

ARTICLE 17(2)

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Notes

ARTICLE 17(2)

TEXT OF ARTICLE 17(2)

The expenses of the Organization shall be borne by the Members as apportioned by the General Assembly.

INTRODUCTORY NOTE

1. The structure of the present study follows that of Article 17(2) in *Repertory, Supplement No. 4*, with some exceptions. The chapter dealing with the expenses of the United Nations Operation in the Congo (ONUC), which was terminated in 1964,¹ has been eliminated. The text in respect of the apportionment of the expenses of the United Nations Disengagement Observer Force (UNDOF), established by the Security Council in 1974,² has been combined with that of the apportionment of the expenses of the United Nations Emergency Force (UNEF), which was set up under the authority of the Security Council in 1973.³ A new chapter has been added dealing with the apportionment of the expenses of the United Nations Interim Force in Lebanon (UNIFIL) established by the Security Council in 1978.⁴

I. GENERAL SURVEY

2. Although "capacity to pay" remained the basic factor in the determination of assessed contributions of Member States, concern was expressed by a number of Member States regarding the equitableness of the scale of assessment in the face of the changing world economic situation and especially the growing economic disparity between developed and developing countries. The Committee on Contributions accordingly reviewed its terms of reference and made several studies of its criteria and guidelines with respect to the formulation of the scale. In addition to some adjustments introduced by the Committee in certain of the allowance formulas which had been designed with a view to avoiding anomalies in assessments, it recommended, and the General Assembly agreed to, the deletion from its terms of reference of the per capita ceiling principle as well as the provision concerning "the temporary dislocation of national economies arising out of the Second World War". The Assembly decided to adjust the rate of assessment of the largest contributor, and to lower the minimum assessment rate. The membership of the Committee on Contributions was increased by the General Assembly during the period under review in order to provide for a broader representation of Member States and greater objectivity. Upon the recommendation of the Fifth Committee, the General Assembly, at its twenty-fifth and twenty-eighth sessions, adopted scales of assessment for the three-year periods 1971-1973 and 1974-1976, respectively. At its thirty-first session it decided on a scale for one year, 1977, and adopted a scale for 1978 and 1979 at its thirty-second session. The scales adopted by the Assembly during the period under review continued to be based on the average of national income estimates for the three latest years for which

figures were available, with one exception. In order to avoid sharp variations in rates of assessment, the Assembly agreed to the use by the Committee on Contributions of statistics based on the latest seven years for the 1978 and 1979 scale.

3. At its twenty-eighth through thirty-third sessions, the General Assembly adopted scales of assessment which apportioned the expenses of the newly created United Nations Emergency Force (UNEF) and a United Nations Disengagement Observer Force (UNDOF). These scales were based on the principle of the collective responsibility of Member States in sharing the costs of peace-keeping operations, and the Assembly's decision that such expenses should be financed through a procedure different from that applied to meet the expenses of the regular budget of the Organization. To this end, the scales adopted by the Assembly took account of the fact that the permanent members of the Security Council had a special responsibility in financing peace-keeping operations, and that the economically more developed countries were in a position to make relatively larger contributions towards such operations as compared with economically less developed countries.

4. At its eighth special session and at its thirty-third session the General Assembly appropriated funds and adopted a scale of assessment for the apportionment of the expenses with respect to the United Nations Interim Force in Lebanon (UNIFIL) created by the Security Council in 1978. The apportionment of the expenses was based on the same general principles as that for the UNEF/UNDOF peace-keeping operation.

II. ANALYTICAL SUMMARY OF PRACTICE

A. Basis for determining capacity to pay

1. TERMS OF REFERENCE

5. In accordance with the original terms of reference of the Committee on Contributions as adopted by the General Assembly in 1946,⁵ the expenses of the United Nations should be apportioned broadly according to capacity to pay, and comparative estimates of national income were recommended as the fairest guide in that respect. During the period

under review, although this basic concept continued to be applied by the Committee on Contributions in its review and establishment of the scale of assessments, the main factors which were taken into account in order to avoid anomalous assessments relating to the use of comparative estimates of national income were widely commented upon in the General Assembly and reviewed by the Committee on Contributions. Some of the factors such as the per capita ceiling and the temporary dislocation of national economies arising out of the Second World War were deleted from the terms of refer-

ence, and others were modified in the course of the period under review. These changes are described under the relevant headings in the paragraphs below.

2. STATISTICAL INFORMATION

6. At its thirty-first session, the General Assembly requested the Committee on Contributions to study urgently and in depth ways and means of increasing the fairness and equity of the scales of assessments, in particular by seeking improvements in the statistical measurement of the relative capacity to pay, including new or additional indicators and criteria.⁶ The Committee accordingly explored the possibility of combining the national income data, which it used for the purpose of drawing up the scale, with 18 other indicators of an economic and social nature. The Committee's examination showed that it was virtually impossible to establish a composite indicator which would reflect the widely diverse historical patterns of socio-economic development and of ethical and cultural attitudes of the United Nations membership as a whole. These difficulties, together with the almost universal adoption of standardized systems of national accounts, their regular publication and common understanding that the aggregate of national income portrays the totality of the national production of goods and services, led the Committee to conclude that, in the current stage of statistical science, national income was the only single indicator which could be statistically compiled for all countries and therefore used as the principal measure of capacity to pay.⁷

7. The Committee also studied the case of countries with commodity-oriented economies and the question of whether account should be taken of the effect of sharp declines in export prices and of the increasing price of imports on their capacity to pay. It noted that, as in the case of any other factor affecting the economy of a country, such declines would be reflected in the national incomes of Member States in the following base period and would to some extent, therefore, be taken into account in the ensuing scale.⁸

8. The problem of ensuring that the element of inflation did not distort the statistical measurement of a country's national income and therefore its capacity to pay engaged the attention of the Committee for a number of years. In its report to the General Assembly at its twenty-fourth session, the Committee stated that it had traditionally based its calculations on a measure of national output data expressed in current prices converted into United States dollars and described the serious difficulties involved in the use of constant prices instead of current prices—a procedure which would serve to eliminate the effect of differential price changes on the national income. The Committee had also not found it possible to standardize the price changes for the determination of national income. In seeking improvement in the statistical measurement of capacity to pay, the Committee was still encountering the same difficulties, since data in constant prices compiled in the manner required for international comparisons were not universally available, nor did an internationally agreed set of statistical techniques exist to the degree necessary for the Committee's work even if data were available. The Committee concluded that it had no alternative but to continue its use of national income data in current prices.⁹ When it continued to pursue the problem at the thirty-third session, the Committee found that, aside from conceptual and practical problems, data in constant prices were available for only some 70 Member States and that it was not anticipated that they would be available for all Member States for at least another decade.¹⁰

9. At the thirty-third session, the Committee continued its search for improvements and refinements in the methodology employed for its conversion of national currencies into a common unit and undertook a study in depth of the possibil-

ity of substituting for the United States dollar a scale based on special drawing rights, a basket of currencies conceived for the purpose, various international units of account, and purchasing power parities as a substitute for exchange rates; it found these possibilities were not suitable for translation into a common unit. The Committee concluded that for the near future it should retain its use of the United States dollar for the conversion of national income into a common unit.¹¹

3. USE OF COMPARATIVE ESTIMATES OF NATIONAL INCOME

10. Whereas the Committee on Contributions continued during the period under review to base its computation of relative capacity to pay on an average of national income estimates based on the three latest years for which figures were available, the Committee's recommendations on the scales of assessments for the years 1978 and 1979 were based on statistics for the latest seven years.

