



Fourteenth session
Agenda item 28(b)

UNITED NATIONS EMERGENCY FORCE

Manner of financing the Force: report of the Secretary-General
on consultations with Governments of Member States

1. The General Assembly, in resolution 1337 (XIII) of 13 December 1958, inter alia, requested the Secretary-General to consult with Governments of Member States with respect to their views concerning the manner of financing the United Nations Emergency Force in the future, and to submit a report together with the replies to the General Assembly at its fourteenth session.
2. Accordingly, the Secretary-General requested all Member States to submit their views on this matter and, as at 20 August 1959, forty-six Member States had responded. The views of the forty-six Member States, which are reproduced in the attached annex, may be broadly classified as follows:
 - (a) Thirty-four favour assessment of UNEF's expenses among all Members, of which
 - (i) Twenty-six wish the basis of assessment to be the scale of assessments adopted for the United Nations budget, and
 - (ii) Eight wish adoption of some scale of assessment different from that adopted for the United Nations budget;
 - (b) Nine Members 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;
 - (c) Two Members indicated merely their inability to pay for the Force, and one Member proposed that the costs be defrayed entirely by voluntary contribution.

3. The twenty-six Members referred to under paragraph 2(a)(i) above are: Australia, Austria, Belgium, Brazil, Cambodia, Denmark, Dominican Republic, Ecuador, Federation of Malaya, Finland, France, India, Iran, Ireland, Italy, Japan, Luxembourg, Netherlands, New Zealand, Norway, Pakistan, Portugal, Sweden, Thailand, United States of America and Yugoslavia.
4. The eight Members whose views are summarized under paragraph 2(a)(ii) are: Burma, Ceylon, Cuba, Greece, Guatemala, Mexico, Spain and Venezuela.
5. The nine Member States whose views are summarized under paragraph 2(b) are: Afghanistan, Bulgaria, Byelorussian Soviet Socialist Republic, Hungary, Poland, Romania, Saudi Arabia, Ukrainian Soviet Socialist Republic and Union of Soviet Socialist Republics.
6. The three Member States whose views are referred to under paragraph 2(c) are: Guinea, Jordan and Chile.
7. Seven Member States referred to the desirability of the continued acceptance of voluntary contributions as well as assessments on all Members. These Members are: Belgium, Cambodia, Federation of Malaya, Guatemala, Japan, Luxembourg and United States of America.
8. Three Members indicated either that they favoured or would not object to including the costs of UNEF in the regular budget of the Organization. These Members are: Australia, Japan and Netherlands.
9. The Secretary-General continues to hold the view which he has previously expressed in various reports to the General Assembly^{1/} that the costs for United Nations operations such as UNEF, based on decisions of the General Assembly or the Security Council, should be allocated among all Members on the normal scale of contributions to the budget of the Organization and that the United Nations should assume responsibility for all additional costs incurred by a contributing country because of its participation in the operation, on the basis of a cost assessment which, on the other hand, would not transfer to the United Nations any costs which would otherwise have been incurred by a contributing Government under its regular national policy.

^{1/} See Official Records of the General Assembly, Thirteenth Session, Annexes, agenda item 65, document A/3943, para. 189.

0. The Secretary-General has indicated in the current report on UNEF (A/4210) which he has submitted to the fourteenth session of the General Assembly, the necessity for ensuring adequate financial support for the continuing operation of UNEF as well as for the payment of contributions now in arrears, since failure to take early and effective action on these matters would seriously jeopardize the financial solvency not only of the Force but of the entire organization. On the basis of present estimates, it is foreseen that at the end of 1959 a total of \$6,200,000 will have been advanced from the United Nations Working Capital Fund or borrowed from other funds in the custody and control of the Secretary-General, and other unliquidated obligations of UNEF at that time will total \$11 million. On the basis of these forecasts, it would appear that the United Nations Working Capital Fund could be entirely depleted by the end of February 1960 and that the Organization would be without funds to carry on its normal programme activities or pay for the maintenance of the Force beyond that date pending the receipt of contributions which usually are not paid in substantial amounts during the early months of the financial year.

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ANNEX

AFGHANISTAN

[Original: English]

"The Afghan Government, having examined the views expressed at the thirteenth session of the General Assembly, feels that the idea that the expenses should be borne by those States which had taken the action which had necessitated the creation of the Force is one that should be given the full consideration it deserves.

"However, the Afghan Government would prefer a thorough discussion of the matter at the forthcoming session of the United Nations General Assembly, in the light of the views expressed by other Member States, before taking a definite stand on the question."

