



Forum: 2nd Committee (Economic)

Issue: Re-evaluating the spending and distribution of funds on the UN peacekeeping missions

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Introduction:

Most recently on 29th June 2021, the fifth committee has approved a \$6.37 billion budget for 12 Peacekeeping missions from July 2021 to June 2022 (A/C.5/75/25), while the Secretary-General proposed a budget of \$6.47 Billion, as it is estimated that with an amount of \$6.37 billion, only 10 out of the 12 most urgent peacekeeping missions could be financed, which would lead to a global and moral issue of prioritizing one crisis over another, as the needed resourced for 12 operations cannot be afforded, therefore the UN peace operating budget of \$6.37 billion has to be distributed fairly and fitting for each mission.

Description of the issue:

United Nations (UN) Peacekeeping is a global essential institution, which is currently operating in 12 different peacekeeping missions on three different continents: MINURSO, Western Sahara; MINUSCA, Central African Republic; MINUSMA, Mali; MONUSCO; D.R. of the Congo; UNDOF, Golan; UNFICYP, Cyprus; UNIFIL, Lebanon; UNISFA, Abyei; UNMIK, Kosovo; UNMISS, South Sudan; UNMOGIP, India and Pakistan; UNTSO, Middle East. Resultingly, member states, that are affected by current crises and UN peacekeeping operations are engaged in increasing the budget, so that a sufficient and equal distribution of funds can be achieved. The total budget of the UN peacekeeping organization consists of

contributions from member states, each member state's contribution is aligned to their economic wealth, while the five permanent members of the Security Council (China, Russia, France, the United States and the United Kingdom) are prompted to contribute a larger share, considering that they are responsible for the establishment and upholding of international peace and security. (Elaborated in background information, major actors)

The overall issue, which leads to a re-evaluation of UN funds on peacekeeping operations is the fact that the approved budget of \$6.38 billion represents less than 0.5 per cent of the total global military expenditure of \$1981 billion. By Comparing, the budgetary of 2018/2019 of \$6.69 billion with the budgetary of 2021/2022 of \$6.38 billion, the reduction of \$31 million is observable, and while the Ambassador of the United States praises this development, UN's Africa group is grievously stating that this development of excessively cutting the budget could lead to an "endanger [of] the implementation of [mission] mandates."

The approved resources and their costs are divided into seven categories, which the budgetary is divided for, for each mission:

1. Military and police personnel costs
2. Civilian personnel costs
3. Operational requirements:
 - Civilian electoral observers
 - Consultants and consulting services Official travel
 - Facilities and infrastructure
 - Ground transportation
 - Air operations
 - Marine operations
 - Communications and information technology Medical
 - Special equipment
 - Other supplies, services and equipment Quick-impact projects



4. Enterprise resource planning
5. Global service delivery model
6. Peacekeeping Capability Readiness System
7. Umoja maintenance and support costs

Comparing, the Secretary-General’s budgetary proposal for peacekeeping missions, with the resources allocated to peacekeeping operations, serious differences are being revealed (both resolutions linked below), which could have an impact on the overall establishment of peace, as well as on the guidance by the three fundamental peacekeeping principles:

- Consent of the parties;
- Impartiality;
- Non-use of force except in self-defence and defence of the mandate.

Lastly, an additional major issue concerning the distribution of UN funds is the relatively small expenditure on the medical sector, compared to the expenditures on military and police personnel. This fact was proven by statistics, and the affected nations are requesting a wider focus on medical support, as 11 out of the 12 missions are an endangerment for citizens, as well as for missionaries, which leads to a need for medical assistance. Furthermore, the infrastructure, as well as universal health coverage in the affected regions is not established yet.