11. At its thirty-first session, the General Assembly requested the Committee, in studying means of increasing the fairness and equity of the scales of assessments, to consider the possibility of mitigating extreme variations in assessments between two successive scales, without departing essentially from the principle of capacity to pay, either by increasing the statistical base period from three years to some longer period or by any other appropriate method. The Committee was also asked to bear in mind the fact that the capacity to pay of Member States might be subject to severe fluctuations in economic activity for a variety of reasons.¹²

12. After examining the suggestions made by certain Member States that increases between successive years should be limited to a fixed percentage and other related proposals, the Committee on Contributions was unable to develop a workable, universally and directly applicable system of limitations, either in percentage or in absolute terms, to be imposed on changes, both upward and downward. It then examined the consequences on individual rates of assessment of a variety of statistical base periods and was generally in agreement that, for the 1978-1979 scale, a seven-year base period, which would include the years 1969-1975, served best to alleviate the sharp variations in rates of assessment. The opinion reached, however, was not unanimous or unqualified. Several of its members stressed that, in formulating each scale, the Committee should have full latitude to adjust the length of the base period in the way best suited to serve the purpose of ensuring the fairness and equity of the scale. Some members, though not opposing the validity of the extended base period, expressed concern regarding the possibility of its establishing a precedent for the work of the Committee. On the other hand, some members thought that the new base period ought to be continued for some time in the interests of fairness and consistency. Other members seriously questioned the utility of the introduction of the seven-year base period entailing the use of statistics which would be 9 or 10 years out of date when the scales came to be applied.¹³

4. FACTORS TO BE TAKEN INTO ACCOUNT TO AVOID ANOMALOUS ASSESSMENTS

a. Comparative income per head of population

13. An allowance for this factor has been made in all scales of assessment recommended by the Committee on Contributions. The method followed until the 1965-1967 scale was adopted was to grant to all countries with a per capita income below \$1,000 per annum a reduction of their basis of assessments by amounts which, for countries with the lowest per capita incomes, approached a maximum of 50 per cent.¹⁴ In response to General Assembly directives¹⁵ "to give due attention to developing countries in view of their special economic

and financial problems", the Committee on Contributions, in drawing up the 1965-1967 scale in 1964, started to give special attention to the countries whose level of per capita income fell below \$300. In the scale recommended by the Committee for 1971-1973, special attention for the concession of relief was given to an even wider range of low per capita income countries.¹⁶

14. The question of the allowance for low per capita income and the attention to be given to developing countries in view of their economic and financial problems continued to be the subject of discussions in the Fifth Committee and the Committee on Contributions during the period under review. As a result of its detailed study of several variants in the allowance formula, the Committee on Contributions expressed the view that changing the elements of the allowance formula would be justified, particularly when account was taken of the change in the per capita income of Member States, of changes in value of the dollar and of the General Assembly's request for special attention to be given to developing countries. This view became the background of General Assembly resolution 2961 C (XXVII) of 1972 in which the Assembly requested the Committee, at its next review of the scale, "to change the elements of the low per capita income formula so as to adjust it to the changing world economic conditions". In drawing up the scale for 1974-1976, the Committee concluded that the most effective way to respond to the Assembly's directive and to provide progressive relief in the scale would be to raise the upper limit of the allowance to \$1,500 and to increase the maximum reduction to 60 per cent.¹⁷

15. During the debate in the Fifth Committee at the twenty-ninth session, it was agreed by a number of delegations that, due to the effects of the changed economic situation and the inflationary pressures on future scales of assessment, a review of the low per capita income allowance formula should be undertaken by the Committee on Contributions. It was pointed out that the elements which had formed the basis for the existing formula had altered sharply since the 1974-1976 scale had been established and that the possibility of an adjusted formula should be examined in connexion with the next review of the scale.¹⁸

16. When drawing up the scale for 1977-1979, the Committee on Contributions, recognizing that the existing per capita allowance formula no longer provided a sufficient relief to developing countries and, in particular, to low per capita income countries due to economic changes, decided to adopt a new upper limit of \$1,800 and a new maximum reduction of 70 per cent in the formulation of the scale.¹⁹

b. Temporary dislocation of national economies arising out of the Second World War

17. At the 2164th plenary meeting, at its twenty-eighth session, the General Assembly endorsed the decision of the Fifth Committee²⁰ to delete from the terms of reference of the Committee on Contributions the provision concerning the "temporary dislocation of national economies arising out of the Second World War".²¹ The decision taken by the Fifth Committee was based on the fact that the provision was obsolete and that it was no longer taken into account by the Committee on Contributions in the establishment of the scale.²²

c. The ability of Members to secure foreign currency

18. Financial Regulation 5.5 of the United Nations provides that annual contributions and advances to the Working Capital Fund of the United Nations shall be assessed and paid in United States dollars. In order to lessen the difficulties that some Member States have in obtaining foreign currency, the General Assembly, under the scale of assessments resolution, has empowered the Secretary-General to accept, at his

discretion and after consultation with the Chairman of the Committee on Contributions, a portion of the contributions of Member States in currencies other than United States dollars. In addition, although no systematic allowance has been devised by the Committee on Contributions for the ability of Members to secure foreign currency, through the use of available data on the servicing and amortization of external debts, the Committee has taken into account payment difficulties of Members and made corresponding downward adjustments in individual assessments.²³

19. In its report to the General Assembly at its twenty-fifth session, the Fifth Committee recommended that "the needs of the Organization in currencies other than the United States dollar should be met by giving priority for payments in non-United States currencies to the countries whose currencies they may be". In its report at the twenty-sixth session, the Fifth Committee (a) approved the interpretation given by the Secretary-General to the meaning of the word "priority" which he had correctly taken to mean absolute priority and (b) recommended that the Committee on Contributions should review the criteria for selection of currencies other than the United States dollar for payment of contributions to the regular budget and report to the General Assembly at its twenty-seventh session. It was also suggested that the Committee on Contributions might adopt the procedure of giving automatic relief to countries that had to devote, for instance, one fifth of their foreign earnings to the servicing of foreign debts.²⁴ The Committee studied a series of data bearing on this problem and noted that there were wide variations among countries in the nature and extent of the external public debt, the terms on which the debt was serviced, and the relationship of debt-servicing costs to export earnings. The Committee recognized again the difficulties in the way of devising any systematic and sound way of making allowance for this factor in determining assessment rates, and continued its practice of taking foreign indebtedness into account as appropriate.

20. Provision continued to be made in the scale of assessments for a portion of the contributions to be made in currencies other than United States dollars during the period under review. In accordance with the recommendation of the Fifth Committee, the Secretary-General continued to give absolute priority to each Member for payment in its own currency.

B. Upper and lower limits on contributions

1. OVER-ALL MAXIMUM CEILING

21. The General Assembly, in resolution 238 A (III), accepted the principle of a ceiling to be fixed on the rate of contribution of the Member State bearing the highest assessment, recognizing "that in normal times no one Member State should contribute more than one-third of the ordinary expenses of the United Nations for any one year".

22. At its twelfth session, the General Assembly decided, under resolution 1137 (XII), that "in principle, the maximum contribution of any one Member State to the ordinary expenses of the United Nations shall not exceed 30 per cent of the total" and gave certain specific directives to the Committee on Contributions with regard to the steps to be taken in preparing the scale of assessments for 1958 and subsequent years. In compliance with these directives, the United States' assessment was gradually reduced²⁵ from 33.33 per cent in the 1959 scale to 31.57 per cent in the 1968-1970 scale. A further reduction to 31.52 per cent was included in the scale of assessment adopted by the General Assembly at its twenty-fifth session under resolution 2654 (XXV).

23. At its twenty-seventh session the General Assembly, in resolution 2961 B (XXVII), decided that, as a matter of principle, the maximum contribution of any one Member State to

the ordinary expenses of the United Nations should not exceed 25 per cent of the total. Accordingly, the United States' assessment was reduced to 25 per cent in the 1974-1976 scale of assessments.²⁶

2. PER CAPITA CEILING

24. Under its resolution 238 A (III) the General Assembly decided that "in normal times the per capita contribution of any Member should not exceed the per capita contribution of the Member which bears the highest assessment". This principle was fully implemented in all scales of assessment beginning with 1956.

25. In 1972, at the twenty-seventh session of the General Assembly, during the discussion on the scale in the Fifth Committee, two Member States announced that they had decided to forgo the benefits they would have derived from the implementation of the per capita ceiling principle as a consequence of the lowering of the ceiling of the maximum contribution to 25 per cent.²⁷ Subsequently, one other Member informed the Committee on Contributions that it had decided to take the same position. In drawing up the 1974-1976 scale, the Committee on Contributions took into account the position taken by the three Governments and suggested that the General Assembly might wish to consider whether the changed situation brought about by the reduction of the maximum contribution might warrant re-examination of the per capita ceiling principle by the Committee at a subsequent session.²⁸ The Fifth Committee decided to adopt the suggestion of the Committee on Contributions, and its decision was subsequently endorsed by the General Assembly.²⁹

26. At its twenty-ninth session, in 1974, the General Assembly, under resolution 3228 (XXIX), noting the recommendation of the Committee on Contributions in its report on its thirty-fourth session,³⁰ decided to abolish the per capita ceiling principle in the formulation and establishment of rates of assessment, commencing with the 1977-1979 scale.

