



Eleventh session  
Agenda item 66

QUESTION CONSIDERED BY THE FIRST EMERGENCY SPECIAL SESSION  
OF THE GENERAL ASSEMBLY FROM 1 TO 10 NOVEMBER 1956

Administrative and financial arrangements for the United  
Nations Emergency Force

Report of the Fifth Committee

Rapporteur: Mr. Francisco A. FORTEZA (Uruguay)

1. The General Assembly, by its resolution A/RES/448 adopted on 21 December 1956, appointed a Committee composed of Canada, Ceylon, Chile, El Salvador, India, Liberia, Sweden, the Union of Soviet Socialist Republics and the United States of America, to examine the question of apportionment of the expenses of the United Nations Emergency Force in excess of the sum of \$10 million which the Secretary-General had been authorized to commit against the Special Account established under resolution A/RES/412 of 26 November 1956. Under the terms of the former resolution, the Committee was requested to take into consideration, among other things, the discussion of this matter in the General Assembly, and to study the question in all its aspects, including the possibility of voluntary contributions, the fixing of maximum amounts for the expenses of the Force which, with prior approval by the General Assembly, could be established on each occasion, and the principle or the formulation of scales of contributions different from the scale of contributions by Member States to the ordinary budget for 1957.

\* The first part of the report of the Fifth Committee, covering action taken up to the date of the recess, and resulting in the adoption by the General Assembly on 21 December 1956 of resolution A/RES/448, will be reproduced later as document A/3560.

2. At its 594th meeting, the Fifth Committee considered the report (A/C.5/707) of the above-mentioned Committee (annexed to the present report) and the draft resolution it had recommended for adoption.
3. In the discussion in the Fifth Committee, the draft resolution received wide support. Some delegations maintained their belief that the financing of the expenditures in question was a collective responsibility of Members of the United Nations and should be shared among all of them, in the same manner as other expenses of the Organization. Being aware, however, of the financial difficulties facing Member States during 1957, they were prepared to support the recommendation for voluntary contributions during 1957 above the \$10 million level in order to alleviate those difficulties. They would support the draft resolution as a practical measure, in the existing circumstances, which was without prejudice to future decisions of the General Assembly on the financing of the Force.
4. Other delegations also supported the draft resolution because it provided, without derogation from the principle of collective responsibility of Member States, one of the alternative means of financing the exceptional expenditures of UNEF which they had considered to be appropriate during the previous discussion of this matter.
5. The representative of the Union of Soviet Socialist Republics stated that the position taken by his Government with respect to the financing of UNEF, had not changed. For the reasons stated at previous meetings of the Fifth Committee and the General Assembly, his delegation would vote against the recommendation contained in the report under discussion.
6. In the course of his statement, the representative of the United States of America informed the Committee that, while he was not in a position to make a firm commitment at this stage, it was the intention of his Government, subject to approval through the normal constitutional processes, to contribute the equivalent of some half of the additional \$6.5 million estimated to be needed for UNEF expenses, provided that other Governments would contribute the other half.
7. During the discussion it was suggested that the text of the first operative paragraph of the draft resolution which had been recommended for adoption, while it was clear in intention, would be made clearer in terms by the addition of the words "in respect of the period to 31 December 1957". This suggestion was accepted by the Committee.

8. The draft resolution proposed by the Committee appointed by resolution A/RES/448, as amended, was approved by 42 votes to 7, with 5 abstentions.

9. As a result of its consideration of this question, the Fifth Committee recommends to the General Assembly the adoption of the following draft resolution:

The General Assembly,

Recalling its resolutions A/RES/412 of 26 November 1956 authorizing the establishment of a United Nations Emergency Force Special Account in an initial amount of \$10 million and A/RES/448 of 21 December 1956 apportioning this initial \$10 million among the Member States in accordance with the scale of assessments adopted for contributions to the annual budget of the Organization for 1957,

Noting that the expenses of UNEF already approved for 1957 represent a sizeable increase in assessments placed on Member States, causing a grave unanticipated financial burden for many Governments,

Acknowledging that certain Governments have borne certain of the expenses of UNEF without charge, such as pay, equipment, supplies and services,

Noting, nevertheless that the Secretary-General estimates that the expenses of UNEF for 1957 will exceed the \$10 million previously assessed,

Noting the request of the Secretary-General for authority to enter into commitments for UNEF up to a total of \$16,500,000,

1. Authorizes the Secretary-General to incur expenses for the United Nations Emergency Force up to a total of \$16,500,000, in respect of the period to 31 December 1957,

2. Invites Member States to make voluntary contributions to meet the sum of \$6,500,000 so as to ease the financial burden for 1957 on the membership as a whole,

3. Authorizes the Secretary-General, pending receipt of contributions to the UNEF Special Account:

(a) To advance from the Working Capital Fund such sums as the Special Account may require to meet any expenses chargeable to it;

(b) Where necessary, to arrange for loans to the Special Account from appropriate sources, including other funds under the control of the Secretary-

General, provided that the repayment of any such advances or loans to the Special Account shall constitute a first charge against contributions as they are received; and further provided that such loans shall not affect current operational programmes;

4. Decides that the General Assembly, at its twelfth session, shall consider the basis for financing any costs of UNEF in excess of the \$10 million not covered by voluntary contributions.