AUSTRALIA

[Original: English]

"... the Australian Government considers that the cost of maintaining the United Nations Emergency Force should be financed, after taking into account any offers of special voluntary assistance, by contributions from all Member States assessed in accordance with the normal scale of contributions for the regular budget. The Acting Permanent Representative is also instructed to state that the Australian Government would have no objection to the expense of the Force being included in the regular budget of the Organization."

AUSTRIA

[Original: English]

"... the costs of the Force should be borne by all Member States on the basis of the regular scale of assessments."

BELGIUM

[Original: French]

"The Belgian Government considers it advisable to maintain in the future the system adopted for the financial year 1959, under which the estimated costs would be shared by all Member States on the basis of the regular scale of assessments, after deduction of supplementary amounts pledged or contributed by some Member States as special assistance.

"A Special Committee should, however, undertake a critical examination of the proposed budget for each financial year."

BRAZIL

[Original: English]

"... the Brazilian Government continues to favour the position according to which the costs of the Force are borne by all Member States on the basis of the regular scale of assessments, as has been done so far."

BULGARIA

[Original: English]

"... the People's Republic of Bulgaria will not take part in financing the United Nations Emergency Force, having in mind the considerations stated by the Bulgarian delegation to the Fifth Committee at the eleventh, twelfth and thirteenth sessions, as well as to the Special Political Committee at the thirteenth session and to the General Assembly."

BURMA

[Original: English]

"The Government of the Union of Burma have given this question their most careful consideration. While it was appropriate for all Member States to shoulder their responsibility of financing the Force on the basis of the regular scale of assessments, the Union Government feel, at the same time, that if the Force were to continue beyond the period contemplated, and beyond the purpose for which it was initially established, the present manner of financing the Force can no longer be considered appropriate or equitable. The need to review the present system of financing is therefore evident.

"Generally, the Union Government are of the view that although the cost should necessarily be borne by all Member States, there are certain Member States which have either greater responsibility for the maintenance of peace and security, or substantial public or private investments in the area concerned, and that these Member States, therefore, should correspondingly assume more responsibility in the future financing of the Force. It is therefore proper that an appropriate scale of assessments should accordingly be worked out."

BYELORUSSIAN SSR

[Original: Russian]

"The Byelorussian SSR considered, and still considers, that the cost of maintaining the United Nations Emergency Force, set up in violation of the United Nations Charter, should be borne by the States which committed the aggression."

CAMBODIA

[Original: French]

"The Royal Government of Cambodia, in confirmation of its position in the vote on resolution 1337 (XIII), considers that the General Assembly should:

"1. Authorize the Secretary-General to expend up to a maximum of \$19 million for the continuing operation of the Force during 1959;

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"2. Decide that the expenses authorized for 1959, less any amounts pledged or contributed by Governments of Member States as special assistance prior to 31 December 1958, shall be borne by the Members of the United Nations in accordance with the scale of assessments adopted by the General Assembly for the financial year 1959;

"3. Decide that the costs of the Force, which shall be fixed each year by the General Assembly, shall be borne by all Member States in accordance with the regular scale of assessments, less any amounts pledged or contributed by Member States as special assistance."

CEYLON

[Original: English]

"... that the costs of the Force should be borne by all Member States, but that the application of the regular scale of assessments for this purpose was not equitable."

CHILE

[Original: Spanish]

"... my Government, as it has already stated on many occasions, is of the opinion that the costs of the Force in question should be defrayed by means of such voluntary contributions as the Member States may be able to make within the limits set by their constitutions, and to the extent that they consider that their resources and finances allow them to do so.

"In bringing the foregoing to your notice, I venture to inform you that my Government reserves the right to make detailed reference to this matter at the fourteenth regular session or in the course of any meeting of the United Nations General Assembly."

CUBA

[Original: Spanish]

"... the Government of Cuba is of the opinion that all States Members of the United Nations should contribute to the maintenance of the Emergency Force which was set up under an almost unanimous resolution of the General Assembly as a measure necessary for the maintenance of peace. The method of apportionment of the expenses should, however, be better and more equitable than the one now applied since it affects the vital economic interests of countries with few financial resources, engaged in industrial development and since the facts show that these countries have never given reason to believe that they could be the cause of hostilities on such a scale that it might lead to a world war.

"Consequently, in our opinion 80 per cent of the expenses for the maintenance of the United Nations Emergency Force should be borne by the permanent members of the Security Council which have direct and primary responsibility for the maintenance of international peace and security. A special scale of assessments for apportioning the balance of the costs among the other Member States should be studied by the Advisory Committee on Administrative and Budgetary Questions and the Fifth Committee; it should be based on the financial position of the countries, the benefits they derive from the establishment of UNEF and their responsibility for the maintenance of peace."