3. MINIMUM ASSESSMENT

27. The question of the appropriateness of maintaining the minimum rate of assessment at 0.04 per cent, as set out in General Assembly resolution 69 (I), was studied by the Committee on Contributions in 1968 in response to the concern expressed during the debate on the 1969-1970 scale in the Fifth Committee. In its report to the twenty-third session of the General Assembly, the Committee on Contributions concluded that the grounds for maintaining the "floor" rate in the past continued to be valid.³¹ During the twenty-fourth session some delegations continued to express some doubts as to the validity of maintaining the 0.04 per cent rate for an increasing number of Member States with varying degrees of economic and financial difficulties.

28. At its twenty-eighth session, in 1973, the General Assembly, in resolution 2961 (XXVII), requested the Committee on Contributions, in formulating the coming scale (1974-1976), to lower the "floor" rate from 0.04 per cent to 0.02 per cent to allow the adjustments necessary for the developing countries, in particular those with the lowest per capita income. Accordingly, in the 1974-1976 scale,³² the Committee on Contributions reduced the minimum rate to 0.02 per cent for all Member States whose national income statistics, after appropriate adjustments for low per capita income, justified the minimum rate.

29. At its thirty-first session, the General Assembly, under resolution 31/95, in which it reaffirmed that the capacity of Member States to contribute towards the payment of the budgetary expenses of the United Nations was the fundamental criterion on which scales of assessment were based,

decided to lower the "floor" rate for purposes of formulating and establishing rates of assessment, and requested the Committee on Contributions to reflect its decision in formulating the coming scale "in so far as purely practical and technical limitations in calculating permit, which should be understood to mean a minimum payment of no less than 0.01 per cent of the total expenses of the Organization". In the 1978-1979 scale, adopted by the General Assembly under resolution 32/39, 66 Members were assessed at the new "floor" rate of 0.01 per cent and 17 at 0.02 per cent as opposed to a total of 81 Members which had been assessed at 0.02 per cent in the 1977 scale.

4. MINIMUM CONTRIBUTIONS FOR NEW MEMBERS FOR THE YEAR OF ADMISSION

30. Under the terms of General Assembly resolution 69 (I) of 14 December 1946, new Members are required to contribute to the annual budget of the year in which they are first admitted at least 33.33 per cent of their percentage of assessment determined for the following year. By subsequent decisions of the General Assembly, exceptions have been made to the one-third rule, with the prescribed minimum having been reduced to one ninth for almost all new States admitted to membership in the Organization since 1955.

31. During the period under review, the General Assembly continued the latter practice with the exception of its decision at its twenty-eighth session³³ to assess the Bahamas, the German Democratic Republic and the Federal Republic of Germany, which became Members in 1973, at the one-third rate for the financial year 1973.

32. Starting with the thirtieth session, in 1975, the General Assembly decided that the contributions of new Member States should be applied on the same basis of assessment as for other Member States except that, in the case of appropriations approved under General Assembly resolutions relating to peace-keeping operations, the contributions of those States (as determined by the group of contributors to which they were assigned by the Assembly) should be calculated in proportion to the calendar year.³⁴

C. Revision of scales of assessment

33. The practice established by the General Assembly at its tenth session of applying scales of assessment for a three-year period beginning with the scale it adopted for the years 1956, 1957 and 1958³⁵ continued during the period under review, with one exception. At its thirty-first session, the Assembly decided, in resolution 31/95 B, to adopt a scale for the year 1977 instead of the scale proposed by the Committee on Contributions for the period 1977-1979, and that, as an exception to rule 160 of its rules of procedure,³⁶ the new scale would be reviewed by an enlarged Committee on Contributions³⁷ in 1977 when a report would be submitted to the Assembly at its thirty-second session. At the same time, the Committee was requested to draw up future scales of assessment on the basis of (a) the criteria currently in effect, (b) additional criteria contained in resolution 31/95 A,³⁸ (c) the continuing disparity between the economies of developed and developing countries, (d) methods which avoided excessive variations of individual rates of assessment between two successive scales and (e) the debate during the thirty-first session in the Fifth Committee, especially the concern expressed regarding steep increases in the ratio of individual assessments.

34. In another decision taken by the Assembly in resolution 31/95 A, the Committee on Contributions was requested to study urgently and in depth ways and means of increasing the fairness and equity of the scale, in particular by (a) seeking improvements in the statistical measurement of the relative

capacity to pay, (b) considering the possibility of ways of mitigating extreme variations in assessments between two successive scales and (c) bearing in mind that the capacity to pay of Member States might be subject to gross fluctuations in economic activity for a variety of reasons. The Committee was also requested to embody in its subsequent reports the particular justification for any significant increase in the assessment of any Member State between two successive scales.

35. The General Assembly took these actions pursuant to a lengthy debate in the Fifth Committee in which Member States expressed concern and widely different views regarding the scale proposed by the Committee on Contributions for the period 1977-1979.³⁹ Those Member States opposed to the Committee's recommendations maintained that the time had come for an in-depth look at the criteria used for formulating the scale. They believed that the criteria used, as laid down by the General Assembly, were hopelessly outdated, ran counter to economic realities and should be redefined. Various proposals were advanced relating to capacity to pay, the per capita formula, the use of statistics by the Committee on Contributions, maximum and minimum rates of assessment⁴⁰ and the possibility of developing scales annually or in accordance with the budget cycle. Those Member States supporting the recommendations of the Committee on Contributions maintained that those recommendations were a realistic reflection of the economies of Member States; the criteria used by the Committee had withstood the test of time and had survived changes in membership from predominantly developed to predominantly developing countries resulting in scales of assessment which had received the overwhelming support of the membership. Those expressing these views supported the retention of a scale for a triennial period.

36. A draft resolution, sponsored by Cuba and recommended for adoption by the Fifth Committee, was rejected by the General Assembly.⁴¹ The draft resolution would have called for the Assembly to decide to maintain for 1977-1979 the current rates of assessment for those developing countries whose principal export commodities had undergone a sharp price decline since 1974, in cases in which the Committee on Contributions had recommended an increase in rates.

****D. Relative merits of the percentage system and the unit system of assessment**

E. Extent to which expenses have been shared by non-member States

37. Non-member States continued to contribute to the United Nations activities listed in the *Repertory and Supplements Nos. 2, 3 and 4*.⁴² At the twenty-eighth session the General Assembly decided that the States non-members of the United Nations invited to participate in the Third United Nations Conference on the Law of the Sea should be requested to give consideration to contributing to the expenses of the Conference on the basis of the ratio determined for that purpose by the General Assembly.⁴³

38. At its 1975 session the Committee on Contributions studied the desirability of establishing uniform regulations to govern the contributions of non-member States, including to conferences in which they participated. The Committee was of the view that procedures governing such contributions had evolved somewhat haphazardly over the years and recommended that regulation 5.9⁴⁴ of the Financial Regulations of the United Nations be revised.⁴⁵ Accordingly, upon the recommendation of the Fifth Committee, the General Assembly, at its thirtieth session, in resolution 3371 B (XXX), decided that, in the drafting of United Nations treaties which called for additional expenses under the United Nations regular budget, consideration should be given to including an article which placed an obligation upon States

not Members of the United Nations to contribute to those expenses if they became parties to the treaties. It also decided to amend regulation 5.9 of the Financial Regulations of the United Nations to read as follows:

"States which are not Members of the United Nations but which become parties to the Statute of the International Court of Justice or treaty bodies financed from United Nations appropriations shall contribute to the expenses of such bodies at rates to be determined by the General Assembly. States which are not Members of the United Nations but which participate in organs or conferences financed from United Nations appropriations shall contribute to the expenses of such organs or conferences at rates to be determined by the General Assembly, unless the Assembly decides with respect to any such State to exempt it from the requirement of so contributing. Such contributions shall be taken into account as miscellaneous income".

39. The Assembly had decided to delete the word "estimated" before the words "expenses of such organs or conferences" from the original regulation since it had been following the practice of assessing non-member States for activities in which they participated on the basis of actual expenses incurred in each preceding calendar year.

F. Working Capital Fund

40. During the period under review, the General Assembly continued to maintain the Working Capital Fund at \$40 million, the level it had established at its seventeenth session under resolution 1863 A (XVII) for the year ending 31 December 1963.⁴⁶ At the twenty-eighth session and thereafter the level was established for a biennial period in conjunction with the Organization's change from a yearly to a biennial budget period.