ANNEX

QUESTION CONSIDERED BY THE FIRST EMERGENCY SPECIAL SESSION  
OF THE GENERAL ASSEMBLY FROM 1 TO 10 NOVEMBER 1956

United Nations Emergency Force

Report of the Committee appointed under General  
Assembly resolution A/RES/448

1. The General Assembly, under resolution A/RES/448 adopted on 21 December 1956, appointed a Committee, composed of Canada, Ceylon, Chile, El Salvador, India, Liberia, Sweden, the Union of Soviet Socialist Republics and the United States of America, to examine the question of apportionment of the expenses of the United Nations Emergency Force in excess of the sum of \$10 million which the Secretary-General had been authorized to commit against the Special Account established under resolution A/RES/412 of 26 November 1956. Under the terms of the former resolution, the Committee was requested to take into consideration, among other things, the discussions of this matter in the General Assembly, and to study the question in all its aspects, including the possibility of voluntary contributions, the fixing of maximum amounts for the expenses of the Force which, with prior approval by the General Assembly, could be established on each occasion, and the principle or the formulation of scales of contributions different from the scale of contributions by Member States to the ordinary budget for 1957.
2. The Committee held two meetings on 13 and 19 February 1957. Following the election of Mr. Gunnar V. Jarring (Sweden) as Chairman, discussion proceeded on the basis of a report prepared by the Secretary-General on the administrative framework and the financial implications of the United Nations Emergency Force and of a proposal submitted, in the form of a draft resolution, by the representative of the United States of America.
3. Note was taken of the following conclusions reached and views expressed by the Secretary-General in his report:
  - (a) While recognizing the necessarily speculative nature of the estimates given and the assumptions on which they were based, it appeared that present obligational authority and estimated cash resources might be exhausted by approximately the end of April 1957;

(b) That decisions which are adopted by the General Assembly and which have important financial consequences carry with them an obligation on the part of Member Governments to ensure that the requisite resources or other means for their implementation are made available;

(c) Having regard to the discussions which had already taken place in the Fifth Committee, and of the limited time remaining before the close of the eleventh session, the most practicable procedure would be for Member Governments to join with the Secretary-General in exerting every effort to ensure that any sum needed in excess of \$10 million is financed by voluntary contributions either in cash or in kind; the Secretary-General, for his part, should undertake to explore, with representatives of Member Governments, the extent to which charges against the Special Account might be held to a minimum, both in respect of obligations already incurred and of future expenditures for supplies, services or facilities;

(d) A decision to rely, for the time being, on voluntary assistance should be without prejudice to such later action as the General Assembly might see fit to take (for example, during the early part of the twelfth session) in the light of the circumstances then prevailing;

(e) It was essential for the Secretary-General to receive authorization to enter into commitments for UNEF in excess of the \$10 million thus far appropriated in such amount, up to a total amount of \$16,500,000 as may be necessary in the circumstances.

4. The draft resolution presented by the representative of the United States, on which subsequent discussion in the Committee was largely focussed, provided in its operative paragraphs for the authority sought by the Secretary-General to incur expenses for UNEF up to a total of \$16,500,000, and for \$6,500,000 of this amount (\$10 million having already been assessed) to be met to the extent possible on a voluntary basis by all Member Governments financially able to assist. It further authorized the Secretary-General, pending receipt of contributions to the Special Account, to make advances from the Working Capital Fund and, in so far as necessary, to arrange for loans to the Special Account from appropriate sources, including other funds under the control of the Secretary-General, provided that the repayment of any such loans should constitute a first charge against contributions as they are received.

5. By way of a preamble to this draft resolution, it was proposed that, in addition to calling attention to the resolutions already adopted by the General Assembly on 26 November and 21 December 1956 (A/RES/412 and A/RES/448), the view should be recorded that UNEF expenses constitute United Nations expenditure within the general scope and intent of Article 17 of the Charter, and that such expenses are therefore subject in principle to apportionment among Member States, in accordance with the scale of assessment adopted by the Assembly for contributions to the annual budget of the United Nations.

