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REPORT OF THE NEGOTIATING COMMITTEE FOR EXTRA-BUDGETARY FUNDS

1. The General Assembly at its twelfth session (resolution 1197 B (XII) of 13 December 1957) decided to re-establish the Negotiating Committee for Extra-Budgetary Funds, and re-affirmed the terms of reference of the Committee as laid down in resolution 693 (VII) of 25 October 1952. Pursuant to this decision, the President of the Assembly appointed a Committee to serve until the close of the thirteenth session composed of representatives of the following nine Member States: Argentina, Brazil, Canada, France, Lebanon, New Zealand, Pakistan, the United Kingdom of Great Britain and Northern Ireland and the United States of America. The Committee elected Mr. Arnould of Canada as Chairman.
2. Under its terms of reference, the Negotiating Committee is to assist in obtaining pledges of voluntary contributions from Governments for the financing of programmes approved by the General Assembly and for which funds are not available through the regular budget of the United Nations. These programmes include the Expanded Programme of Technical Assistance, the United Nations Children's Fund, the United Nations Relief and Works Agency for Palestine Refugees in the Near East, and the programme of the United Nations High Commissioner for Refugees.
3. In respect of UNRWA and UNREF the General Assembly, at its twelfth session, initiated the procedure of convening an ad hoc committee of the whole Assembly for the announcement of pledges of contributions to these two programmes and decided (resolution 1197 A (XII)) to repeat this procedure at its thirteenth session.

4. The financial support by Governments at the first pledging conference was insufficient to meet the minimum needs of both the UNRWA and UNREF programmes. There were, however, clear indications that the pledging conference concept had had the desired effects of stimulating interest in the programmes, and it is perhaps not too optimistic to expect that, as the pledging conference idea becomes established, it may result in increased contributions. However, in the absence of a significant increase in contributions, the Assembly decided to continue the mandate of the Negotiating Committee to make efforts during the inter-Assembly period to raise the additional funds required. A summary of the Committee's activities, and of the present financial situation of the voluntary programmes with which it is concerned, is given in the following paragraphs: an annex showing the contributions pledged and the total payments received as at 30 September 1958 in respect of the four programmes is attached (annex II).

Expanded Programme of Technical Assistance

5. The Eighth United Nations Technical Assistance Conference was held on 10 October 1957 for the announcement of contributions to the Expanded Programme of Technical Assistance for 1958. At the Conference a total of \$30.2 million was pledged by seventy-four Governments. This total has subsequently been increased by \$32.7 million subscribed by eighty-three Governments, including the contribution of \$15.5 million pledged by the United States of America subject to the condition that it must not exceed 45 per cent of the total contributions by all Governments. On the basis of present pledges, this will mean a payment of approximately \$14 million by the United States. Unless, therefore, additional contributions are announced before the end of the year, the total funds that may be expected for the financing of the 1958 Programme will be approximately \$31.2 million, as against the amount of \$30.8 million subscribed to the Programme for 1957.

6. The Ninth Technical Assistance Conference has been convened for 16 October 1958, to ascertain approximately the total amount of contributions to be made available by participating Governments for the Expanded Programme for 1959. In view of the proposed establishment of the Special Fund, the Economic and Social Council in its resolution 701 (XXVI) drew attention to the need to ensure that...

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the continued gradual expansion in the activities and financial resources of the Expanded Programme is not adversely affected by the establishment of the Special Fund, and has requested the General Assembly to encourage Governments to continue to contribute to the Programme in amounts that will secure such expansion. The Council has further recommended (resolution 692 (XXVI)) that the Secretary-General be requested "to convene annually a pledging conference at which Governments would announce their contributions to the Expanded Programme of Technical Assistance and to the Special Fund respectively". The Secretary-General, in his communication to Governments convening the Technical Assistance Conference, has suggested that, if this recommendation is approved by the Assembly before 16 October next, the proposed procedure might be followed at the forthcoming Conference.

United Nations Children's Fund

7. As in former years, the Negotiating Committee has taken no special action to obtain financial support for UNICEF, which has its own fund-raising procedures. The Committee has, however, remained in close contact with the agency and has been informed of the status of contributions to the Fund.