41. At its thirtieth session, under resolution 3541 (XXX), the General Assembly decided to increase from \$150,000 to \$200,000 the amount which the Secretary-General was authorized to advance from the Working Capital Fund for the purpose of continuing the revolving fund to finance self-liquidating purchases and activities. Advances in excess of \$200,000 continued to be made with the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions.

****G. Adjustment of accounts with Member States and non-member States**

H. Membership of the Committee on Contributions

1. APPOINTMENT OF MEMBERS

42. At its thirty-third session, the General Assembly decided⁴⁷ to amend rule 159 of its rules of procedure to read as follows:

"Rule 159

"The members of the Committee on Contributions, no two of whom shall be nationals of the same State, shall be selected on the basis of broad geographical representation, personal qualifications and experience and shall serve for a period of three calendar years. Members shall retire by rotation and shall be eligible for reappointment. The General Assembly shall appoint the members of the Committee on Contributions at the regular session immediately preceding the expiration of the term of office of the members or, in case of vacancies, at the next session."

43. The amendment adopted by the Assembly concerned the first sentence of the rule and was consequent upon the change made by the United Nations from an annual to a biennial budget cycle.⁴⁸

**2. SUBSTITUTE MEMBERS

3. ENLARGEMENT OF THE COMMITTEE ON CONTRIBUTIONS

44. At its twenty-seventh session the General Assembly decided⁴⁹ to increase the membership of the Committee on Contributions from twelve⁵⁰ to thirteen and to amend accordingly, with effect from 1 January 1973, rule 160⁵¹ of the rules of procedure of the General Assembly. The Assembly took this action in order to enable a member from the People's Republic of China to participate in the deliberations of the Committee, in full implementation of its resolution 2758 (XXVI) dealing with the restoration of the lawful rights of the People's Republic of China in the United Nations.

45. At its thirty-first session, upon the recommendation of the Fifth Committee,⁵² the General Assembly decided⁵³ further to enlarge the membership of the Committee on Contributions from thirteen to eighteen, and to amend accordingly, with effect from 1 January 1977, rule 158 of its rules of procedure. The Fifth Committee's recommendation was based on the suggestion of some Members during the debate on the scale recommended by the Committee on Contributions for 1978-1979 that the membership of the Committee be expanded to provide for more adequate representation of developing countries and a greater degree of objectivity.

I. Apportionment of the expenses of the United Nations Emergency Force (UNEF) and the United Nations Disengagement Observer Force (UNDOF)

46. The Security Council, under resolution 340 (1973) dated 25 October 1973, decided to set up immediately under its authority a United Nations Emergency Force (UNEF) to be composed of personnel drawn from Member States, except the permanent members of the Security Council. In a report of the Secretary-General to the Security Council on the steps taken to give effect to its decision, approved by the Council in its resolution 341 (1973), it was stated that "the costs of the Force shall be considered as expenses of the Organization to be borne by the Members in accordance with Article 17, paragraph 2 of the Charter".

47. At its twenty-eighth session, on 11 December 1973, under resolution 3101 (XXVIII), the General Assembly, reaffirming its previous decisions that a different procedure from that applied to the regular budget expenditures was required in order to meet the expenses resulting from such operations, taking into account the responsibility of the most economically developed countries to make relatively larger contributions towards those expenses and bearing in mind the special responsibilities of the States permanent members of the Security Council in the financing of such operations, as indicated, for example, in its resolution 1874 (S-IV) of 27 June 1963, took the following steps:

"1. *Decides* to appropriate an amount of \$30 million for the operation of the United Nations Emergency Force from 25 October 1973 to 24 April 1974 inclusive and requests the Secretary-General to establish a special account for the Force;

"2. *Decides*, as an *ad hoc* arrangement, without prejudice to the positions of principle that may be taken by Member States in any consideration by the General Assembly of arrangements for the financing of peace-keeping operations:

"(a) To apportion an amount of \$18,945,000 for the above-mentioned six-month period among the States permanent members of the Security Council in the proportions determined by the scale of assessments for 1974-1976;

"(b) To apportion an amount of \$10,434,000 for the above-mentioned six-month period among the economi-

cally developed Member States which are not permanent members of the Security Council in the proportions determined by the scale of assessments for 1974-1976;

"(c) To apportion an amount of \$606,000 for the above-mentioned six-month period among the economically less developed Member States in the proportions determined by the scale of assessments for 1974-1976;

"(d) To apportion an amount of \$15,000 for the above-mentioned six-month period to the following countries among the economically less developed Member States in the proportions determined by the scale of assessments for 1974-1976: Afghanistan, Bhutan, Botswana, Burundi, Chad, Dahomey, Democratic Yemen, Ethiopia, Guinea, Haiti, Laos, Lesotho, Malawi, Maldives, Mali, Nepal, Niger, Rwanda, Senegal, Somalia, Sudan, Uganda, United Republic of Tanzania, Upper Volta and Yemen;

"3. *Decides* that, for the purpose of the present resolution, the term 'economically less developed Member States' in paragraph 2(c) above shall mean all Member States except Australia, Austria, Belgium, the Byelorussian Soviet Socialist Republic, Canada, Czechoslovakia, Denmark, Finland, the German Democratic Republic, Germany (Federal Republic of), Iceland, Ireland, Italy, Japan, Luxembourg, the Netherlands, New Zealand, Norway, Poland, Portugal, South Africa, Sweden, the Ukrainian Soviet Socialist Republic and the Member States referred to in paragraphs 2(a) and (d) above".

48. The resolution also authorized the Secretary-General to enter into commitments for UNEF at a rate not to exceed \$5 million per month for the period 25 April to 31 October 1974 inclusive, should the Security Council decide to continue the Force beyond the initial six-month period, the said amount to be proportioned in accordance with the scheme outlined above. It also invited voluntary contributions to UNEF both in cash and in the form of services and supplies acceptable to the Secretary-General.

49. During the discussion on the draft resolution in the Fifth Committee,⁵⁴ Portugal stated its right not to contribute to the financing of the Force because it maintained that it was erroneously grouped among the economically developed countries instead of the less developed.

50. The Security Council, in its resolution 362 (1974), decided to extend the mandate of UNEF for the period 25 October 1974 to 24 April 1975. The mandate of the United Nations Disengagement Observer Force (UNDOF), established by the Security Council under its resolution 350 (1974), continued until 30 November 1974. In view of the fact that the Secretary-General's authority to enter into commitments as provided for in General Assembly resolution 3101 (XXVIII) expired on 31 October 1974, the General Assembly, at its twenty-ninth session, decided to authorize the Secretary-General to enter into commitments not to exceed \$5 million for UNEF (including UNDOF) for the period 1 November to 30 November 1974 inclusive, and to apportion the expenses among Member States in accordance with the scheme set forth in General Assembly resolution 3101 (XXVIII).

51. The General Assembly also decided:⁵⁵

(a) to appropriate the amount of \$30 million as authorized and apportioned by paragraph 4 of its resolution 3101 (XXVIII) for the operation of UNEF and UNDOF for the period 25 April to 24 October 1974;

(b) in accordance with the *ad hoc* arrangements stated in resolution 3101 (XXVIII), to appropriate an additional amount of \$19.8 million for the operation of UNEF and UNDOF for the period 25 October 1973 to 24 October 1974 in the proportions determined by the 1974-1976 scale of assessments as follows:

—\$12,503,700 among Member States referred to in paragraph 2(a) of resolution 3101 (XXVIII);

—\$6,886,440 among Member States referred to in paragraph 2(b) of resolution 3101 (XXVIII);

—\$399,960 among Member States referred to in paragraph 2(c) of resolution 3101 (XXVIII);

—\$9,900 among Member States referred to in paragraph 2(d) of resolution 3101 (XXVIII).

52. The General Assembly decided⁵⁶ further to appropriate an amount of \$40 million for the operation of UNEF and UNDOF for the period 25 October 1974 to 24 April 1975, and requested the Secretary-General to continue to maintain a Special Account for the Force. The amounts of \$25,260,000, \$13,912,000, \$808,000 and \$20,000 were to be apportioned among the Member States as set forth in paragraphs 2(a), (b), (c) and (d) respectively of resolution 3101 (XXVIII) in the proportions provided therein. It also authorized the Secretary-General to enter into commitments for UNEF and UNDOF at a rate not to exceed \$6,666,667 per month for the period 25 April to 31 October 1975, should the Security Council decide to continue the Force beyond 24 April 1975. It again stressed the need for voluntary contributions and requested the Secretary-General to take all necessary action to ensure that UNEF and UNDOF were conducted with a maximum of efficiency and economy.

