



Thirteenth session
Agenda item 65 (a)

UNITED NATIONS EMERGENCY FORCE: COST ESTIMATES FOR
THE MAINTENANCE OF THE FORCE

Report of the Fifth Committee

Rapporteur: Mr. Raul QUILJANO (Argentina)

1. At its 697th, 698th and 699th meetings, the Fifth Committee considered the cost estimates for the maintenance of the United Nations Emergency Force on the basis of estimates for 1958 (A/3823) and 1959 (A/3984) submitted by the Secretary-General and the pertinent reports (A/3839 and A/4002) of the Advisory Committee on Administrative and Budgetary Questions.
2. The Committee also had before it resolution 1263 (XIII) adopted by the General Assembly on the recommendation of the Special Political Committee by which the Fifth Committee was requested to recommend such action as might be necessary to finance the continuing operation of the Force.
3. As regards the 1958 expenses, the Secretary-General had submitted detailed estimates, under part A of the UNEF budget, for recurring expenditures for the operation of the Force totalling \$14,200,000. Part B of the budget covers reimbursement to Governments providing military contingents of
 - (a) extra and extraordinary costs relating to pay and allowances, and
 - (b) compensation in respect of depreciation or loss of equipment, material and supplies furnished by Governments to their contingents.

The Secretary-General explained that estimates could not be given in connexion with compensation for depreciation or loss of equipment and supplies as these amounts would only be established at the conclusion of the total period of service by troops of each respective Government. Further, with regard to extra and extraordinary

costs relating to pay and allowances, the estimate of \$6,000,000 was tentative since the amounts included depended on varying scales of pay and allowances by the Governments providing contingents and on negotiations with these Governments.

4. While recommending that authority be given to him to transfer between sections of part A of the UNEF budget, the Secretary-General suggested that in view of the nature of the expenses under part B that the General Assembly might wish to provide that the amounts under that part could not be transferred to other parts of the budget without the specific advance approval of the Advisory Committee. Further, in light of the possible magnitude of the costs under part B, he recommended that there be no change in the authorization in resolution 1151 (XII) for expenditures in 1958 up to \$25,000,000 and no change in the level of assessment in connexion with the 1958 contributions to the Special Account.

5. The 1959 estimates submitted by the Secretary-General totalled \$19,369,000 comprising \$12,869,000 for part A and \$6,500,000 under part B. In connexion with these estimates, the Secretary-General again recommended that he be authorized to transfer between sections of part A of the budget, but that transfers from part B should be made only with specific advance approval of the Advisory Committee.

6. In its reports on the estimates, the Advisory Committee noted the encouraging reductions that had been made in the requirements under part A, Operation of the Force. While suggesting that every effort should be made to hold the 1958 recurring costs for the Force to \$13,200,000 (as compared to the estimate of \$14,200,000) and the 1959 expenses for the recurring costs and the reimbursement of extra and extraordinary expenses to \$17,500,000 (as compared to the estimate for sections 1-8 of \$18,369,000), the Advisory Committee recommended approval of the Secretary-General's estimates for the two years. It also concurred with the Secretary-General's recommendations regarding transfers between parts and sections of the budget and his recommendation that the \$25,000,000 authorization provided for 1958 be maintained. In its reports, the Committee also included observations and recommendations on a number of administrative and budgetary points which it had considered in its examination of the estimates.

7. At the outset of the discussion in the Fifth Committee the representative of Denmark introduced, on behalf of the sponsors, a draft resolution (A/C.5/L.545) submitted by Canada, Colombia, Denmark, Norway, Sweden and Yugoslavia, under the operative paragraphs of which the General Assembly would

- (a) confirm its authorization to the Secretary-General to expend up to a maximum of \$25,000,000 for the operation of the Force during 1958;
- (b) authorize the Secretary-General to expend up to a maximum of \$19,369,000 for the continuing operation of the Force during 1959;
- (c) approve the observations and recommendations of the Advisory Committee in its reports;
- (d) decide that the expenses authorized for 1959 should be borne by Members in accordance with the scale of assessments adopted by the General Assembly for the financial year 1959.

8. In the discussion in the Fifth Committee, tribute was paid to the Force and to the effective way it was carrying out its duties; and, noting the burden placed on those Governments providing military contingents, appreciation was expressed to them for the services they were performing for the United Nations. Members noted with gratification the progressive reductions in the running costs of the Force and in this connexion the various observations and recommendations of the Advisory Committee received general support.

9. A number of delegations, in commenting on the status of payment of contributions to the UNEF Special Account, called special attention to the statement of the Secretary-General in his report on UNEF (A/3899) and to the observations thereon by the Advisory Committee (A/4002) that unless substantial payments were received in the near future, the Organization might not be in a position to honour promptly or in full, its obligations relating to the Force. The hope was expressed that in view of the obvious seriousness of the present and prospective cash position, all possible steps would be taken by those Member Governments concerned to liquidate present contributions arrears.