8. At 30 September 1958, a total of approximately \$19 million had been contributed or pledged by seventy-five Governments. It is expected that the total number of donor Governments will this year be approximately eighty-five, as compared with eighty in 1957, and that the total of governmental contributions will amount to approximately \$19.9 million, as compared with \$17.9 million for 1957. Taking into account revenue from other sources, it is estimated that the total income of the Fund for 1958 will be about \$22.9 million, which represents an increase of \$2.2 million over the income for 1957. The estimate of \$19.9 million for governmental contributions this year is contingent on the further receipt of contributions from Governments other than the United States in an amount sufficient to enable UNICEF to draw in full the \$11 million pledged by the United States.

United Nations Relief and Works Agency for Palestine Refugees in the Near East

9. In his report to the twelfth session of the General Assembly and in his statements before the ad hoc Committee of the whole Assembly and the Special Political Committee, the Director of UNRWA forcefully called to the attention of Governments the financial crisis facing the Agency. The Assembly, in resolution 1191 (XII) of 12 December 1957, recognized this situation and urged Governments to consider to what extent they could contribute or increase their contributions so that UNRWA might be in a position to carry out its budgeted relief and rehabilitation programmes and so that cuts in services might be avoided. The Assembly also requested the Secretary-General to make special efforts to secure the additional financial assistance needed to meet the Agency's budget and to provide adequate working capital.

10. According to the budget estimates for relief and rehabilitation submitted by the Director, the minimum requirements for 1958, consonant with the Agency's task, were \$25.7 million for relief expenditures, \$15 million for the rehabilitation programme (\$7.2 million for first priority rehabilitation, including education, and \$7.8 million for reactivation of individual grants and vocational training) and \$8 million to be used with the Agency's small remaining reserve to establish an appropriate working capital. As at 30 September 1958, contributions totalling \$20.9 million had been pledged by Governments to finance the relief and rehabilitation programmes of UNRWA for the current year. On the assumption that those regular contributors to the programmes who have not yet announced their contributions for the second half of 1958 will maintain their contributions at the same level as in previous years, it is estimated that UNRWA will be able to reach the target figures for the two minimum budgets representing relief and first priority rehabilitation, including education. Sufficient funds would not be available, however, to finance the second priority rehabilitation and to provide the necessary additional working capital.

11. The financial support of UNRWA for the current year includes a number of special contributions and increases in contributions pledged by Governments in response to the efforts and appeals made by the Secretary-General, the Director of UNRWA and the Negotiating Committee throughout the year to obtain additional financial assistance for the agency. The Secretary-General, under

resolution 1191 (XII), arranged for his personal representative to undertake for UNRWA an extensive fund-raising mission throughout Europe. The visits to and the negotiations with Governments in the course of this mission have had the effect of considerably increasing the financial support of UNRWA this year, and the Negotiating Committee would wish to pay tribute to the Secretary-General and to his personal representative for the results achieved.

12. The Negotiating Committee has communicated to Governments tentative budget estimates for the Agency's 1959 programmes, which indicate that the funds required for the continuation of the current relief and rehabilitation programmes amount to \$33.4 million for 1959, as compared with \$32.9 million for 1958. These minimum budgets include neither the further resources, estimated at approximately \$4.2 million, that would be necessary to reactivate a number of self-support activities upon which the Director of UNRWA laid particular emphasis, which can be restored only if funds are provided over and above the minimum requirements, nor an amount of \$6.5 million which the Agency now estimates would be needed to provide adequate working capital.

13. In spite of the special efforts made during the current year, the financial situation of UNRWA is still grave and, in considering the position, it must also be taken into account that, while a number of Governments have this year made special arrangements to provide additional contributions for financing the programmes, there is at the present time no assurance that these Governments will again next year be able to make similar arrangements.

United Nations Refugee Fund

14. At its twelfth session the General Assembly, having considered the problem of those refugees within the mandate of the United Nations High Commissioner for Refugees who are the concern of UNREF, and recognizing that after 31 December 1958 there would be a residual need for international aid in certain countries, and particularly among certain groups and categories of these refugees, adopted resolution 1166 (XII) which, inter alia, requested the High Commissioner to intensify the UNREF programme to the fullest extent possible, and authorized him to appeal for the additional funds needed for closing the refugee camps.

15. The High Commissioner estimated that, in addition to the original \$16 million target for governmental contributions over the four-year period 1955 to 1958, a sum of \$4.8 million would be required to complete the clearance of refugee camps by the end of 1960.