53. At the same time, and upon the recommendation of the Fifth Committee, the General Assembly decided that the rate of payment to troop contributing countries for pay and allowances for their troops serving in the Force would be standardized, commencing 25 October 1973, at the rate of \$500 per man per month. It further decided to establish at the standard rate of \$150 per man per month a supplementary payment for a limited number of specialists serving with the various Force contingents, the payment to be limited to a maximum of 25 per cent for the logistic contingents, and 10 per cent for other contingents, of their actual total strength. The rates would be subject to review by the General Assembly.

54. At its thirtieth session, the General Assembly took the following actions with respect to the Force:

(a) Recalling that the Secretary-General's authorization to enter into commitments for UNEF and UNDOF would expire on 31 October 1975,⁵⁷ noting that the Security Council had renewed UNEF's mandate for the period 25 October 1975 to 24 October 1976⁵⁸ and noting further that UNDOF's mandate, renewed by the Security Council,⁵⁹ was to continue only until 30 November 1975, decided to authorize the Secretary-General to enter into commitments not to exceed \$6,666,667 for UNEF (including UNDOF) for the period 1 to 30 November 1975 and to apportion the amount in accordance with the scheme set forth in its resolution 3101 (XXVIII);⁶⁰

(b) Decided to appropriate an amount of \$40 million to the Special Account for the Force as apportioned by section II of its resolution 3211 B (XXIX), for the operation of the Force for the period from 25 April to 24 October 1975;⁶¹

(c) Decided⁶² to appropriate to the Special Account an amount of \$94,275,000 for the operation of UNEF for the period 25 October 1975 to 24 October 1976. The amounts of \$59,638,365, \$32,647,432, \$1,932,638 and \$56,565 were to be apportioned among the same groups of Member States as set forth in paragraphs 2(a), (b), (c) and (d) respectively of its resolution 3101 (XXVIII) and in the proportions provided therein;

(d) Reaffirmed its definition of "economically less developed Member States" in paragraph 3 of resolution 3101 (XXVIII) except that Portugal was to be included among those Member States; stressed the need for voluntary contributions; and requested the Secretary-General to take all nec-

essary action to ensure that the Force was conducted with a maximum of efficiency and economy;⁶³

(e) Decided⁶⁴ that Bangladesh, Grenada and Guinea-Bissau would be included in the group mentioned in paragraph 2(d) of resolution 3101 (XXVIII), their contributions for the Force to be calculated in accordance with paragraph (d) of resolution 3371 A (XXX),⁶⁵ and their contributions until 24 October 1975 to be treated as miscellaneous income to be set off against the appropriation of \$94,275,000 mentioned in (c) above;

(f) Decided to appropriate to the Special Account an amount of \$1,600,000 for UNDOF for the period 25 October to 30 November 1975 to be apportioned in accordance with section II of its resolution 3374 B (XXX);⁶⁶

(g) Decided⁶⁷ to appropriate to the Special Account an amount of \$7,731,818 for UNDOF for the period 1 December 1975 to 31 May 1976. The amounts of \$4,891,148, \$2,677,529, \$158,502 and \$4,639 were to be apportioned among the same groups of Member States as set forth in paragraphs 2(a), (b), (c) and (d) respectively of its resolution 3101 (XXVIII) in the proportions provided therein;

(h) Authorized the Secretary-General to enter into commitments for UNDOF at a rate not to exceed \$1,288,636 per month for the period 1 June to 31 October 1976, should the Security Council decide to continue the Force beyond the period authorized under its resolution 381 (1975);⁶⁸

(i) Again reaffirmed the definition of the term "economically less developed Member States", stressed the need for voluntary contributions to UNDOF and requested the Secretary-General to ensure that UNDOF was conducted with the maximum of efficiency and economy;⁶⁹

(j) Decided that Bangladesh, Grenada and Guinea-Bissau would contribute to UNDOF in the same manner as set forth in section IV of resolution 3374 B (XXX).⁷⁰

55. The General Assembly, on the recommendation of the Fifth Committee, also approved the principle of paying troop contributors for the usage factor for personal clothing, gear and equipment issued by Governments to their troops and requested the Secretary-General to negotiate with the troop contributors to arrive at sound and reasonable settlements.⁷¹

56. At its thirty-first session the General Assembly, noting that the Security Council had renewed the mandate of UNEF for the period 25 October 1976 to 24 October 1977,⁷² and that the mandate of UNDOF continued until 30 November 1976,⁷³ decided⁷⁴ to authorize the Secretary-General to enter into commitments for UNEF at a rate not to exceed \$6,916,666 per month for the period 25 October to 30 November 1976, and for UNDOF in an amount not to exceed \$1,288,636 for the period 1 to 30 November 1976. These amounts were to be apportioned in accordance with the scheme set forth in its resolutions 3374 B and C (XXX).

57. It also decided⁷⁵ to authorize the Secretary-General to enter into commitments for UNEF and UNDOF at a rate not to exceed \$6,739,205 and \$1,393,607 per month respectively for the period 1 to 31 December 1976, and to have these expenses apportioned in accordance with the scheme set forth in its resolutions 3374 B (XXX) and 3374 C (XXX).

58. At the same time, under resolution 31/5 C, sections I, II and III, the General Assembly:

(a) Decided to appropriate to the Special Account an amount of \$76,276,000 for the operation of UNEF for the period 25 October 1976 to 24 October 1977. An amount of \$14,147,968 was to be apportioned on a *pro rata* basis in the proportions determined by the scale of assessments for 1974-1976, and an amount of \$62,128,032 in the proportions determined by the scale for 1977;

(b) Decided to apportion the amounts of \$47,082,775, \$27,476,768, \$1,663,063 and \$53,394 among the groups of Member States as set forth in paragraphs 2(a), (b), (c) and (d)

respectively of resolution 3101 (XXVIII). These amounts were to be apportioned partly in the proportions determined by the scale of assessments for 1974-1976 and partly by the 1977 scale;⁷⁶

(c) Again stressed the need for voluntary contributions and requested the Secretary-General to ensure the most efficient and economical conduct of the Force;

(d) Decided that Cape Verde, the Comoros, Mozambique, Papua New Guinea, Sao Tome and Principe and Surinam should be included in the group of Member States mentioned in paragraph 2 (d) of its resolution 3101 (XXVIII) and that their contributions would be calculated in accordance with paragraph (g) of resolution 31/95 B.⁷⁷ The contributions were to be treated as miscellaneous income to be set off against the appropriations apportioned in section I of the present resolution.

59. Under resolution 31/5 D, sections I-V, the General Assembly decided to take the following actions respectively with respect to UNDOF:

(a) Decided to appropriate an amount of \$6,152,182 to the Special Account for the operation of UNDOF for the period 1 June to 24 October 1976, with apportionment as authorized under section III of its resolution 3374 C (XXX);

(b) Decided to appropriate an amount of \$9,824,086 to the Special Account for the operation of UNDOF for the period 25 October 1976 to 31 May 1977:

—to apportion the amount of \$3,026,169, pertaining on a *pro rata* basis to the period 25 October-31 December 1976, in the proportions determined by the scale of assessments for 1974-1976, and, on the same basis for the period 1 January-31 May 1977, the amount of \$6,797,917 in the proportions determined by the 1977 scale;

—to apportion for the period 25 October 1976 to 31 May 1977 the amounts of \$6,086,613, \$3,518,325, \$212,271 and \$6,877 among the groups of Member States as set forth in paragraphs 2(a), (b), (c) and (d) respectively of its resolution 3101 (XXVIII). These amounts were to be apportioned partly in the proportions determined by the 1974-1976 scale of assessments and partly by the 1977 scale;⁷⁸

(c) Authorized the Secretary-General to enter into commitments for UNDOF at a rate not to exceed \$1,359,583 per month for the period 1 June-24 October 1977, should the Security Council decide to continue the Force beyond the six-month period ending on 31 May 1977 authorized under its resolution 398 (1976). The amount was to be apportioned in accordance with the scheme set out above in the present resolution;

(d) Again stressed the need for voluntary contributions, and for the efficient and economical conduct of the Force;

(e) Decided that the contributions of the new Member States towards UNDOF would be determined in the same manner as treated with respect to UNEF.