DENMARK

[Original: English]

"Since the establishment of UNEF it has been the opinion of the Danish Government that the expenses of the Force borne by the United Nations should be apportioned to Member States in accordance with the usual scale of assessments. This principle was latest recognized by the General Assembly in its resolution 1337 (XIII) of 13 December 1958. Denmark was one of the sponsors of this resolution in which it is stated that 'the expenses authorized in paragraph 2 above, less any amounts pledged or contributed by Governments of Member States as special assistance prior to 31 December 1958, shall be borne by

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the Members of the United Nations in accordance with the scale of assessments adopted by the General Assembly for the financial year 1959'.

"The Danish Government is still of the opinion that the maintenance and financing of the Force, as approved by the General Assembly, must be regarded as a joint responsibility of the Members of the United Nations, and the Danish Government sees no reason for changing its position with regard to the financing of the Force."

DOMINICAN REPUBLIC

[Original: Spanish]

"... the Dominican Republic will continue to pay its quota for maintaining the United Nations Emergency Force according to the scale, or 0.05 per cent."

ECUADOR

[Original: Spanish]

"... the question of the cost of financing the Emergency Force has been considered by the General Assembly at several sessions. On those occasions, the delegation of Ecuador expressed its views concerning the problem of financing the Force during the three years of its existence.

"As a result of the discussion in the Assembly, the cost of the Force has been met by means of voluntary contributions from some Member States and by the apportionment among all Member States of the amount not covered by voluntary contributions, such apportionment being based on the scale of assessments drawn up for the regular budget of the Organization.

"In considering the problem of financing the Force in the future, it should be stressed that the Emergency Force has constituted and constitutes a most important instrument for United Nations action in a delicate situation which has endangered world peace, and that the United Nations and consequently all its Members have an undeniable responsibility with regard to the cost of its maintenance.

"Accordingly, the regular scale of assessments can appropriately serve as basis for the apportionment of the cost of the Force. Experience has shown, however, that the additional contributions necessary for the financing of the Force impose an excessive burden on the finances of some Member States. The Assembly should therefore continue to explore the possibility of reducing the amount to be apportioned, by securing further voluntary contributions from those countries which are best able to bear them, which have a special responsibility, or which have direct interests in the area in which the Emergency Force is serving.

"The importance of the Emergency Force, on account not only of its immediate results but of its significance as a factor which has strengthened the authority of the United Nations, is such that, while every means must be sought to reduce the financial burden which the Force imposes on Member States, the existence and satisfactory operation of the Force must be ensured by continuation of the present system of financing, while not neglecting to explore methods of reducing the financial burden which the present system imposes on Member States.

"I take this opportunity to inform you that, although Ecuador did not vote in favour of the resolutions which established the present system of financing, the necessary administrative measures have nevertheless been taken for payment, within the next few months, of the contributions due for maintenance of the Force. Such action has been deemed appropriate as a demonstration of our respect for the decisions of the General Assembly and of our support of the Emergency Force which contributes so much to strengthening the authority of the United Nations, which has played a decisive role in the maintenance of world peace and which has established a valuable precedent for the future."

FEDERATION OF MALAYA

[Original: English]

"... the Government of the Federation of Malaya would favour:

"(a) the continuation of the present arrangement of having a Special Account for the United Nations Emergency Force;

"(b) the continuation of voluntary contributions and special assistance towards the costs of the United Nations Emergency Force by Member States in a position to do so, particularly the permanent members of the Security Council;

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"(c) the bearing by all Member States of the expenses of the United Nations Emergency Force in proportion according to the scale of assessments as decided for contributions to the regular budget of the United Nations, after taking into account the voluntary contributions and special assistance referred to in (b)."

FINLAND

[Original: English]

"When the Government of Finland decided, in November 1956, to put a contingent of troops at the disposal of the United Nations Emergency Force, they considered that the establishment and the operations of the Force constituted a joint undertaking for the maintenance of international peace and security, which is the main task of the United Nations. In joining the United Nations and thus accepting the provisions of the Charter, the Government of Finland have undertaken to give their support to such collective measures and to contribute, within their possibilities, to their success. To assume a share of the financial expenses ensuing from such measure is, in the view of the Government of Finland, one of the aspects of their obligations.

"The Government of Finland stated accordingly already in 1957 that they were prepared to pay their share of the expenses of the United Nations Emergency Force on the basis of a just and equitable method of financing. They consider that the best and most practical method would be one that takes into account the actual potentialities and economic possibilities of the Member States. In the opinion of the Government of Finland these requirements seem to be reasonably met in the regular scale of assessments, this having been established with the purpose of apportioning the expenses of the United Nations among Member States as equitably as possible.

