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UNITED NATIONS OPERATION IN THE CONGO: COST ESTIMATES

Report of the Fifth Committee

Rapporteur: Mr. Raouf BOUDJAKDJI (Algeria)

1. At its 1008th to 1017th meetings, held between 2 and 11 October 1963, the Fifth Committee considered a report of the Secretary-General (A/C.5/983) submitting estimates of the probable costs to be incurred between 1 January and 30 June 1964 in the event that the United Nations Operation in the Congo (ONUC) is continued during that period with a reduced ONUC military force of 5,350 officers and other ranks. The Committee also had before it a related report of the Advisory Committee on Administrative and Budgetary Questions (A/5560).
2. The Secretary-General's estimates, which amounted to \$19.2 million, included the expenses of the international and locally recruited civilian staff assisting the Force or required at Headquarters, New York, and other United Nations offices for essential operations. They excluded, however, the following items which had in the past formed part of the ONUC cost estimates: the expenses of the Office of the Chief of Civilian Operations in the Congo and his Consultative Group, the administrative support costs of the civilian operations and the allowances and related costs for a unit of 400 Nigerian police assisting in the Congo. The Secretary-General assumed that the items in question would have to be financed in 1964 from other sources.
3. In his report (A/C.5/983, paras. 6 to 8) the Secretary-General pointed out:
 - (a) That the maintenance of the Force until 30 June 1964 would, if decided upon, result in the continuance of certain expenses after that date (for example, expenses connected with the storage and eventual liquidation of

equipment and supplies, repairs to rented quarters, termination of lease contracts, closing of accounts, etc.). To the extent that such expenses could not be met within the estimates submitted, the Secretary-General recommended that, as an exception to the United Nations Financial Rules, the proceeds from the sale of equipment and supplies should be used to meet the expenses in question; and

(b) That the Prime Minister of the Republic of Congo (Leopoldville) had informed the Secretary-General that on the assumption that other Governments would contribute to the expenses of maintaining a reduced ONUF Force in the Congo during the first half of 1964, his Government was prepared, as from the beginning of 1964, to defray the expenses of the operation which could be paid for in Congolese currency within a maximum of 208 million Congolese francs (or about \$3.2 million at the current rate of exchange).

4. The Advisory Committee, while regarding the Secretary-General's estimates as reasonable, expressed the hope that the Secretary-General would find it possible - in view of the considerations set forth in the Committee's report (A/5560, paras. 10-12) - to limit the total expenditure to \$18.2 million, inclusive of the expenses in local currency to be met by the Government of the Republic of the Congo.

5. During the ten meetings^{1/} held between 2 October and 11 October 1963, the members of the Fifth Committee voiced their general views on the item under discussion (United Nations Operation in the Congo: cost estimates). At the 1017th meeting, held on 11 October 1963, some members also expressed their general views, during the explanations of vote, on the draft resolution that had been before the Committee. The general discussion on the item before the Committee, and in particular on the proposed resolution, together with the views of delegations which took part in the debate, are analysed in the official records of the Committee (A/C.5/SR.1008 to 1017).

Draft resolution

6. At the 1010th meeting the representative of Nigeria introduced a draft resolution (A/C.5/L.793 and Corr.1 and Add.1) submitted by Cameroon,

^{1/} 1008th to 1017th meetings.

Central African Republic, Congo (Leopoldville), Dahomey, Gabon, Ivory Coast, Liberia, Niger, Nigeria, Rwanda, Senegal, Sierra Leone, Sudan, Tanganyika and Uganda. Ghana was added to the list of joint sponsors at the 1011th meeting (A/C.5/L.793/Add.2). The sixteen-Power draft resolution read as follows:

"The General Assembly,

"Recalling the Security Council resolutions of 14 July 1960, 22 July 1960, 9 August 1960, 21 February 1961, and 24 November 1961, and General Assembly resolutions 1474 (ES-IV) of 20 September 1960, 1583 (XV) of 20 December 1960, 1595 (XV) of 3 April 1961, 1599 (XV), 1600 (XV) and 1601 (XV) of 15 April 1961, 1619 (XV) of 21 April 1961, 1633 (XVI) of 30 October 1961, 1732 (XVI) of 20 December 1961 and 1876 (S-IV) of 27 June 1963,