6. In the course of the ensuing discussion, the opinion was expressed that the proposed preambular paragraph referred to above served no essential purpose and that its inclusion in any draft resolution to be submitted to the Fifth Committee could only result in needless debate on an issue of principle concerning which Member Governments had already made their positions clear. Some Members, while accepting the view that UNEF expenditures were a United Nations responsibility, did not consider that they could properly be regarded as subject to the provisions of Article 17 of the Charter. Others maintained the position previously expressed in the Fifth Committee to the effect that such costs as might be incurred were solely and exclusively the responsibility of the Governments of Israel, France and the United Kingdom and not of the United Nations membership as a whole. Still other members of the Committee held to the view that the provisions of Article 17 were in fact applicable and that the decision of the General Assembly that the "expenses of UNEF, other than for such pay, equipment, supplies and services as may be furnished without charge by Member Governments shall be borne by the United Nations ..." sufficiently clarified the issue of principle involved. In order to expedite the completion of the Committee's work and because he agreed that the principle set forth in the preambular paragraph was already incorporated in A/RES/448, the United States representative withdrew this paragraph.

7. In its consideration of the operative provisions of the United States draft resolution the Committee first gave its attention to amendments submitted by the representative of Canada, who stressed the fact that in the opinion of his delegation it was essential that appropriate emphasis should be placed on the principle of collective responsibility and that specific provisions should be made for the General Assembly, at its twelfth session, to consider

the basis for financing any costs of UNEF in excess of \$10 million not covered by voluntary contributions. These changes, subject to certain further modifications proposed by the representatives of Ceylon and Chile and supported by other members, resulted in acceptance of the text contained in operative paragraphs 2 and 4 of the draft resolution presented in paragraph 10 hereunder.

8. In connexion with operative paragraph 3 (b) of this draft resolution, concern was expressed lest advances or loans to the Special Account from other funds, under the authority of the Secretary-General, might prejudice the effective prosecution of such voluntarily financed programmes as the Expanded Programme of Technical Assistance and the United Nations Children's Fund. Appropriate assurances having been given by the representative of the Secretary-General, it was agreed that the proposed authorization should be granted subject, however, to the inclusion in the draft resolution as recommended, of a further proviso "that such advances or loans shall not affect current operational programmes".

9. The Committee took note with great appreciation of a statement made in the course of its deliberations by the representative of the United States. He stated that his Government hoped it would find it possible to make available, on a voluntary basis, the equivalent of some 50 per cent of the additional \$6,500,000 estimated to be needed for UNEF expenses, assuming, of course, that other Governments would contribute the balance.

10. The representative of the United States accepted the various amendments and sub-amendments presented. The representative of the USSR explained that he was unable to accept the recommendation made, for the reasons which his delegation had previously expressed both in the Fifth Committee and in the General Assembly, with respect to the financing of UNEF. The Committee decided, by 8 votes to 1, to recommend the adoption of the following draft resolution:

The General Assembly,

Recalling its resolutions A/RES/412 of 26 November 1956 authorizing the establishment of a United Nations Emergency Force Special Account in an initial amount of \$10 million, and A/RES/448 of 21 December 1956 apportioning this initial \$10 million among the Member States in accordance with the scale of assessments adopted for contributions to the annual budget of the Organization for 1957,



Noting that UNEF expenses already approved for 1957 represent a sizeable increase in assessments placed on Member States, causing a grave unanticipated financial burden for many Governments,

Acknowledging that certain Governments have borne certain UNEF expenses without charge, such as pay, equipment, supplies and services,

Noting, nevertheless, that the Secretary-General estimates that UNEF expenses for 1957 will exceed the \$10 million previously assessed,

Noting the request of the Secretary-General for authority to enter into commitments for UNEF up to a total of \$16,500,000,

1. Authorizes the Secretary-General to incur expenses for UNEF up to a total of \$16,500,000;

2. Invites Member States to make voluntary contributions to meet the sum of \$6,500,000 so as to ease the financial burden for 1957 on the membership as a whole;

3. Authorizes the Secretary-General, pending receipt of contributions to the Special Account:

(a) To advance from the Working Capital Fund such sums as the Special Account may require to meet any expenses chargeable to it;

(b) Where necessary, to arrange for loans to the Special Account from appropriate sources, including other funds under the control of the Secretary-General, provided that the repayment of any such advances or loans to the Special Account shall constitute a first charge against contributions as they are received; and further provided that such loans shall not affect current operational programmes,

4. Decides that the General Assembly, at its twelfth session, shall consider the basis for financing any costs of UNEF in excess of the \$10 million not covered by voluntary contributions.

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