"The Government of Finland deem it necessary to express their earnest hope that the early settlement of this matter is receiving due attention."

FRANCE

[Original: French]

"... the French Government considers, as has been stated by its representatives on various occasions during the most recent sessions of the General Assembly, that the costs of the Emergency Force should be borne by all Member States on the basis of the scale of their contributions to the regular budget of the United Nations. As the Emergency Force was established as part of the basic activities of the United Nations by a decision which, having been taken by the General Assembly, is binding on all Members without distinction, this expense should be borne on the same terms as all the other common expenses of the United Nations."

GREECE

[Original: French]

"The Emergency Force is and should continue to be an expression of the United Nations and, therefore, of all the countries belonging to that Organization. Since Greece attaches primary importance to the maintenance of the universal character of the Emergency Force, its attitude with regard to the method of financing the Force is determined by a desire to avoid any solution which might alter that character. Because of its universality, the Emergency Force should be financed by all the Members of the United Nations. To proceed otherwise might create the impression that it was or could become the instrument of certain Member States, and such an impression would run counter to the interests of the United Nations and the spirit of the Charter.

"It is clear that once the principle of universality is established, the apportionment of expenses among Member States may be carried out in several ways. The most equitable arrangement, in the view of the Greek Government, would be one which took into account the greater responsibilities of the permanent members of the Security Council. Since the object of the Emergency Force is to safeguard international peace and security and this goal is the particular responsibility of the permanent members of the Security Council, it would only be natural for these

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countries, which, moreover, are among those with the greatest economic resources, to bear the greatest share of the necessary costs regardless of the scale of their contribution to the regular budget of the United Nations. Thus, the amounts which the other countries would be called upon to pay towards the operation of the Emergency Force would be considerably less than under an arrangement for apportioning those costs according to the scale of contributions to the regular budget of the United Nations.

"This method of financing and the spirit on which it is based naturally presuppose the participation of all the great Powers in paying the costs of operation of the Emergency Force. It would be difficult, indeed, to ask the smaller countries to contribute if one or more of the great Powers refused to do so.

GUATEMALA

[Original: Spanish]

"The Government of Guatemala is of course in agreement with the principle that Member States are subject to the obligation laid down in Article 17 of the Charter of bearing the expenses of the Organization, and recognizes the importance of the task assigned to UNEF to preserve peace in the Near East. However, it disagrees with the procedure adopted for financing the Force because it believes that the apportionment of this financial burden on the basis of the scale of contributions adopted for the regular budget is not equitable for the following reasons:

"(1) It fails to take into account the Member States' ability to pay, thus disregarding the fact that most of them are under-developed countries or countries in the initial stages of development, forced to make the maximum use of their limited resources and to apply them to strengthening their respective national economies. It further overlooks the fact that there are other States, although in the minority whose ample revenues place them in a position to bear the greater part of these extraordinary expenses.

"(2) Consideration should also be given to the principle of the relationship between the capacity and the obligations of Member States. The Security Council

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bears primary responsibility for the maintenance of international peace and security and its permanent members have a greater share than other States in that responsibility. Accordingly, in all fairness, the permanent members of the Security Council should be called upon to pay a substantial special contribution under the scale of assessments which may be adopted for this purpose.

"(3) In the interests of an equitable apportionment of this financial burden, account should also be taken of the principle applied in resolution 1212 (XII) with regard to payment of the expenses incurred in regard to the clearing of the Suez Canal, namely, that those who derive greater material benefit from an emergency operation by the United Nations should make a more substantial contribution to the expenses incurred in that operation. It would therefore be fair that those countries which derive particular benefit from the operations of the Emergency Force owing to their large public and private investments in the area should make a special contribution to the expenses incurred in respect of those operations.

"(4) In the particular case of Guatemala and other coffee-producing countries, the unfairness of the apportionment of expenses adopted for the financing of UNEF is the more keenly felt because their economies have been weakened by the drop in coffee prices on the world market.

"In the light of the foregoing considerations, I would summarize my Government's views on this matter as follows: (a) Guatemala accepts the principle of collective responsibility for the maintenance of peace and the obligation to contribute to the expenses of the Organization arising from the status of Member State; (b) it considers that the method of assessment for the financing of UNEF is inequitable for the reasons given; (c) it suggests that in order to achieve the most equitable distribution of those expenses a substantial portion of the budget for the purpose should be borne only by those countries with greater economic resources, those with financial and economic interests in the area and those which, owing to their special position in the United Nations as permanent members of the Security Council, have a greater share in the responsibility for maintaining peace. The remaining expenses should be distributed among the other Member States in accordance with the scale of assessments adopted for the regular budget, without prejudice to the right of countries, whatever their situation to offer supplementary contributions if they wish to do so."