"Having considered the request of the Government of the Republic of the Congo for reduced military assistance up to 30 June 1964 as referred to at the 1007th meeting of the Fifth Committee,

"Having noted the support given to the request particularly by the independent African States,

"Having considered the report of the Secretary-General on the cost estimates of the United Nations Operation in the Congo for the period 1 January to 30 June 1964 (A/C.5/983) and the report of the Advisory Committee on Administrative and Budgetary Questions (A/5560),

"Having considered that the Secretary-General would like the General Assembly to act in this matter as soon as possible in view of logistic and supply problems in connexion with maintenance of the United Nations Force,

"1. Decides to continue the Ad Hoc Account for the United Nations Operation in the Congo until 30 June 1964;

"2. Authorizes the Secretary-General to expend at an average monthly rate not to exceed \$3.2 million for the continuing cost of the United Nations Operation in the Congo during the period 1 January to 30 June 1964;

"3. Decides that in connexion with any necessary expenditures after 30 June 1964 relating to the disposal of ONUC-owned equipment and supplies and the termination of ONUC operations, including the closing of the accounts, the Secretary-General, with the concurrence of the Advisory Committee on Administrative and Budgetary Questions, is authorized to utilize for these purposes after 30 June 1964, to the extent required, any balance remaining in the Ad Hoc Account

for the United Nations Operation in the Congo as at 30 June 1964 and, notwithstanding the provisions of United Nations Financial Rule 111.9, the proceeds from the sale or other disposition after 30 June 1964 of ONUC-owned property;

"4. Decides to appropriate an amount of \$16 million for the United Nations Operation in the Congo for the period 1 January to 30 June 1964;

"5. Decides to apportion:

(a) The amount of \$3 million among all Member States in accordance with the regular scale of assessments for 1964;

(b) The \$13 million balance of the amount appropriated in paragraph 4 above among all Member States in accordance with the regular scale of assessments for 1964, except that each 'economically less developed country' shall be assessed an amount calculated at 45 per cent of its rate under the regular scale of assessments for 1964, provided that this apportionment shall constitute an ad hoc arrangement for the present phase of this peace-keeping operation, and shall not constitute a precedent for the future;

"6. Decides that, for the purpose of the present resolution, the term 'economically less developed countries' shall mean all Member States except Australia, Austria, Belgium, Byelorussian Soviet Socialist Republic, Canada, Czechoslovakia, Denmark, Finland, France, Hungary, Iceland, Ireland, Italy, Japan, Luxembourg, Netherlands, New Zealand, Norway, Poland, Romania, South Africa, Sweden, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland and the United States of America;

"7. Recommends that the Member States named in paragraph 6 above make voluntary contributions in addition to their assessments under the present resolution in order to finance authorized expenditures in excess of the total amount assessed under the present resolution, such voluntary contributions to be credited to a special account by the Secretary-General and transferred to the Congo Ad Hoc Account as and when an economically less developed country has once paid to the credit of the latter account its assessment under paragraph 5 (b) above or an equal amount, the transfer to be of an amount which bears the same proportion to the total of such voluntary contributions as the amount of such payment bears to the total of the assessments on economically less developed countries under paragraph 5 (b); any amount left in such special account on 31 December 1965 shall revert to the Member States that made such voluntary contributions in proportion to their respective voluntary contributions;

/...

"8. Appeals to all other Member States which are in a position to assist to make similar voluntary contributions or alternatively to forgo having their assessments calculated at the rate mentioned in the exception contained in paragraph 5 (b) above;

"9. Decides that the voluntary contributions referred to in paragraphs 7 and 8 above may be made by a Member State, at its option, in the form of services and supplies acceptable to the Secretary-General, furnished for use in connexion with the United Nations Operation in the Congo during the period 1 January to 30 June 1964, for which the Member State does not require reimbursement, the Member State to be credited with the fair value thereof as agreed upon by the Member State and by the Secretary-General."

