Organization and the World Meteorological Organization at their request in the course of the year.

COLLECTION OF CONTRIBUTIONS

28. The Committee took note of a report by the Secretary-General on the collection of contributions which showed that, as at 15 August 1953, 93.75 per cent had been collected for the year 1951, 92.34 per cent for the year 1952 and 76.87 per cent for 1953.

No arrears of contributions prior to 1951 were outstanding.

29. As no Member State is in arrears in the payment of contributions for two full years, no action was required of the Committee with respect to the application of Article 19 of the Charter.

COLLECTION OF A PORTION OF THE 1953 CONTRIBUTIONS IN CURRENCIES OTHER THAN UNITED STATES DOLLARS

30. The General Assembly resolved on 5 December 1952 (resolution 665 (VII)) that the Secretary-General, as in previous years, should be authorized to accept, at his discretion and after consultation with the Chairman of the Committee on Contributions, a portion of the contributions of Member States for the financial year 1953 in currencies other than United States dollars.

31. Under this authority, the Secretary-General has found it possible to accept from Member States a total of 28.55 per cent of their contributions in currencies other than United States dollars, namely 17.40 per cent in Swiss francs and 11.15 per cent in a group of eight currencies. This shows an increase in the proportion of contributions acceptable in non-United States currencies over last year, when the total percentage acceptable was 24.10, of which 15.20 per cent was in Swiss francs and 8.90 per cent in a group of other currencies.

32. The Committee noted that twenty-seven Member States had elected to make payments in one or more of the designated currencies, to a total amount equivalent to \$US4,848,200.

33. In an effort to increase the percentage of contributions acceptable in currencies other than United States dollars, a plan for the collection of contributions in readily convertible currencies has been applied to the extent possible since 1952.

34. In view of the continuing dollar shortage experienced by Member States, the Committee recommends that the Secretary-General should again be authorized to accept as large a proportion as practicable of the 1954 contributions in currencies other than United States dollars.

ANNEX

Terms of reference of the Committee on Contributions

ORIGINAL TERMS OF REFERENCE

The original terms of reference of the Committee on Contributions are contained in chapter IX, section 2, paragraphs 13 and 14, of the report of the Preparatory Commission (PC/20) and in the report of the Fifth Committee (A/44), and were adopted at the first part of the first session of the General Assembly on 13 February 1946 (resolution 14 A, 3 (I)).

The relevant paragraphs of the report of the Preparatory Commission incorporating the amendments of the Fifth Committee are as follows:

"The apportionment of expenses

"13. The expenses of the United Nations should be apportioned broadly according to capacity to pay. It is, however, difficult to measure such capacity merely by statistical means, and impossible to arrive at any definite formula. Comparative estimates of national income would appear *prima facie* to be the fairest guide. The main factors which should be taken into account in order to prevent anomalous assessments resulting from the use of comparative estimates of national income include:

"(a) Comparative income per head of population;

"(b) Temporary dislocation of national economies arising out of the Second World War;

"(c) The ability of Members to secure foreign currency.

"Two opposite tendencies should also be guarded against: some Members may desire unduly to minimize their contributions, whereas others may desire to increase them unduly for reasons of prestige. If a ceiling is imposed on contributions the ceiling should not be such as seriously to obscure the relation between a nation's contributions and its capacity to pay. The Committee should be given discretion to consider all data relevant to capacity to pay and all other pertinent factors in arriving at its recommendations. Once a scale has been fixed by the General Assembly it should not be subjected to a general revision for at least three years or unless it is clear that there have been substantial changes in relative capacities to pay.

"14. Other functions of the Committee would be:

"(a) To make recommendations to the General Assembly on the contributions to be paid by new Members;

"(b) To consider and report to the General Assembly on appeals by Members for a change of assessment; and

"(c) To consider and report to the General Assembly on the action to be taken if Members fall into default with their contributions.

"In connexion with the latter, the Committee should advise the Assembly in regard to the application of Article 19 of the Charter."

RESOLUTION 238 A (III) ADOPTED BY THE GENERAL ASSEMBLY ON 18 NOVEMBER 1948

The General Assembly, Recognizing

(a) That in normal times no one Member State should contribute more than one-third of the ordinary expenses of the United Nations for any one year,

(b) That in normal times the *per capita* contribution of any Member should not exceed the *per capita* contribution of the Member which bears the highest assessment,

(c) That the Committee on Contributions needs for its work more adequate statistical data,

Accordingly

1. *Reaffirms* the terms of reference of the Committee on Contributions accepted by the General Assembly in its resolution of 13 February 1946 (resolution 14 A, 3 (I));

2. *Calls upon* Member States to assist the Committee on Contributions by providing the available statistics and other information essential to its work;

3. *Accepts* the principle of a ceiling to be fixed on the percentage rate of contributions of the Member State bearing the highest assessment;

4. *Instructs* the Committee on Contributions, until a more permanent scale is proposed for adoption, to recommend how additional contributions resulting from (a) admission of new Members, and (b) increases in the relative capacity of Members to pay, can be used to remove existing maladjustments in the present scale or otherwise used to reduce the rates of contributions of present Members;

5. *Decides* that when existing maladjustments in the present scale have been removed and a more permanent scale is proposed, as world economic conditions improve, the rate of contribution which shall be the ceiling for the highest assessment shall be fixed by the General Assembly.

RESOLUTION 582 (VI) ADOPTED BY THE GENERAL ASSEMBLY ON 21 DECEMBER 1951

The General Assembly Resolves

.....

3. That the review to be undertaken in 1952 by the Committee on Contributions shall be based on the General Assembly resolutions relating to the criteria for determining the scale of assessments, on the views expressed by Members during the sixth session of the General Assembly, and on rule 159 of the rules of procedure of the General Assembly, with particular attention to countries with low *per capita* income which requires special consideration in this connexion.

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