GUINEA

[Original: French]

"My Government fully realizes that the safeguarding of world peace is facilitated by a United Nations Emergency Force that can be sent wherever it is needed.

"However, the particular situation of Guinea, which just attained independence a few months ago, does not permit us at this time to make any financial contribution towards the cost of maintaining the United Nations Emergency Force."

HUNGARY

[Original: English]

"The Government of the Hungarian People's Republic is of the opinion that the expenses of maintenance of the United Nations Emergency Force created in violation of the Charter should be borne by those States whose action necessitated the creation of the Force, or whose actions have necessitated the existence of that Force.

"Therefore the Hungarian Government opposes the distribution of the cost of maintenance of the United Nations Emergency Force among Member States either by the application of the regular scale of assessments or by any other ways, and refuses to pay any part of those expenses."

INDIA

[Original: English]

"The Government of India agrees that the present method of financing the United Nations Emergency Force should continue, i.e., the cost of the Force be borne by all Member States on the basis of the regular scale of assessments."

IRAN

[Original: English]

"... the Government of Iran has adopted the position that the costs of the Force should be borne by all Member States on the basis of the regular scale of assessments."

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IRELAND

[Original: English]

"... it is the opinion of the Irish Government that the expenses of the Force should be financed by all Member States on the basis of the regular scale of assessments."

ITALY

[Original: English]

"... the present method for sharing the expenses should be continued in the present situation. Naturally, should a different sharing of the above expenses be devised and should it receive widespread support, the Italian Government would give it careful consideration."

JAPAN

[Original: English]

"1. The Japanese Government supports the present formula of financing the United Nations Emergency Force on condition that all Member States honour their obligation to bear the costs of the Force worked out on the basis of the regular scale of assessments. However, should the present situation, where more than one-third of the Member States refuse or fail to carry out their financial obligation to the Force, be permitted to continue, the accumulated deficit in the expenditure of the Force is bound to become a factor to be considered in formulating the future budgets of the Force and, consequently, the deficit will, in some form or other, be imposed upon those Member States which honour their obligation. Should this happen, a considerable disparity in financial obligations among the Member States will result. Such an unfair assessment will surely dampen the willingness of those Member States, which are at present carrying out their obligations, to continue to honour these obligations. Therefore, it is urgent that some means be devised to prevent this possibility from becoming a reality. If the refusal or negligence of a great number of Member States to meet with their financial obligation for the costs of the Force is left unsolved, the Japanese

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Government will have to review its policy in support of the present formula of financing the expense of the Force.

"2. It can be suggested, as a remedy against the failure of Member States to carry out their financial obligation with regard to the United Nations Emergency Force, to incorporate its expenses into the regular budget of the United Nations and thus clarify that its expenses are 'the expenses of the Organization' and that payment thereof is 'financial contribution to the Organization' as prescribed under Article 17, paragraph 2, and Article 19. Such an incorporation, if made, should be made in such a manner, so that there would be a way left open for voluntary contributions and special assistance to the Force to be continued.

"3. As for the contention that the present formula of bearing the costs of the Force should be replaced by a more equitable one, no exception can be taken to it as a matter of principle. However, as a matter of reality, what constitutes equity in this case is a very difficult problem. Besides, since the Japanese Government considers that the settlement of the present arrears is a prerequisite of the solution of the whole problem, and that the replacement of the present method of payment by 'a more equitable one' does not seem to resolve this fundamental question, it is unable to subscribe to the said contention."

JORDAN

/Original: English

"... Jordan is not in a position to contribute in any way to the maintenance of the United Nations Emergency Force."

LUXEMBOURG

/Original: French

"The Government of Luxembourg is in favour of maintaining the system of financing in force for the current year. It is therefore of the opinion that, after deduction of voluntary or special contributions which might be made by some States, the total estimated costs of the Emergency Force should be borne by all Members of the United Nations in accordance with the scale of assessments adopted for the United Nations budget."

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MEXICO

[Original: Spanish]

"... the Mexican Government's views concerning the manner of financing the United Nations Emergency Force are still the same as those which the Mexican representative in the Special Political Committee set forth in detail at the 780th plenary meeting of the General Assembly, held on 14 November 1958, and which are reproduced in full in the verbatim record of that meeting, paragraphs 76 to 90.