60. The Security Council, under resolution 416 (1977), renewed the mandate of UNEF for the period 25 October 1977 to 24 October 1978 and, under resolution 408 (1977), renewed the mandate of UNDOF to continue until 30 November 1977. Noting these actions, the General Assembly, at its thirty-second session, decided⁷⁹ to authorize the Secretary-General to enter into commitments not to exceed \$6,083,333 per month for UNEF, and \$1,359,583 for UNDOF, for the period 25 October to 30 November 1977. These expenses were to be apportioned according to the scheme set forth in resolutions 31/5 C and D.

61. Under its resolution 32/4 B, sections I-III respectively, the General Assembly took the following actions with respect to UNEF:

(a) It decided to appropriate to the Special Account an amount of \$76,321,000 for the operation of UNEF for the period 25 October 1977 to 24 October 1978; to apportion an

amount of \$14,156,315, pertaining on a *pro rata* basis to the period 25 October to 31 December 1977, among Member States in the proportions determined by the 1977 scale of assessments, and an amount of \$62,164,685, pertaining on a *pro rata* basis to the period 1 January to 24 October 1978, in the proportions determined by the 1978 scale; and to apportion, for the period 25 October 1977 to 24 October 1978, the amounts of \$46,763,599, \$27,896,680, \$1,624,530 and \$36,191 among the groups of Member States as set forth in paragraphs 2(a), (b), (c) and (d) respectively of its resolution 3101 (XXVIII). These amounts were to be apportioned partly in the proportions determined by the 1977 scale of assessments and partly by the 1978 scale.⁸⁰

(b) It again stressed the need for voluntary contributions and for the efficient and economical conduct of UNEF.

(c) It decided that Angola, Samoa and Seychelles would be included in the group of Member States mentioned in paragraph 2(d) of its resolution 3101 (XXVIII), their contributions to be calculated in accordance with paragraph (f) of its resolution 32/39⁸¹ and treated as miscellaneous income to be set off against the appropriations apportioned in section I of the present resolution.

62. At the same session, the General Assembly took the following actions under resolution 32/4 C, sections I-V, with respect to UNDOF:

(a) It decided to appropriate to the Special Account an amount of \$6,490,912 for the operation of UNDOF for the period 1 June to 24 October 1977.

(b) It also decided to appropriate to the Special Account an amount of \$11,611,871 for the period 25 October 1977 to 31 May 1978; to apportion an amount of \$3,576,871, pertaining on a *pro rata* basis to the period from 25 October to 31 December 1977, among Member States in the proportions determined by the 1977 scale of assessments and an amount of \$8,035,000 pertaining on a *pro rata* basis to the period 1 January to 31 May 1978 in the proportions determined by the 1978 scale; and to apportion for the period 25 October 1977 to 31 May 1978 the amounts of \$7,116,563, \$4,240,645, \$248,588 and \$6,075 among the Member States referred to in paragraphs 2(a), (b), (c) and (d) of its resolution 3101 (XXVIII), to be apportioned partly in the proportions determined by the scale of assessments for 1977 and partly by the 1978 scale.⁸²

(c) It authorized the Secretary-General to enter into commitments for UNDOF at a rate not to exceed \$1,607,000 per month for the period 1 June to 24 October 1978, should the Security Council decide to continue the Force beyond 31 May 1978, the amount to be apportioned in accordance with the scheme set out above in the present resolution.

(d) It continued to stress the need for voluntary contributions and for the conduct of the Force with a maximum of efficiency and economy.

(e) The contributions of Angola, Samoa and Seychelles would be determined in the same manner as set forth above with respect to UNEF.

63. At its thirty-third session the General Assembly took a number of actions with respect to the Force. The Security Council, on 23 October 1978, decided to renew the mandate of UNEF for the period 25 October 1978 to 24 July 1979,⁸³ and to continue the mandate of UNDOF until 30 November 1978.⁸⁴ The Assembly, accordingly, decided⁸⁵ to authorize the Secretary-General to enter into commitments for UNEF at a rate not to exceed \$6,360,083 per month for the period 25 October to 30 November 1978 and for UNDOF at a rate not to exceed \$1,607,000 per month for the period 25 October to 30 November 1978, and to apportion the expenses among Member States in accordance with the scheme set forth in its resolutions 32/4 B and C. It also decided⁸⁶ to authorize the Secretary-General to enter into commitments for UNEF and UNDOF at rates not to exceed \$1,456,000 and \$378,000,

respectively, for the period 1 to 7 December 1978, using the same scheme of apportionment.

64. The General Assembly then went on to take the following actions under its resolution 33/13 C:

(a) It decided to appropriate to the Special Account for the Force an amount of \$58,059,000 for the operation of UNEF for the period 25 October 1978 to 24 July 1979, and to apportion this amount among Member States as follows and in the proportions determined by the scale of assessments for 1978 and 1979:

—\$35,561,137 among Member States referred to in paragraph 2(a) of its resolution 3101 (XXVIII);

—\$21,249,594 among Member States referred to in paragraph 2(b) of resolution 3101 (XXVIII) and section II, paragraph 2(b), of resolution 3374 B (XXX);

—\$1,225,045 among Member States referred to in paragraph 2(c) of resolution 3101 (XXVIII) and section II, paragraph 2(c), of resolution 3374 B (XXX);

—\$23,224 among Member States referred to in paragraph 2(d) of resolution 3101 (XXVIII), section IV, paragraph 1, of resolution 3374 B (XXX), section III, paragraph 1, of resolution 31/5 C and section III, paragraph 1, of resolution 32/4 B.

There would be set off against the above-mentioned apportionment the share of Member States in the Tax Equalization Fund of the estimated staff assessment income of \$743,000 approved for the period 25 October 1978 to 24 July 1979.

(b) It authorized the Secretary-General to enter into commitments for UNEF at a rate not to exceed \$6,082,333 gross (\$6 million net) per month for the period 25 July to 24 October 1979, should the Security Council decide to continue the Force beyond 24 July 1979, to be apportioned in accordance with the scheme set out in the present resolution, stressed the need for voluntary contributions and requested the Secretary-General to ensure the most efficient and economical conduct of the Force.

(c) It decided that Djibouti and Viet Nam should be included in the group of Member States mentioned in paragraph 2(d) and (c) respectively of resolution 3101 (XXVIII), and that their contributions for UNEF should be calculated in accordance with paragraph 4 of resolution 33/11⁸⁷ and treated as miscellaneous income to be set off against the apportionment of the appropriation of \$58,059,000 mentioned above.

65. With respect to UNDOF, the General Assembly took the following actions under resolution 33/13 D:

(a) It decided to appropriate to the Special Account an amount of \$7,672,129 authorized and apportioned by section III of its resolution 32/4 C for the operation of UNDOF for the period 1 June to 24 October 1978.

(b) It decided to appropriate to the Special Account an amount of \$12,159,828 for the operation of UNDOF for the period 25 October 1978 to 31 May 1979, and to apportion this amount among Member States in the proportions determined by the scale of assessments for 1978 and 1979, as follows:

—\$7,447,895 among Member States referred to in paragraph 2(a) of its resolution 3101 (XXVIII);

—\$4,450,497 among Member States referred to in paragraph 2(b) of its resolution 3101 (XXVIII) and section II, paragraph 2(b), of its resolution 3374 C (XXX);

—\$256,572 among Member States referred to in paragraph 2(c) of its resolution 3101 (XXVIII) and section II, paragraph 2(c), of its resolution 3374 C (XXX);

—\$4,864 among Member States referred to in paragraph 2(d) of its resolution 3101 (XXVIII), section V, paragraph 1, of its resolution 3374 C (XXX), section V, paragraph 1, of its resolution 31/5 D and section V, paragraph 1, of its resolution 32/4 C.

Their respective share in the Tax Equalization Fund of the estimated staff assessment income of \$121,634, approved for the period 25 October 1978 to 31 May 1979, would be set off against the apportionment among Member States as provided for above.

(c) It authorized the Secretary-General to enter into commitments for UNDOF at a rate not to exceed \$1,682,833 gross (\$1,666,000 net) per month for the period 1 June to 24 October 1979 should the Security Council decide to continue the Force beyond 31 May 1979, the said amount to be apportioned in accordance with the scheme set out above in the present resolution.

(d) It stressed the need for voluntary contributions and for the conduct of the Force with a maximum of efficiency and economy.

(e) It decided that Djibouti and Viet Nam should be included in the group of Member States mentioned in paragraph 2(d) and (c) respectively of its resolution 3101 (XXVIII), their contributions to be calculated in accordance with the scale of assessment for 1978 and 1979. The contributions of these Member States until 24 October 1978 would be treated as miscellaneous income to be set off against the appropriation of \$12,159,828 as apportioned in (b) above.