Revised draft resolution

7. At the 1016th and 1017th meetings the representative of Nigeria introduced, on behalf of the joint sponsors, the following changes^{2/} in the sixteen-Power draft resolution, which were intended to meet a number of points that had been raised in the course of the discussion:

(a) Operative paragraph 2 to read as follows:

"2. Authorizes the Secretary-General to expend up to \$18.2 million for the present phase of the United Nations Operation in the Congo during the period 1 January to 30 June 1964;"

(b) Operative paragraph 4 to read as follows:

"4. Decides to appropriate an amount of \$15 million for the United Nations Operation in the Congo for the period 1 January to 30 June 1964;"

(c) Operative paragraph 5 (b) to read as follows:

"(b) The \$12 million balance of the amount appropriated in paragraph 4 above among all Member States in accordance with the regular scale of assessments for 1964, except that each 'economically less developed country' shall be assessed an amount calculated at a maximum of 45 per cent of its rate under the regular scale of assessments for 1964: provided that this apportionment shall constitute an ad hoc arrangement for the financing of this final cost estimate for the United Nations Operation in the Congo and shall not constitute a precedent for any other peace-keeping operations;"

^{2/} Incorporated in document A/C.5/L.793/Rev.1.

Decision of the Committee

8. At the 1017th meeting the Committee adopted the revised sixteen-Power draft resolution (A/C.5/L.793/Rev.1) by a roll-call vote of 68 to 11, with 18 abstentions. The voting was as follows:

In favour: Afghanistan, Algeria, Australia, Austria, Belgium, Bolivia, Cameroon, Canada, Ceylon, Chad, Chile, China, Congo (Leopoldville), Costa Rica, Cyprus, Dahomey, Denmark, Ecuador, El Salvador, Ethiopia, Finland, Gabon, Ghana, Greece, Guatemala, Guinea, Iceland, India, Indonesia, Iran, Ireland, Israel, Italy, Ivory Coast, Jamaica, Japan, Laos, Lebanon, Liberia, Libya, Malaysia, Mauritania, Mexico, Nepal, Netherlands, New Zealand, Nicaragua, Niger, Nigeria, Norway, Pakistan, Philippines, Rwanda, Senegal, Sierra Leone, Sudan, Sweden, Tanganyika, Thailand, Togo, Trinidad and Tobago, Tunisia, Turkey, United Kingdom of Great Britain and Northern Ireland, United States of America, Upper Volta, Uruguay, Venezuela.

Against: Albania, Bulgaria, Byelorussian Soviet Socialist Republic, Cuba, Czechoslovakia, Hungary, Mongolia, Poland, Romania, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics.

Abstaining: Argentina, Brazil, Burma, Colombia, France, Iraq, Jordan, Kuwait, Mali, Morocco, Panama, Peru, Portugal, Saudi Arabia, Spain, Syria, United Arab Republic, Yugoslavia.

Recommendation of the Fifth Committee

9. The Fifth Committee therefore recommends to the General Assembly the adoption of the following draft resolution:

UNITED NATIONS OPERATION IN THE CONGO: COST ESTIMATES AND
FINANCING FOR THE PERIOD 1 JANUARY TO 30 JUNE 1964

The General Assembly,

Recalling the Security Council resolutions of 14 July 1960, 22 July 1960, 9 August 1960, 21 February 1961 and 24 November 1961, and General Assembly resolutions 1474 (ES-IV) of 20 September 1960, 1583 (XV) of 20 December 1960, 1595 (XV) of 3 April 1961, 1599 (XV), 1600 (XV) and 1601 (XV) of 15 April 1961, 1619 (XV) of 21 April 1961, 1633 (XVI) of 30 October 1961, 1732 (XVI) of 20 December 1961 and 1876 (S-IV) of 27 June 1963,

Having considered the request of the Government of the Republic of the Congo (Leopoldville) for reduced military assistance up to 30 June 1964, as referred to at the 1007th meeting of the Fifth Committee,