10. The point of major attention of the Committee related to the question of the method of financing the expenses of the Force. On this point, three main positions were expressed:

- (a) that the costs of the Force should be borne by all Member States on the basis of the regular scale of assessments: this view was held by the sponsors of the draft resolution and a number of other delegations. The Force had been established by the General Assembly, and under Article 17 of the Charter, all Members were obliged to share in the costs. The General Assembly had approved

this basis of financing in respect of the 1958 expenses, and in their opinion this approach was sound and just;

(b) 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: in the view of a number of Members the regular scale of assessments, with its various elements other than "capacity to pay" was not appropriate for expenses of the nature involved. The permanent members of the Security Council had a special responsibility for the maintenance of peace and security, and the substantial public and private investments of certain States gave them a particular interest in the area; the sharing of the expenses of the Force might reflect these points. In any event, these members regretted that their views expressed at previous sessions had not been given more consideration; the burden of these additional payments was such that they could not endorse the application of the regular scale of assessments. Article 17 of the Charter provided for sharing of expenses by all Members, but that did not in itself make the application of the regular scale mandatory;

(c) that the expenses should be borne by those States which had taken the action which had necessitated the creation of the Force: these Members drew attention to the declarations they had made in the General Assembly and in the Fifth Committee in previous years to the effect that, as the creation of the Force was in contravention of Chapter VII of the Charter which reserved exclusively for the Security Council the creation of an armed force, they would vote against any decision committing the United Nations to payment of the expenses of UNEF and would continue to refuse to pay any part of those expenses.

11. At the 698th meeting of the Committee, the representative of the United States introduced the following amendments (A/C.5/L.548) to the six-Power draft resolution:

(a) that in operative paragraph 2 of the draft resolution, the figure \$19,369,000 be replaced by the figure \$19,000,000, and

(b) that in operative paragraph 4, after the words "paragraph 2 above" there should be inserted the phrase "less any amounts pledged or contributed by Member Governments as special assistance prior to 31 December 1958".

The first of these amendments would give recognition to the Advisory Committee's suggestion regarding the level of 1959 expenses noted in paragraph 20 of its report (A/4002).^{1/} As regards the second amendment, while his Government did not accept the argument that the permanent members of the Security Council had a special financial responsibility simply because of the nature of the Force, it was fully aware of the financial burden which the payment of UNEF expenses imposed on certain Governments: in these circumstances, the United States Congress would be requested to appropriate an amount of \$3.5 million as special assistance towards the 1959 UNEF expenses. The second amendment would enable this special contribution, and those of such Governments which, it was hoped, would give comparable assistance, to be taken into account in the 1959 assessments.

12. Also at the 698th meeting the representative of Argentina proposed an amendment to the six-Power draft resolution under which the following new operative paragraph 5 would be added:

"5. Requests the Secretary-General to consult with the Governments of Member States with respect to their views concerning the manner of financing the United Nations Emergency Force in future and to submit a report thereon together with the replies to the General Assembly at the fourteenth session".

While appreciating the generous gesture by the United States Government, his delegation believed that the basic principles involved required further consideration.

13. Other delegations also welcomed the generous gesture of the United States Government; and, in the hope that the Committee could reach a decision generally acceptable, the representative of Denmark accepted on behalf of the sponsors the amendments proposed by the United States and Argentina to the draft resolution.

Action of the Fifth Committee

At its 699th meeting, the Committee voted on the draft resolution and the proposed amendments thereto, with the following results:

^{1/} See para. 6 above.

(a) The first United States amendment (A/C.5/L.548, paragraph 1) to the draft resolution was adopted by a roll-call vote of 35 to one with 25 abstentions. The voting was as follows:

In favour: Argentina, Australia, Austria, Belgium, Brazil, Burma, Cambodia, Canada, Ceylon, China, Colombia, Denmark, Federation of Malaya, Finland, France, India, Indonesia, Ireland, Israel, Italy, Japan, Liberia, Netherlands, New Zealand, Norway, Pakistan, Paraguay, Spain, Sweden, Thailand, Turkey, Union of South Africa, United Kingdom of Great Britain and Northern Ireland, United States of America, Yugoslavia.

Against: Bulgaria

Abstaining: Afghanistan, Albania, Byelorussian Soviet Socialist Republic, Chile, Costa Rica, Cuba, Czechoslovakia, Ecuador, Ethiopia, Greece, Guatemala, Haiti, Hungary, Iraq, Jordan, Mexico, Panama, Philippines, Poland, Portugal, Romania, Tunisia, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Republic.

The member voting against this amendment subsequently explained that his delegation had intended to abstain.