66. In a report to the thirty-third session,⁸⁸ the Secretary-General stated that the consolidated fund of UNEF and UNDOF showed an excess of approximately \$17.7 million. He indicated, however, that in real terms the operations had incurred a deficit since some Member States had refused to pay their assessed contributions.⁸⁹ He proposed that the appropriations required in respect of obligations owed to Governments providing contingents and/or logistic support to the Forces be retained for a period of four years in addition to the one-year period stipulated in Financial Regulations 4.3 and 4.4.

67. After a lengthy discussion in the Fifth Committee,⁹⁰ the Committee recommended and the General Assembly decided⁹¹ that the provisions of regulations 5.2(b), 5.2(d), 4.3 and 4.4 of the Financial Regulations of the United Nations should be suspended temporarily in respect of the amount of \$17,693,065 which otherwise would have to be surrendered, this amount to be held in a separately identified account and held in suspense pending a further decision of the General Assembly at its thirty-fourth session.

68. Also on the recommendation of the Fifth Committee, the General Assembly approved⁹² special arrangements for UNEF and UNDOF with regard to the application of article IV of the United Nations Financial Regulations whereby appropriations required in respect of obligations owed to Governments providing contingents and/or logistic support to the Forces would be retained beyond the twelve-month period stipulated in Financial Regulations 4.3 and 4.4.⁹³ At the end of the twelve-month period, any unliquidated obligations of the financial period in question relating to goods supplied and services rendered by Governments for which claims had been received, or which were covered by established reimbursement rates, would be transferred to accounts payable and would remain recorded in the Special Account until payment was effected. Any other unliquidated obligations of the financial period in question owed to Governments for which claims had not yet been received would remain valid for an additional period of four years following the twelve-month period provided in regulation 4.3. At the end of the four-year period any unliquidated obligations were to be cancelled and the then remaining balance of any appropriations retained therefore would be surrendered.

69. During the period under review, a number of Member States refused to contribute to the financing of UNEF and UNDOF for various stated reasons.⁹⁴ Some were fundamentally opposed to the dispatching of peace-keeping forces by the United Nations to the Middle East. Others cited para-

graph 1(e) of General Assembly resolution 1874 (S-IV)⁹⁵ maintaining that they could not accept a situation where there was no equitable apportionment of the costs involved; the "aggressor" and the "victim" were placed on the same footing. Certain other Member States refused to bear the costs entailed by operations arising from the second Sinai Agreement signed on 4 September 1975 by Egypt and Israel, maintaining that they were not parties to the agreement which had been concluded separately.

J. Apportionment of the expenses of the United Nations Interim Force in Lebanon (UNIFIL)

70. The Security Council, under resolution 425 (1978) of 19 March 1978, decided to establish immediately under its authority a United Nations interim force for Southern Lebanon. Under its resolution 426 (1978) of the same date, it decided that the force would be established for an initial period of six months and that it should continue in operation thereafter, if required, provided the Council so decided.

71. At its eighth special session, on 21 April 1978, the General Assembly decided, under section I, paragraphs 1 and 2, of its resolution S-8/2, to appropriate an amount of \$54 million for the operation of UNIFIL for the period 19 March to 18 September 1978 and to apportion it among Member States as follows in proportions determined by the scale of assessments for 1978:⁹⁶

(a) an amount of \$33,075,000 among the States permanent members of the Security Council;

(b) an amount of \$19,764,000 among the economically developed Member States which are not permanent members of the Security Council;

(c) an amount of \$1,139,400 among the economically less developed Member States;

(d) an amount of \$21,600 among the following of the economically less developed Member States: Afghanistan, Angola, Bangladesh, Benin, Bhutan, Botswana, Burundi, Cape Verde, Chad, Comoros, Democratic Yemen, Ethiopia, Grenada, Guinea, Guinea-Bissau, Haiti, Lao People's Democratic Republic, Lesotho, Malawi, Maldives, Mali, Mozambique, Nepal, Niger, Papua New Guinea, Rwanda, Samoa, Sao Tome and Principe, Senegal, Seychelles, Somalia, Sudan, Surinam, Uganda, United Republic of Tanzania, Upper Volta and Yemen.

72. Under paragraph 3, the General Assembly decided that, for the purpose of the resolution, the term "economically less developed Member States" referred to in paragraph 2(c) would mean all Member States except Australia, Austria, Belgium, the Byelorussian Soviet Socialist Republic, Canada, Czechoslovakia, Denmark, Finland, the German Democratic Republic, Germany, Federal Republic of, Iceland, Ireland, Italy, Japan, Luxembourg, the Netherlands, New Zealand, Norway, Poland, South Africa, Sweden, the Ukrainian Soviet Socialist Republic and the Member States referred to in paragraphs 2(a) and (d).

73. Also under resolution S-8/2, the General Assembly:

(a) Authorized the Secretary-General to enter into commitments for UNIFIL at a rate not to exceed \$6 million per month for the period 19 September to 31 October 1978 inclusive, should the Force be continued beyond 18 September 1978, the said amount to be apportioned among Member States in accordance with the scheme set out in its present resolution;

(b) Invited voluntary contributions to UNIFIL both in cash and in the form of services and supplies acceptable to the Secretary-General;

(c) Under section II of the resolution, called upon Israel to fulfil its responsibilities under Security Council resolution 425 (1978).

74. The Security Council, by its resolution 427 of 3 May 1978, approved an increase in the strength of UNIFIL and, by its resolution 434 of 18 September 1978, renewed its mandate for a period of four months until 19 January 1979.

75. At its thirty-third session the General Assembly, by its resolution 33/14 of 3 November 1978, bearing in mind the above-mentioned decisions of the Security Council, decided, in section I of the resolution, to appropriate an additional amount of \$6,900,000 to meet the additional expenses of the Force arising from Security Council resolution 427 (1978), the amount to be apportioned among Member States in accordance with the scheme set forth in its resolution S-8/2.⁹⁷

76. In section II, paragraph 2, of resolution 33/14, the General Assembly decided to appropriate an amount of \$44,568,000 for the operation of UNIFIL for the period from 19 September 1978 to 18 January 1979 inclusive, to be apportioned as follows in proportions determined by the scale of assessments for 1978:⁹⁸

(a) an amount of \$27,297,900 among the States permanent members of the Security Council;

(b) an amount of \$16,311,888 among the economically developed Member States which are not permanent members of the Security Council;

(c) an amount of \$940,385 among the economically less developed States;

(d) an amount of \$17,827 among the economically less developed States as set out in paragraph 2(d) of resolution S-8/2.

77. In section III of its resolution, the General Assembly authorized the Secretary-General to enter into commitments for the Force at a rate not to exceed \$11,142,000 per month for the period 19 January to 31 October 1979, should the Security Council decide to continue the Force beyond the four-month period authorized under its resolution 434 (1978). Under section V of the resolution the General Assembly decided that Djibouti and Viet Nam would be included in the group of Member States mentioned in paragraphs 2(d) and 2(c) respectively of its resolution S-8/2 and that their contributions would be calculated in accordance with paragraph 4 of General Assembly resolution 33/11 of 3 November 1978.⁹⁹

**K. United Nations bonds

**L. The question of whether certain expenditures authorized by the General Assembly constitute "expenses of the Organization" within the meaning of Article 17(2)

M. Financing of United Nations peace-keeping operations

78. The General Assembly, at its nineteenth session, under resolution 2006 (XIX), decided to establish a Special Committee on Peace-keeping Operations to undertake a comprehensive review of the whole question of peace-keeping operations in all their aspects, including ways of overcoming the financial difficulties of the Organization.¹⁰⁰

79. Subsequent to its initial decision, the General Assembly adopted a number of resolutions¹⁰¹ under which it requested the Special Committee to complete its mandate under resolution 2006 (XIX) as soon as possible.

80. During the period under review, the General Assembly adopted a number of resolutions¹⁰² which urged the Special Committee to accelerate its work and expressed concern at the limited progress achieved towards the completion of agreed guidelines to govern present and future peace-keeping operations in an effective and economical manner; urged the members of the Committee, including the members of the Security Council represented therein, to demonstrate politi-

cal will and a spirit of conciliation in resolving this matter; stressed the responsibility of Member States, in accordance with the Charter, to share equitably the financial burden of the operations; and appealed to Member States for supplementary assistance to the operations, in particular through logistic support and through making available to the United Nations any other peace-keeping potential to the best of their means.