<u>Mission/Operation</u>	<u>Total Appropriation</u>
MINURSO (Mission for the Referendum in Western Sahara)	\$60.91 million
MINUSCA (Multidimensional Integrated Stabilization Mission in the Central African Republic)	\$1.12 billion
MONUSCO (Stabilization Mission in the Democratic Republic of the Congo)	\$1.12 billion



MINUSMA (Multidimensional Integrated Stabilization Mission in Mali)	\$1.26 billion
UNAMID (African Union-United Nations Hybrid Operation in Darfur)	\$45.72 million
UNDOF (Disengagement Observer Force)	\$65.51 million
UNFICYP (Peacekeeping Force in Cyprus)	\$57.67 million
UNIFIL (Interim Force in Lebanon)	\$510.25 million
UNISFA (Interim Security Force for Abyei)	\$280.58 million
UNMIK (Interim Administration Mission in Kosovo)	\$44.19 million
UNMISS (Mission in South Sudan)	\$1.20 billion
UNSOS (Support Office in Somalia)	\$560.07 million
UNLB (United Nations Logistics Base at Brindisi)	\$65.69 million
RSCE (Regional Service Centre in Entebbe)	\$40.27 million
Peacekeeping Support Account	\$356.41 million
TOTAL	\$6.37 billion

Source: <https://www.un.org/press/en/2021/gaab4368.doc.html>

Note: It includes related funds for the United Nations Logistics Base at Brindisi, Italy; the Regional Service Centre in Entebbe, Uganda; and the peacekeeping support account

This table concludes the overall costs for the recent cases from July 2021 to June 2022, the exact distribution for each category (A/C.5/74/18) can be found under the following source:

<https://digitallibrary.un.org/record/3868673?ln=en>

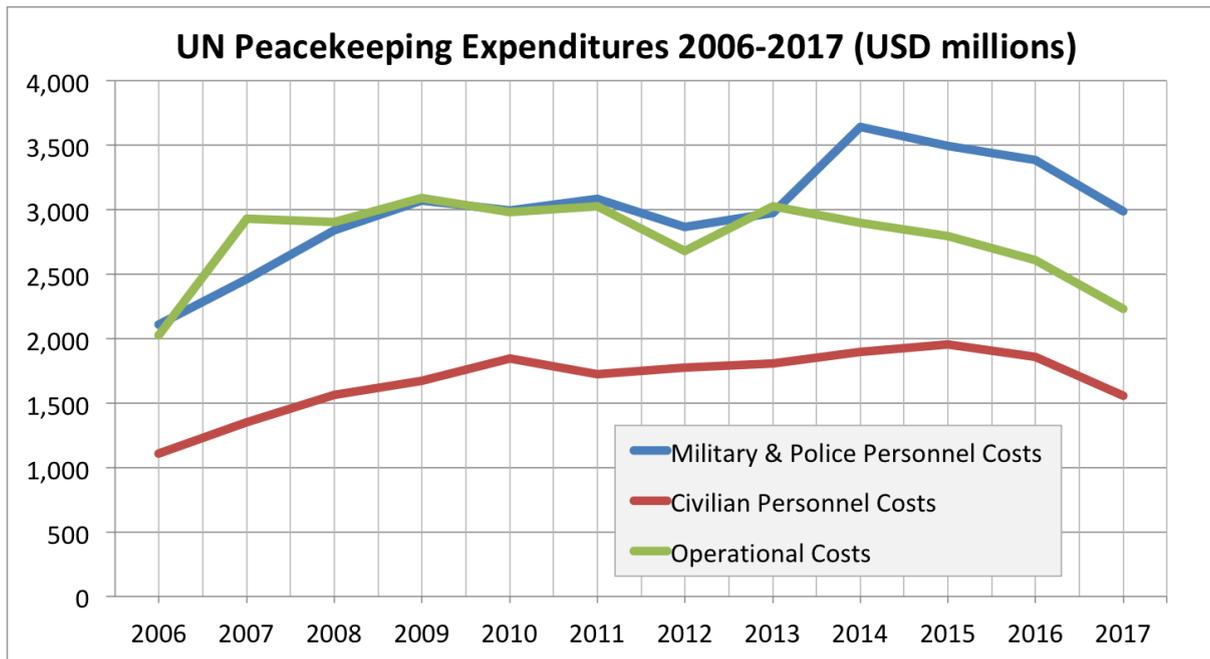


Background information:

