

Nations peacekeeping operations. However, with the establishment of UNEF in 1956, followed by ONUC in 1960, peacekeeping costs expanded markedly /from 1957 to 1967, UNEF cost approximately \$217 million (U.S.), while ONUC, from its inception to its termination in 1964, cost \$392.8 million (U.S.)]. From 1957 until 1961, the General Assembly, led by the U.S.A., Britain, Canada and a number of other countries upholding the principle of collective responsibility, continued to support and adopt resolutions assessing the costs of UNEF and ONUC against the whole membership according to the UN regular scale of assessments, with reductions to the developing countries. However, the U.S.S.R., in accordance with its view that peace-keeping in all its aspects, including financing, was the sole prerogative of the Security Council, refused to pay its assessments. France chose to pay its assessed share of UNEF but not ONUC. Other countries also refused to contribute to one or both operations.

Thus the United Nations faced a serious financial situation by 1961. No assessments were levied to meet peacekeeping expenses during the last half of 1962. Instead, the General Assembly, in a resolution co-sponsored by Canada, authorized the Secretary-General to issue \$200 million (U.S.) in United Nations bonds to provide working capital to help overcome the organization's financial crisis. Proceeds from the sale of these bonds were used to finance peacekeeping operations during the last half of 1962 and the first half of 1963. Canada purchased \$6.24 million (U.S.) of bonds. Other countries, the Soviet Union and France most notably, have claimed that the bond issue was a backdoor method of financing the costs of peace-keeping and have refused to pay that portion of their annual UN budget assessments attributable to the costs of repaying the principal and interest to the bond-purchasers.

In 1961, the Assembly also decided to seek an advisory opinion from the International Court of Justice as to whether peacekeeping costs were "expenses of the organization" and thus assessable under Article 17 of the UN Charter. On July 20, 1962, the Court advised that the costs of UNEF and ONUC were legitimate expenses of the organization and, in turn, the seventeenth session of the General Assembly "accepted" this opinion.

As of January 1, 1964, some countries, including the Soviet Union, because of their continuing refusal to pay peacekeeping costs, had accumulated arrears in excess of their assessments for the preceding two years and thus, under the provisions of Article 19 of the Charter, were subject to losing their votes in the General Assembly. France came into the same category on January 1, 1965. To avoid the possibility of the U.S.S.R. and France being disenfranchised, which would have gravely imperilled the future of the United Nations, the General Assembly, in February 1965, authorized the establishment of the Special Committee on Peacekeeping Operations (the Committee of 33). Its assignment was to undertake "a comprehensive review of the whole question of peacekeeping operations in all their aspects, including ways of overcoming the present financial difficulties of the organization". On September 1, 1965, the General Assembly agreed to the consensus worked out in the Committee of 33 that the loss-of-vote sanction should not be applied with regard to UNEF and ONUC and that the financial difficulties of the organization should be solved through voluntary contributions by member states. Before this decision, Canada announced on June 21, 1965, that it would donate \$4 million (U.S.) as an unconditional voluntary contribution to a special fund to restore the United Nations to solvency. However, to date, a mere 24 countries have contributed a total of about \$23.6 million (U.S.) to the UN solvency fund.