"With particular regard to the financing of the Force in the future, as referred to in General Assembly resolution 1337 (XIII), it might be appropriate to point out that in the above-mentioned statement the Mexican representative, after referring to the expediency of examining the practicability of suggestions concerning the establishment of an "emergency fund" on the basis of voluntary contributions for the financing in question, went on to say:

"On the other hand, if the method of contribution adopted by the Assembly was considered preferable, we think that the Fifth Committee should bear in mind, amongst other considerations, the following two principles, which we regard as fundamental.

"The first is the principle of the relationship between powers and duties, according to which the permanent members of the Security Council have a greater degree of responsibility for the maintenance of international peace and security.

"In conformity with this principle, the Fifth Committee should fix a special quota for the great Powers in accordance with whatever scale may seem desirable.

"The second principle is that applied in resolution 1212 (XII) concerning payment for the clearance of the Suez Canal, which might be expressed by saying that the greater the material benefit arising from a United Nations emergency operation, the higher should be the contribution made to the cost of it.

"We feel that in application of this principle the Fifth Committee should, among other things, fix a second special quota which would be shared proportionately among the States which have considerable public or private investments in the Middle East.

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"The establishment of these two special quotas, which should cover the greater part of the expenditure arising out of the maintenance of the Force, would make it possible to arrive at a reasonable sum of money which, in order to safeguard the principle of collective responsibility for the maintenance of peace, would be paid by all the Member States in accordance with the scale of contributions applied in the regular budget. My delegation considers that the sum should be of a symbolic character, that it should not exceed 5 per cent of the total budget for 1959 financial year and that it should be reduced by 1 per cent for each year in which the Force continues in being. This would, of course, in no way prevent any State which so desired and was able to do so from contributing a sum larger than that assigned to it as its quota."

NETHERLANDS

[Original: English]

"... In the opinion of the Netherlands Government, the costs of the Force should be borne by all Member States on the basis of the regular scale of assessments. In view of the unsatisfactory implementation of existing General Assembly resolutions, the Netherlands Government would not be opposed in principle to an inclusion of the UNEF budget in the regular United Nations budget under an appropriate section, if this would lead to an improvement of the financial situation of the Force."

NEW ZEALAND

[Original: English]

"New Zealand has consistently supported the principle that the costs of the United Nations Emergency Force should be borne by all Member States on the basis of the regular scale of assessments. It recognizes with appreciation the actions of a small number of Member States which have made generous contributions on a voluntary basis towards the costs of UNEF. Nevertheless it holds the view that collective security action on the part of the United Nations should command the support of all Members; only in this way can the full weight of the Organization's moral authority and material resources be brought to bear. Moreover, the equitable sharing of the financial burden of international action is in itself a practical application of the principle of sovereign equality on which membership of the United Nations is based. It is the view of the New Zealand Government that the regular scale of assessments, which is determined by each Member's capacity to pay, provides the appropriate basis on which to apportion the costs of the United Nations Emergency Force."

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NORWAY

[Original: English]

"... the cost of the United Nations Emergency Force should be borne by all Member States on the basis of the regular scale of assessments."

PAKISTAN

[Original: English]

"... the Government of Pakistan are of the view that the cost of the Force should be borne by all Member States on the basis of the regular scale of assessments."

POLAND

[Original: English]

"... the position of the Polish Government ... remains as it was presented by the representative of Poland, during the consideration of the financial implications of the maintenance of the United Nations Emergency Force in the Middle East, in the Fifth Committee at the eleventh session of the United Nations General Assembly."

PORTUGAL

[Original: English]

"... the Portuguese Government is of the opinion that the costs of the United Nations Emergency Force should be borne by all Member States on the basis of the regular scale of assessments, on the understanding that, as regards the Portuguese Government, they would, in no case, accept any financial commitment superior to their contribution to the UNEF budget in the fiscal year of 1958."

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ROMANIA

[Original: English]

"... the point of view of the Government of the Romanian People's Republic concerning the financing of UNEF has remained unchanged.

"The Romanian representative in the Special Political Committee during the thirteenth session of the General Assembly (A/SPC/SR.97) expressed this position as follows:

"In accordance with the principles of the international law, the financing of the emergency forces applies exclusively to the States which made necessary the creation of these forces. In consequence, the Government of the Romanian People's Republic considers no financial obligations concerning UNEF'."

SAUDI ARABIA

[Original: English]

"... the expenses of such a Force should be borne by those who had taken the action which necessitated the creation of the Force."