(b) The second United States amendment (A/C.5/L.548, paragraph 2) to the draft resolution was adopted by a roll-call vote of 39 to none, with 28 abstentions. The voting was as follows:

In favour: Argentina, Australia, Austria, Belgium, Brazil, Burma, Cambodia, Canada, Ceylon, China, Colombia, Denmark, El Salvador, Federation of Malaya, Finland, France, India, Indonesia, Iran, Ireland, Israel, Italy, Japan, Liberia, Netherlands, New Zealand, Norway, Pakistan, Paraguay, Spain, Sweden, Thailand, Turkey, Union of South Africa, United Kingdom of Great Britain and Northern Ireland, United States of America, Uruguay, Venezuela, Yugoslavia.

Against: None.

Abstaining: Afghanistan, Albania, Bulgaria, Byelorussian Soviet Socialist Republic, Chile, Costa Rica, Cuba, Czechoslovakia, Ecuador, Ethiopia, Ghana, Greece, Guatemala, Haiti, Hungary, Iraq, Jordan, Mexico, Panama, Philippines, Poland, Portugal, Romania, Tunisia, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Republic, Yemen.

(c) The Argentine amendment (A/C.5/L.549) was adopted by a roll-call vote of 43 votes to 9, with 17 abstentions. The voting was as follows:

In favour: Argentina, Australia, Austria, Belgium, Brazil, Burma, Cambodia, Canada, Ceylon, China, Colombia, Denmark, Dominican Republic, Ecuador, El Salvador, Federation of Malaya, France, Ghana, Greece, Indonesia, Iran, Ireland, Israel, Italy, Japan, Liberia, Mexico, Netherlands, New Zealand, Norway, Pakistan, Paraguay, Peru, Portugal, Spain, Sweden, Thailand, Turkey, Union of South Africa, United States of America, Uruguay, Venezuela, Yugoslavia.

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

Abstaining: Afghanistan, Chile, Costa Rica, Cuba, Ethiopia, Finland, Guatemala, Haiti, India, Iraq, Jordan, Panama, Philippines, Tunisia, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, Yemen.

(d) In a separate vote, operative paragraph 4 of the draft resolution (A/C.5/L.545), as amended by the adoption of the second United States amendment, was adopted by 34 votes to 12, with 22 abstentions.

(e) The draft resolution as a whole, as amended, was adopted by a roll-call vote of 38 to 9, with 22 abstentions. The voting was as follows:

In favour: Argentina, Australia, Austria, Belgium, Brazil, Burma, Cambodia, Canada, Ceylon, Colombia, Denmark, Federation of Malaya, Finland, France, Ghana, India, Indonesia, Iran, Ireland, Israel, Italy, Japan, Liberia, Netherlands, New Zealand, Norway, Pakistan, Paraguay, Peru, Spain, Sweden, Thailand, Turkey, Union of South Africa, United Kingdom of Great Britain and Northern Ireland, United States of America, Uruguay, Yugoslavia.

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

Abstaining: Afghanistan, Chile, China, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Ethiopia, Greece, Guatemala, Haiti, Iraq, Jordan, Mexico, Panama, Philippines, Portugal, Tunisia, United Arab Republic, Venezuela, Yemen.

Accordingly, the Fifth Committee recommends to the General Assembly the adoption of the following draft resolution:

UNITED NATIONS EMERGENCY FORCE: COST ESTIMATES FOR
THE MAINTENANCE OF THE FORCE

The General Assembly,

Recalling its resolutions 1151 (XII) of 22 November 1957 and 1204 (XII) of 13 December 1957 concerning the financing of the United Nations Emergency Force beyond 31 December 1957,

Recalling also its resolution 1263 (XIII) of 14 November 1958 requesting the Administrative and Budgetary (Fifth) Committee to recommend such action as may be necessary to finance the continuing operation of the United Nations Emergency Force,

Having examined the budget estimates for the Force submitted by the Secretary-General for the year 1958^{1/} and for the year 1959,^{2/}

Having considered the observations and recommendations of the Advisory Committee on Administrative and Budgetary Questions on the estimates for the Force for 1958 in its second report to the thirteenth session of the General Assembly,^{3/} and on the estimates for the year 1959 in its twenty-fifth report to the thirteenth session of the General Assembly,^{4/}

1. Confirms its authorization to the Secretary-General to expend up to a maximum of \$25,000,000 for the operation of the Force during 1958;

1/ A/3823.

2/ A/3984.

3/ A/3839.

4/ A/4002.

2. Authorizes the Secretary-General to expend up to a maximum of \$19,000,000 for the continuing operation of the Force during 1959;
 3. Approves the observations and recommendations contained in the Advisory Committee on Administrative and Budgetary Questions' second and twenty-fifth reports to the thirteenth session of the General Assembly;
 4. Decides that the expenses authorized in paragraph 2 above, less any amounts pledged or contributed by Member Governments 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;
 5. Requests the Secretary-General to consult with the Governments of Member States with respect to their views concerning the manner of financing the United Nations Emergency Force in future and to submit a report together with the replies to the General Assembly at its fourteenth session.
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