NOTES

- ¹ G A resolution 1885 (XVIII).
² S C resolution 350 (1974).
³ S C resolution 340 (1973).
⁴ S C resolution 425 (1978).
⁵ PC/20, chap. IX, sect. 2, paras. 13 and 14, adopted under G A resolution 14 A (I), para. 3.
⁶ G A resolution 31/95 A, para. 4(a).
⁷ G A (32), Suppl. No. 11, A/32/11, paras. 10-22.
⁸ *Ibid.*, paras. 23-25.
⁹ *Ibid.*, paras. 26 and 27.
¹⁰ G A (33), Suppl. No. 11 (A/33/11), paras. 39 and 40.
¹¹ *Ibid.*, paras. 5-45.
¹² G A resolution 31/95 A, paras. 4(b) and (c).
¹³ G A (32), Suppl. No. 11 (A/32/11), paras. 35-41.
¹⁴ G A (9), Suppl. No. 10 (A/2716), para. 10.
¹⁵ G A resolutions 1927 (XVIII) and 2118 (XX).
¹⁶ G A (25), Suppl. No. 11 (A/8011).
¹⁷ G A (28), Suppl. No. 11 (A/9011).
¹⁸ G A (29), Annexes, a.i. 79, A/9850.
¹⁹ G A (31), Annexes, a.i. 100, para. 5.
²⁰ G A (28), Annexes, a.i. 84, para. 14.
²¹ PC/20, p. 108, para. 13(b), adopted under G A resolution 14 A (I), para. 3.
²² G A (28), Annexes, a.i. 84, para. 14.
²³ G A (25), Annexes, a.i. 77, A/8183, para. 8.
²⁴ G A (26), Annexes, a.i. 80, A/8489, para. 7.
²⁵ G A resolutions 1308 A (XIII), 1691 A (XVI), 2118 (XX).
²⁶ G A resolution 3062 (XXVIII).
²⁷ G A (28), Suppl. No. 11 (A/9011), para. 34.
²⁸ *Ibid.*
²⁹ *Ibid.*, Plen., 2164th mtg.
³⁰ G A (29), Suppl. No. 11 (A/9611), paras. 9-14.
³¹ See *Repertory, Supplement No. 4*, vol. I, under Article 17(2).
³² G A resolution 3228 (XXIX).
³³ G A resolution 3062 (XXVIII), para. (d).
³⁴ G A resolutions 3371 A (XXX), 31/95 B, 32/39 and 33/11.
³⁵ G A resolution 970 (X).
³⁶ Rule 160 stipulates, *inter alia*, that the scale of assessment, once fixed by the General Assembly, should not be subject to revision for at least three years unless it is clear that there have been substantial changes in relative capacity to pay.
³⁷ See paras. 44 and 45.
³⁸ See para. 29.
³⁹ G A (31), Annexes, a.i. 100.
⁴⁰ The views expressed and proposals advanced relating to these topics are reflected under the respective headings of this study of Article 17(2).
⁴¹ G A (31), Annexes, a.i. 100, para. 68, draft resolution 1 B.
⁴² See *Repertory*, under Article 17(2), para. 21; *Supplement No. 2*, vol. II, Article 17(2), para. 11; *Supplement No. 3*, vol. I, Article 17(2), para. 17; and *Supplement No. 4*, vol. I, Article 17(2), para. 28.
⁴³ G A (28), Annexes, a.i. 79, A/9319, para. 16.
⁴⁴ Financial Regulation 5.9 reads as follows: "States which are not Members of the United Nations but which become parties to the Statute of the International Court of Justice or treaty bodies financed from United Nations appropriations shall contribute to the estimated expenses of such bodies at rates to be determined by the General Assembly. Such contributions shall be taken into account as miscellaneous income."
⁴⁵ G A (30), Annexes, a.i. 102, A/103/8, para. 3.

- ⁴⁶ See *Repertory, Supplement No. 3*, Article 17(2), paras. 18-20.
⁴⁷ G A resolution 33/12.
⁴⁸ See *Repertory, Supplement No. 4*, Article 17(1), para. 9.
⁴⁹ G A resolution 2913 (XXVII).
⁵⁰ Under G A resolution 2390 (XXIII) the membership was increased from ten to twelve.
⁵¹ Subsequently renumbered as rule 158.
⁵² G A (31), Annexes, a.i. 100, A/31/427, draft resolution II.
⁵³ G A resolutions 31/95 A and 31/96.
⁵⁴ G A (28), Annexes, a.i. 109, A/9428.
⁵⁵ G A resolution 3211 B (XXIX), section I.
⁵⁶ *Ibid.*, section II.
⁵⁷ G A resolution 3211 B (XXIX), section II, para. 4.
⁵⁸ S C resolution 378 (1975).
⁵⁹ S C resolution 369 (1975).
⁶⁰ G A resolution 3374 A (XXX).
⁶¹ G A resolution 3374 B (XXX), section I.
⁶² *Ibid.*, section II.
⁶³ *Ibid.*, section III.
⁶⁴ *Ibid.*, section IV.
⁶⁵ G A resolution 3371 A (XXX).
⁶⁶ G A resolution 3374 C (XXX), section I.
⁶⁷ *Ibid.*, section II.
⁶⁸ *Ibid.*, section III.
⁶⁹ *Ibid.*, section IV.
⁷⁰ *Ibid.*, section V.
⁷¹ G A (30), Annexes, a.i. 107, A/10324/Add.3, para. 40.
⁷² S C resolution 396 (1976).
⁷³ S C resolution 390 (1976).
⁷⁴ G A resolution 31/5 A.
⁷⁵ G A resolution 31/5 B.
⁷⁶ G A resolution 31/5 C, section I, paras. 2(a), (b), (c) and (d).
⁷⁷ Under para. (g) of resolution 31/95 B, the General Assembly set forth the manner in which these new Member States were assessed with respect to the scale of assessments for 1977.
⁷⁸ G A resolution 31/5 D, section II, paras. 2(a), (b), (c) and (d).
⁷⁹ G A resolution 32/4 A.
⁸⁰ G A resolution 32/4 B, section II, paras. 2(a), (b), (c) and (d).
⁸¹ Under para. (f) of resolution 32/39, the General Assembly set forth the manner in which these new Member States were assessed with respect to the scale of assessments for the financial years 1978 and 1979.
⁸² G A resolution 32/4 C, section II, paras. 2 (a), (b), (c) and (d).
⁸³ S C resolution 438 (1978).
⁸⁴ S C resolution 429 (1978).
⁸⁵ G A resolution 33/13 A.
⁸⁶ G A resolution 33/13 B.
⁸⁷ G A resolution 33/11 deals with the scale of assessments for 1977.
⁸⁸ A/C.5/33/45 (mimeographed).
⁸⁹ See para. 69.
⁹⁰ A/C.5/33/SR.47, 49 and 53.
⁹¹ G A resolution 33/13 E.
⁹² G A resolution 33/13 F.
⁹³ Under article IV of the Financial Regulations, these regulations deal with the availability and treatment of appropriations following the financial period to which they relate.
⁹⁴ G A (28), Annexes, a.i. 109, A/9428; G A (29), 5th Com., 1653rd-1654th mtgs.; G A (30), 5th Com., 1752nd and 1754th mtgs.; G A (31), 5th Com., 39th and 59th mtgs.; G A (32), 5th Com., 23rd mtg.; and G A (33), 5th Com., 5th, 23rd, 24th, 47th and 49th mtgs.
⁹⁵ Paragraph 1(e) of resolution 1874 (S-IV) states that, "where circumstances warrant, the General Assembly should give special consideration to the situation of any Member States which are victims of, and those which are otherwise involved in, the events or actions leading to a peace-keeping operation".
⁹⁶ G A resolution S-8/2 (1978).
⁹⁷ See paras. 71-73.
⁹⁸ G A resolution 32/39.
⁹⁹ Deals with the rates of assessment for the States admitted to membership in the United Nations on 20 September 1977.
¹⁰⁰ See *Repertory, Supplement No. 3*, under Article 17(2), para. 65.
¹⁰¹ *Ibid.*, *Supplement No. 4*, under Article 17(2), para. 42.
¹⁰² G A resolutions 2670 (XXV), 2835 (XXVI), 2965 (XXVII), 3091 (XXVIII), 3239 (XXIX), 3457 (XXX), 31/105, 32/106 and 33/114.