The scale of assessments defines the number of contributions of each member state, this scale is aligned to the economic wealth of each state, thereby equal financing can be made possible. Anyhow the United States recently argued that by re-distributing the UN funds there should additionally be a focus on the amount a country contributed so far, as well as to the overall international peacemaking expenditures of each member state.

In the past, there have been numerous examples of how to distribute UN funds wisely, but the most popular one is the United Nations Mission in Sierra Leone (UNAMSIL), which was formed on 22nd October 1999, and lasted until 2006, it was the first mission where troops were allowed to use force, consequently, more troops, as well as medical staff was acquired and still, the UN peacemaking was successful budgetary-wise, as well as experience-wise.

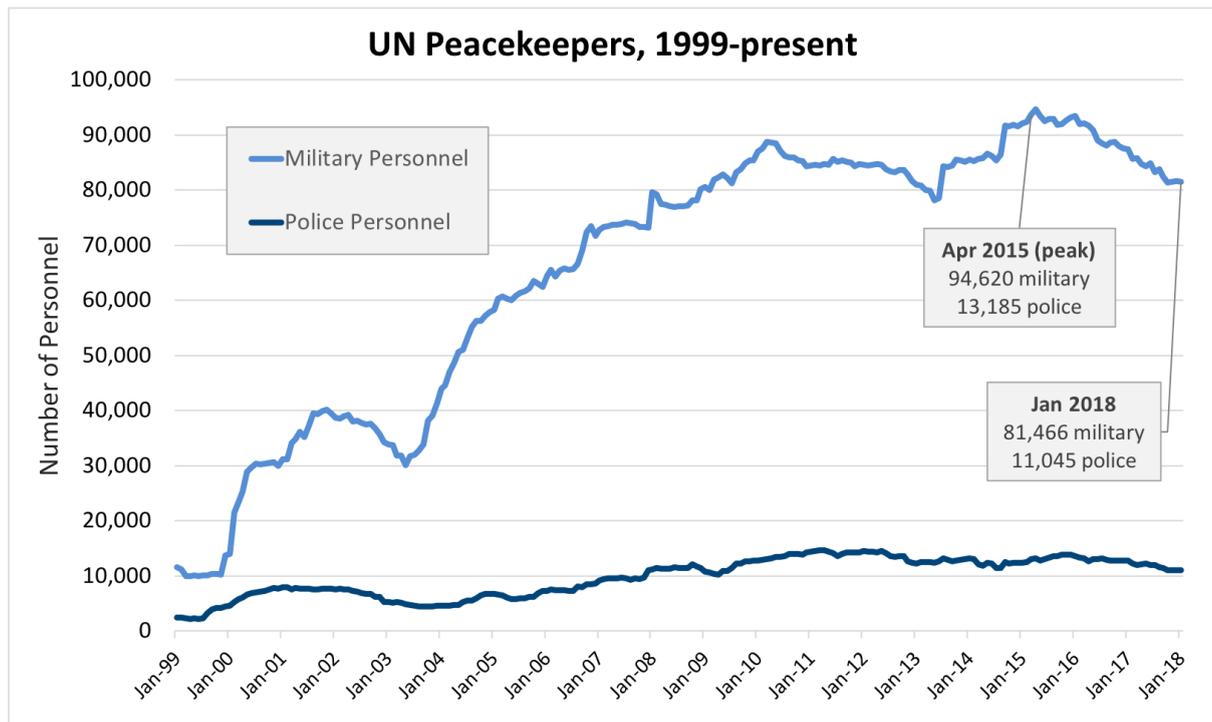
However, since 2012 the glorious events of peacemaking are rare, which indicates that the distribution of UN funds has not been made wisely, this could be a result of the power changing in terms of contributions, especially after the Cold War until the beginning of the 20th century the Western European and Other Groups (WEOG) have been the main contributors, as well as the peacemaker contributors, but the main contributors in the past years have been Less Economically Developed Countries (LEDC's), as well as China (elaborated under the point major actors).



