

Charter (loss of vote in the Assembly) to those members which had failed to pay their peace-keeping assessments. In other words, it was agreed to set aside the past by not insisting on the payment of specific debts which certain countries had persistently refused to recognize, but to deal with the problems of the present by an appeal for voluntary contributions rather than by a confrontation over the issue of whether or not assessments for the cost of peace-keeping operations are binding obligations on the members. The Special Committee did not find it possible to make much progress with respect to the future and the arrangements for peace-keeping operations in the years ahead. Nor was further headway made in the Assembly. A formula for financing proposed by Ireland and other small states,<sup>1</sup> while imaginative and bold in its purpose, was received with some misgivings as an attempt to produce a solution which, if put to a vote, ran the risk of reviving the Article 19 crisis and widening the existing divisions among the permanent members of the Security Council. It was for this reason that a majority of members preferred a Canadian proposal to extend the mandate of the Special Committee and renew the appeal for voluntary contributions without raising questions of principle.

This appeal had immediate relevance to the United Nations Emergency Force (UNEF) which, with a strength at the end of 1965 of 4,580 officers and men (810 of them Canadian), is stationed on the borders between Israel and the United Arab Republic. It had been financed until 1964 by a graduated assessment on all member states and by voluntary contributions to make up the deficit caused by the rejection by the Soviet bloc and other members of its legality. However, the agreement not to raise the Article 19 issue with respect to the arrears for UNEF meant that the assessment system could not be enforced. In spite of this the Assembly, on Canada's initiative, adopted a resolution<sup>2</sup> which, though different in some details from the pattern of previous years, maintained the conception of assessment and the obligation of collective responsibility. Moreover, the new assessment formulation was so designed that, notwithstanding the fact that a number of nations have refused to contribute, there are reasonable prospects that an adequate sum will be raised.

A possible alternative to this procedure would have been a simple appeal for voluntary contributions, but the difficulties encountered in trying to finance the United Nations Force in Cyprus (UNFICYP)<sup>3</sup> the other major United Nations peace-keeping force still in operation, had illustrated the shortcomings of this method. UNFICYP, with a strength at the end of the year of

<sup>1</sup>See page 18.

<sup>2</sup>See Page 36.

<sup>3</sup>See Pages 20 and 53.