SPAIN

[Original: Spanish]

"In the debates on the various resolutions approved by the General Assembly, many delegations have always made it clear that the application of the ordinary scale of assessments is not equitable and imposes an exorbitant burden on some Member States. Moreover, it is impossible to apply to an extraordinary item of expenditure the same procedure as is followed for financing ordinary expenses. This contention is adequately borne out by the fact that, as an exception to the application of the scale of assessments, great weight has always been attached to the voluntary contributions which have been received by the Secretariat in order to be applied against the costs of the Force. The fact that Article 17 (2) of the Charter states that 'the expenses of the Organization shall be borne by the Members as apportioned by the General Assembly' does not mean that extraordinary expenditure is to be governed by the same procedure as ordinary

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expenses; this is indeed clearly implicit from the immediate and direct relationship between this provision and the first paragraph, which states that 'The General Assembly shall consider and approve the budget of the Organization'. It is therefore logical that the financing of the independent and extraordinary budget which the Assembly draws up for the Emergency Force should likewise be independent of the financing of the ordinary budget. There is nothing in the Charter to prevent the General Assembly from directing that the Emergency Force should be financed according to a scale determined independently of that applicable to normal expenses. It should also be added that the scale of assessments for financing the ordinary expenses is approved for a period of three years, to the possible detriment of some countries which would fare much better if the scale was revised at more frequent intervals. Consequently, the application of the same procedure to the financing of UNEF could cause serious injustice.

"The fact that, in moments of danger to international peace and security, Member States are asked for their co-operation and support in the adoption of methods which may safeguard peace cannot bind them to the future payment of contributions which exceed their capacity. In order to obtain, by peaceful means and in conformity with the principles of justice and international law, the adjustment or settlement of international disputes or situations likely to lead to a breach of the peace, Member States may be ready to assume financial obligations, but if the burden is not to be distributed more equitably than by the application of the normal scale of assessments, Member States faced with situations similar to those which prompted the establishment of the Emergency Force may, in the future, before adopting a decision, have to make certain that they will be able to bear the financial burden which will be imposed on them. Such a course could delay important decisions and thus have the most serious consequences.

"Arguments have been advanced that the Emergency Force will soon cease to exist because there will be no further need for it. Such an end is, of course, highly desirable once the purposes for which the Force was created have been attained, but there are no good grounds for assuming that it is in sight. Consequently, in view of the possibility of the Force remaining in existence,

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it would seem reasonable to devise a new financing procedure which would provide for the distribution of the burden in a manner more consistent with the duties and responsibilities of Member States in the specific circumstances which necessitated the creation or the maintenance of the Force.

"Article 23 of the Charter, as read with Articles 39 et seq, clearly shows that certain Powers have reserved for themselves a predominant role in the task of maintaining international peace and security. Moreover, the maintenance of international peace and security does not require of the United Nations a permanent activity, with permanent administrative and financial implications. Breaches of international peace and security are not every day occurrences requiring continued intervention and uninterrupted action by the United Nations. They are possibilities which, when they arise, require Members to take the necessary action to discharge their basic obligations and to make it possible for the Security Council or the Assembly to meet the threat or to put an end to the breach of the peace.

"The measures that are adopted by the Security Council or, as the case may be, the Assembly with regard to acts which threaten or disturb international peace bear the stamp of the preponderant role exercised by certain Powers in the discharge of this function. Furthermore, some States are directly connected with the origin and development of the situation which prompted the adoption of such measures. Thus, both this direct relationship and this preponderant responsibility are weighty reasons for not applying to the expenses occasioned by such measures the criterion followed in fixing the scale of assessments for the ordinary budget.

"The expenses of the international Force established for the purpose of being stationed on the demarcation line between Egypt and Israel are of the exceptional nature referred to above. The distribution of these expenses among the Member States cannot therefore be based on the same criterion as that which governs the scale of contributions to the ordinary budget, for the rules applicable to the latter are determined by factors that bear no relation to the situation which prompted the Force's establishment.

"In the light of the foregoing, the distribution of the expenses necessitated by the international Force created by the United Nations to ensure compliance with General Assembly resolutions should be determined in the light of the following three considerations. First, the United Nations as such, and

consequently each and every one of its Members, is concerned with the maintenance of peace and security for the common good of international society. Secondly, as Article 23 of the Charter, read in conjunction with Articles 39 et seq., clearly shows, certain Powers have reserved to themselves a preponderant role in the maintenance of international peace and security. Thirdly, some States have, both morally and politically, a greater obligation.

"The weighing of these three factors, as a means of determining the distribution of the expenses, depends on complex issues related to the situation responsible for the establishment and maintenance of UNEF. That point will have to be decided by the Assembly, in the proceedings of which each of these factors is reflected. The Assembly must also, for the same reason, determine what the relationship between these factors should be. In any event, the combination of these three factors, irrespective of the weight attached to each of them, will inevitably represent a more equitable and just criterion than the mere application of the scale of contributions that is used for the ordinary budget.