Sources: United Nations; Center on International Cooperation

Statistics by the United Nations Center on International cooperation show that since 2015, three essential expenditures, the military and police personnel, civilian personnel and operational requirements have been declining drastically, this evolvement continues, as each expenditure in 2021/2022 is in comparison lower than in 2017. Western Powers, such as the United States of America now argue that this development can be traced back to the great achievements in the past years. Nevertheless, on the other side, it seems to be refuted, as the decrease of up to 25% from 2015 to 2017, seems not to be justified by the improvements but rather by the shortcut of willingness to expenses, as it can be seen in the UNMISS case in South Sudan, as well as the MINUSMA case in Mali, each situation is aggravating and military and police personnel is urgent, still, the personnel gap is increasing, with large differences between the maximum number of deployed missionaries and the number of professionals actually deployed. To this matter of fact, there are several factors, as both operations have been formed almost a decade ago and the readiness to endure the logistic challenges is decreasing. Nonetheless, the MINUSMA case, is out of utmost urgency, as it most currently was assessed as the most dangerous operation with 250 fatalities so far. Lastly, analyses have shown that

there can be a correlation drawn between the decreasing deployment and the reducing expenditures in the past years.



Sources: United Nations; Center on International Cooperation

Furthermore, the specific development of military and police personnel can be analyzed by these statistics, as UN peacekeepers are a major factor for the previously asserted expenditures on peacekeeping operations, the personnel is decreasing significantly after the missions 2015/2016, therefore the correlated deployment can be verified. This, as well as the fact that between the approved ceiling of personnel and the actual present personnel, there has been an increase of about 750 skilled peacekeepers, as a result the ongoing situations in e.g., South Sudan and Mali are worsening. For that reason, there should be a focus on the first three categories, as well as on the medical sector while re-distributing UN funds on peacekeeping missions.

Lastly, Covid-19 is the main contributor to this development, and it ought to be focused on, as the approved budgetary and the re-evaluation of it is influenced by the current situation.

Some member states even argue that the international contributions are and should decrease since the security and health of each member states population is just as important as the international security and aid in crisis, therefore the expenditures should be reduced, and the focus should rely on securing the health, by fulfilling and concentrating on the 17 Sustainable Development Goals (SDG's) by 2030.

Key terms:

- UN Peacekeeping

UN peacekeeping currently focuses on 12 different operations in Africa, Asia and Europe. Each mission is individual, which leads to an adjustment of tasks, but the main responsibilities are the protection of civilians; prevention of conflicts; promotion of human rights, women, youth, peace, and security; Establishment of rule of law; Advancement of peacemaking solutions; as well as the delivery of operational support

- Peacekeepers-Blue helmets

The peacekeepers are executing these responsibilities, they are trained and skilled staff for each executing task e.g., as a soldier, police officer and civilian personnel. The active personnel in 2020 consists of 69,830 troops and 81,820 in total

- Scale of assessments

The UN scale of assessments is a collectively decided method to ascertain how much each country has to contribute to the UN regular budget, as well as peacekeeping operations, thereby this scale is reassessed every three years considering the following aspects: share of GNI, debt burden adjustment, low per capita income adjustment, floor an LDC ceiling and maximum ceiling

- Impartiality:

this principle describes the obligation of the peacekeepers to treat everyone equally, fairness



- Role of the Security Council

The Security Council determines the deployment of UN peace operation, by taking several aspects, such as the political, the mandate, ensuring of safety and security, into account, a primarily responsible institution, guided by the United Nations Charter

- Deployment

The deployed military is contributed by each member state, as they are asked to contribute operatives. To determine the forces needed the safety and political conditions on the field are considered, while gender equality especially in this section gained more attention in the last years. The deployed staff is recognizable by their blue helmets, while each force wears the countries uniform.