Having noted the support given to the request, particularly by the independent African States,

Having considered the report of the Secretary-General on the cost estimates of the United Nations Operation in the Congo for the period 1 January to 30 June 1964^{3/} and the report of the Advisory Committee on Administrative and Budgetary Questions,^{4/}

Having considered that the Secretary-General would like the General Assembly to act in this matter as soon as possible in view of logistic and supply problems in connexion with the maintenance of the United Nations Force in the Congo,

1. Decides to continue the Ad Hoc Account for the United Nations Operation in the Congo until 30 June 1964;

2. Authorizes the Secretary-General to expend up to \$18.2 million for the present phase of the United Nations Operation in the Congo during the period 1 January to 30 June 1964;

3. Decides that in connexion with any necessary expenditures after 30 June 1964 relating to the disposal of United Nations-owned equipment and supplies and the termination of the United Nations Operation in the Congo, including the closing of the accounts, the Secretary-General, with the concurrence of the Advisory Committee on Administrative and Budgetary Questions, is authorized to utilize for these purposes after 30 June 1964, to the extent required, any balance remaining in the Ad Hoc Account for the United Nations:

3/ A/C.5/983.

4/ A/5560.

Operation in the Congo as at 30 June 1964 and, notwithstanding the provisions of United Nations financial rule 111.9, the proceeds from the sale or other disposition after 30 June 1964 of United Nations-owned property;

4. Decides to appropriate an amount of \$15 million for the United Nations Operation in the Congo for the period 1 January to 30 June 1964;

5. Decides to apportion:

(a) The amount \$3 million among all Member States in accordance with the regular scale of assessments for 1964;

(b) The \$12 million balance of the amount appropriated in paragraph 4 above among all Member States in accordance with the regular scale of assessments for 1964, except that each economically less developed country shall be assessed an amount calculated at a maximum of 45 per cent of its rate under the regular scale of assessments for 1964, provided that this apportionment shall constitute an ad hoc arrangement for the financing of this final cost estimate for the United Nations Operation in the Congo and shall not constitute a precedent for any other peace-keeping operation;

6. Decides that, for the purpose of the present resolution, the term "economically less developed countries" shall mean all Member States except Australia, Austria, Belgium, the Byelorussian Soviet Socialist Republic, Canada, Czechoslovakia, Denmark, Finland, France, Hungary, Iceland, Ireland, Italy, Japan, Luxembourg, the Netherlands, New Zealand, Norway, Poland, Romania, South Africa, Sweden, the Ukrainian Soviet Socialist Republic, the Union of Soviet Socialist Republics, the United Kingdom of Great Britain and Northern Ireland and the United States of America;

7. Recommends that the Member States named in paragraph 6 above make voluntary contributions in addition to their assessments under the present resolution in order to finance authorized expenditures in excess of the total amount assessed under the present resolution, such voluntary contributions to be credited to a special account by the Secretary-General and transferred to the Ad Hoc Account for the United Nations Operation in the Congo as and when an economically less developed country has once paid to the credit of the latter account its assessment under paragraph 5 (b) above or an equal amount, the transfer to be of an amount which bears the same proportion to the total of such voluntary contributions as the amount of such payment bears to the total of the assessments on economically less developed countries under paragraph 5 (b);

any amount left in such special account on 31 December 1965 shall revert to the Member States that made such voluntary contributions in proportion to their respective voluntary contributions;

8. Appeals to all other Member States which are in a position to assist to make similar voluntary contributions or alternatively to forgo having their assessments calculated at the rate mentioned in the exception contained in paragraph 5 (b) above;

9. Decides that the voluntary contributions referred to in paragraphs 7 and 8 above may be made by a Member State, at its option, in the form of services and supplies acceptable to the Secretary-General, furnished for use in connexion with the United Nations Operation in the Congo during the period 1 January to 30 June 1964, for which the Member State does not require reimbursement, the Member State to be credited with the fair value thereof as agreed upon by the Member State and the Secretary-General.