"Since, moreover, in the ordinary assessments there are maximum and minimum limits for certain States, it seems unfair that in emergency cases a disproportionate burden should be placed on the Member States which have neither an upper nor a lower limit.

"Our proposal, therefore, is that a scale of assessments should be established for extraordinary contingencies, independently of the normal scale of contributions. The scale of contributions for such contingencies would be drawn up as follows: (1) It would be established on the basis of per capita income, but without taking into account the maximum or minimum limit; (2) The permanent members of the Security Council would be assigned an additional share in an amount to be determined by the General Assembly; (3) an increased share, also determined by the Assembly, would be borne by countries directly linked with the origin or development of the conflict which prompted UNEF's intervention. Finally, in approving that scale, the Assembly could make a declaration to the effect that the amount of an assessment did not imply the attribution of responsibility to any State."

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SWEDEN

[Original: English]

"Ever since the establishment of UNEF by the General Assembly, the Swedish Government has been of the opinion that the expenses of the Force should be borne by the United Nations and should be apportioned among the Member States in accordance with the scale of assessments adopted by the General Assembly. This opinion was first expressed by the Swedish delegation when the question was discussed in the Fifth Committee during the eleventh session of the General Assembly, and at the last session of the General Assembly Sweden was one of the sponsors of resolution 1337 (XIII) adopted on 13 December 1958.

"Inasmuch as the Force was established by the General Assembly as an instrument of the United Nations, the functioning and financing of the Force must, in the view of the Swedish Government, be regarded as a joint responsibility for the Members of the United Nations. The Swedish Government sees no reason for changing this view, which has also been reflected in all resolutions adopted by the General Assembly regarding the continued operations of the Force and the manner of its financing.

"Consequently the Swedish Government considers that the costs of the Force should also in the future be borne by all Member States of the United Nations on the basis of the regular scale of assessments."

THAILAND

[Original: English]

"... it is the considered opinion of His Majesty's Government that the costs of the Force should be borne by all Member States on the basis of the regular scale of assessments."

UKRAINIAN SOVIET SOCIALIST REPUBLIC

[Original: Russian]

"... as a result of the position of principle adopted by the Ukrainian SSR as regards the establishment and operation of the United Nations Emergency Force, the delegation of the Ukrainian SSR, at the thirteenth session of the United Nations General Assembly, in the Special Political Committee, the Fifth Committee
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and the plenary meetings of the General Assembly, voted against the draft resolutions under which the United Nations would bear the costs of maintenance of the illegally established Emergency Force.

"This position of principle has not been changed, and the Government of the Ukrainian SSR continues to consider that the financing of the United Nations Emergency Force should be met by those States which committed aggression against Egypt."

UNION OF SOVIET SOCIALIST REPUBLICS

[Original: Russian]

"In its statements at the eleventh, twelfth and thirteenth sessions of the General Assembly, the Soviet delegation made it clear that the Soviet Union would not participate in the financing of the United Nations armed forces, which were established without the approval of the Security Council and in violation of the United Nations Charter, and also that all expenditure connected with the United Nations activities to bring aggression against Egypt to an end must be borne by the aggressor countries - the United Kingdom, France and Israel.

"The Soviet Union continues to maintain this position."

UNITED STATES OF AMERICA

[Original: English]

"The United States is of the opinion that the United Nations Emergency Force is the responsibility of the General Assembly and that ensuing expenses must be shared by that body in accordance with the scale of assessments it has established for meeting expenses of the Organization.

"In light of the additional heavy financial burden placed on the membership by the cost of the United Nations Emergency Force, the United States has made substantial voluntary contributions to the United Nations Emergency Force, over and above the payment of its regular assessment, and would hope, if necessary, to be able to continue this practice in the future.

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"The United States takes strong exception to the views of Member Governments which hold that this undertaking of the General Assembly is illegal or which refuse to pay their assessments for the maintenance of the United Nations Emergency Force."

VENEZUELA

[Original: Spanish]

"... the Venezuelan Government adheres to its opinion, which was expressed by the Venezuelan delegation during the thirteenth session of the General Assembly, that it would not be appropriate for the costs of the Force to be borne by all Member States on the basis of the regular scale of assessments, since the criteria used in determining the annual contributions for the upkeep of the United Nations cannot be the same as those to be taken into account in calculating the expenditure arising from a specific situation which is exceptional in that there are other considerations to be borne in mind."

YUGOSLAVIA

[Original: English]

"... the costs of the Force should be borne by all Member States on the basis of the regular scale of assessments."