- Reimbursement

For the Reimbursement, the Headquarters of the United Nations (UNHQ) is vital, after every operation, there are verification inspections about the deployed staff in the field, these inspections are sent to the UNHQ, where it is reviewed and the reimbursement for the contributing country is calculated.

- Peace enforcement

Peace enforcement varies from peacekeeping, as peacekeeping focuses on solving the underlying issues of certain conflicts to establish lasting peace in certain regions, whereas peace enforcement makes more use of military power and armed forces, which specifically establish peace from a broken ceasefire

- Enterprise resource planning

Enterprise resource planning describes the procedure of punctually and need-based planning of forces, personnel etc. needed, thereby the capital, time, conflict reasons, safety and legal basis are taken into account

- Peacekeeping Capability Readiness System

The Peacekeeping Capability Readiness System (PCRS) establishes an organized approach by administering data to register and secure the readiness of deployment, operational requirements etc.

Major actors:

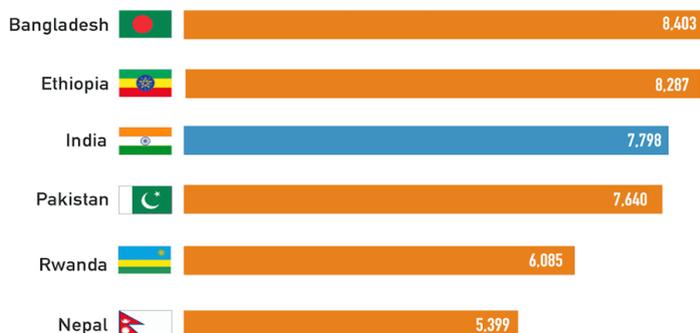
The Peacekeeping operations are financed by contributions from the UN member states, however, the main contributors to the budget, resulting out of the scale of assessments are the United States, China, Japan etc. (see the following table), and other permanent members of the UN Security Council (P5) nations, as they are responsible for the global safety and security. This fact leads to a dependency on the financially powerful member states, which more often was proven to be an issue, as the General Assembly, U.N. Secretary-General (SG) António Guterres reported that there have been financial struggles due to the payment patterns and schedules of some member nations, as the major dependency on the payment behaviour of the member states leads to a “deepening liquidity crisis.”.

Country	Percent	Country	Percent
1. <i>United States</i>	27.89	6. <i>France</i>	5.61
2. <i>China</i>	15.22	7. Italy	3.31
3. Japan	8.56	8. <i>Russia</i>	3.05
4. Germany	6.09	9. Canada	2.73
5. <i>United Kingdom</i>	5.79	10. S.Korea	2.27
Rest of Membership, Total Percent: 19.48			

Source: U.N. document, A/73/350/Add.1, December 24, 2018.

Note: Italics represent permanent Security Council members.

There are many major actors in UN peacemaking operation funding, however contrary to



many other fund pools, the contribution of peacemakers is mainly

influenced by LEDC's, such as Bangladesh, Nepal and India, this is a matter of fact, considering that the contribution of peacekeepers influences the reimbursement of the contributing country.

Source: United Nations, Center on International Cooperation



Source: <https://www.cfr.org/backgrounder/role-peacekeeping-africa>

(The Role of Peacekeeping in Africa, Council on foreign relations)

This table further sets both previously mentioned aspects into comparison, where it can be analyzed that the UN fund contributors are not contributing skilled personnel to peacekeeping operations.

Further reading:

Adam Day: The future of UN peace operations in a changing conflict. environment,
https://peacekeeping.un.org/sites/default/files/future_of_peacekeeping_operations_in_a_changing_conflict_environment.pdf

Federal foreign office: The Roles and Contributions of Multilateral and Non-State Actors in Peace Mediation,

<https://www.auswaertiges-amt.de/blob/1993534/fbc03decc03d573cec0d6fe8edddb4d9/roles-of-non-state-actors-in-peace-mediation-data.pdf> (December 2017)

Lucy Best: What Motivates Chinese Peacekeeping?

<https://www.cfr.org/blog/what-motivates-chinese-peacekeeping> (7th January 2020)

Luisa Blanchfield: United Nations Issues: U.S. Funding of U.N. Peacekeeping,

<https://sgp.fas.org/crs/row/IF10597.pdf> (26th February 2021)

Ryan Rappa: Strategic Summary 2016,

<https://peaceoperationsreview.org/strategic-summary-2016-un-peace-operations-by-the-numbers/>

Useful resolutions:

Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations; Report of the Fifth Committee; A/75/936; 29th June 2021

(<https://undocs.org/pdf?symbol=en/A/75/936>)

Approved resources for peacekeeping operations for the period from 1 July 2020 to 30 June 2021; A/C.5/74/18, 24th June 2020

(<https://digitallibrary.un.org/record/3868673?ln=en#record-files-collapse-header>)

Proposed budgetary levels for peacekeeping operations for the period from 1 July 2021 to 30 June 2022; A/C.5/75/22, 26th April 2021

(<https://documents-dds-ny.un.org/doc/UNDOC/GEN/N21/104/05/PDF/N2110405.pdf?OpenElement>)

The scale of assessments for the apportionment of the expenses of United Nations peacekeeping operations from December 2018 to December 2021; A/73/350/Add.1

(<https://documents-dds-ny.un.org/doc/UNDOC/GEN/N18/461/91/PDF/N1846191.pdf?OpenElement>)

Useful sources:

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<https://www.cfr.org/article/funding-united-nations-what-impact-do-us-contributions-have-un-agencies-and-programs> (4th August 2021)

Claire Felter and Danielle Renwick: The Role of Peacekeeping in Africa,

<https://www.cfr.org/backgrounder/role-peacekeeping-africa> (5th October 2021)

Federal Foreign Office: Background information: Contributions to the United Nations budget,

<https://www.auswaertiges-amt.de/en/aussenpolitik/internationale-organisationen/vereintenationen/-/281336>

International Peace Institute: Financing UN Peacekeeping: Avoiding another Crisis

<https://peacekeeping.un.org/sites/default/files/a4p-factsheet-challenges.pdf> (April 2019)

Richard Gowan and Megan Gleason: UN Peacekeeping: The Next Five Years;

https://cic.es.its.nyu.edu/sites/default/files/cic_un_fiveyears.pdf

Meetings Coverage, Fifth Committee, Seventy-Fifth Session, GA/AB/4368

<https://www.un.org/press/en/2021/gaab4368.doc.htm> (29th June 2021)

United Nations Peacekeeping: Deploying Peacekeepers;

<https://peacekeeping.un.org/en/deploying-peacekeepers>

United Nations Peacekeeping: Deployment and reimbursement;

<https://peacekeeping.un.org/en/deployment-and-reimbursement>

United Nations Peacekeeping: How are we funded;

<https://peacekeeping.un.org/en/how-we-are-funded>

United Nations Secretariat: United Nations Peacekeeping Operations Principles and

Guidelines https://peacekeeping.un.org/sites/default/files/capstone_eng_0.pdf (2008)

United Nations Peacekeeping: Where we operate;

<https://peacekeeping.un.org/en/where-we-operate>

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<https://peaceoperationsreview.org/thematic-essays/trends-un-peacekeeping/>

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<https://peaceoperationsreview.org/strategic-summary-2016-un-peace-operations-by-the-numbers/>

United Nations Peacekeeping: Deployment and reimbursement;

<https://peacekeeping.un.org/en/deployment-and-reimbursement>

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