16. Following the meeting of the Negotiating Committee held on 11 February 1958 and attended by the High Commissioner, the Chairman of the Committee addressed letters to Members of the United Nations and Members of the specialized agencies urging Governments to examine all means of providing the necessary additional funds which would make it possible to achieve by the end of 1960 the objective of the camp clearance programme.

17. By 30 September 1958, UNREF had received in governmental pledges, promises and payments a total of \$14,481,926 (including \$3,895,389 for 1958), and an amount of \$571,592 for the period 1959/1960. It is estimated on this basis that a sum of \$5,748,482 is still needed to complete the High Commissioner's programme.

18. At its ninth (special) session held on 25 and 26 September 1958, the UNREF Executive Committee discussed the budgetary requirements of the High Commissioner's programmes. At that session, the UNREF Executive Committee, acting under the authority conferred upon it by the General Assembly in resolution 1166 (XII), paragraphs 5(d) and 9, authorized the High Commissioner to appeal for his 1959 programmes.

19. The Committee further authorized the High Commissioner, in appealing for funds in 1959, to draw attention either to the programme estimated at \$4.7 million or to the one estimated at \$6 million, as considered by the Committee. A detailed breakdown of allocations for these two programmes is given in annex I to this report.

20. The amount of \$4.7 million has been recommended on the assumption that \$3.7 million might be financed from governmental contributions and the remaining \$1 million met from private sources. It was recognized, however, that if resources to a level of approximately \$6 million could be made available to the High Commissioner in 1959, it would be possible to meet additional pressing needs of refugees, in particular to intensify the camp clearance programme and to provide permanent solutions for a larger number of non-settled refugees living outside camps.

World Refugee Year

21. The Negotiating Committee noted with interest that the UNREF Executive Committee, at its recent session, considered a proposal for a World Refugee Year as envisaged by the Government of the United Kingdom and voluntary agencies in that country. This proposal has two aims, namely: (1) to focus interest in the world refugee problem and to encourage additional financial contributions from Governments, voluntary agencies and the general public for its solution; and (2) to encourage additional opportunities for permanent solutions, as defined in the statute of the High Commissioner for Refugees.

22. The UNREF Executive Committee supported the proposal and requested the High Commissioner to bring it to the attention of the General Assembly at its thirteenth session as a practical means of securing increased assistance for refugees throughout the world in accordance with the national wishes and needs of each country.

Ad Hoc Committee of the Whole Assembly

23. The Secretary-General, in his communication of 9 May 1958 addressed to Member and non-member States, called attention to the meetings of the ad hoc committee, to be held as soon as practicable after the opening of the thirteenth session of the General Assembly for the announcement of pledges to UNRWA and to the programme of the High Commissioner for Refugees, and asked Governments to give immediate consideration to the question of their contributions to the two refugee programmes. The Negotiating Committee has circulated to Governments, by a letter of 5 September 1958, preliminary information on the financial requirements of UNRWA and the High Commissioner's programme and has similarly urged Governments to take the necessary action so that they may be in a position to announce their pledges at the meetings of the ad hoc committee, which have now been scheduled for 27 October 1958.

24. In adopting the procedure of holding a special pledging conference for the two refugee programmes during the Assembly session, it was hoped to focus attention not only on the needs but also on the achievements of the programmes, and thereby to bring about an increase in the level of contributions. Although the first pledging conference did not demonstrate an immediate improvement in

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the level of financial support for the programmes, it was undoubtedly helpful in bringing to the attention of a far wider audience the urgent need for increased and more universal support for the work of these agencies established by the Assembly. While the refugee programmes are normally approved by a large majority of Member States, the number of Governments providing the financial support needed for their implementation is relatively small. It may be hoped, however, that the new procedure by which the Assembly itself has assumed responsibility for raising the funds needed to carry out the programmes approved by it will result in increased contributions as well as a wider basis of support.

25. A further consideration which motivated the Negotiating Committee to suggest these pledging conferences was the necessity, before the individual programmes could be realistically appraised, that the Assembly should have an accurate indication of the actual financial support that would be forthcoming for the next financial year. On the basis of these figures, the Assembly would be enabled to comment on the scope of the programmes and take such measures as might be necessary in the light of any shortfall, and either recommend new and special procedures for raising the additional funds necessary, or take the responsibility of modifying the programmes so that they are in line with the finances available to them.

Conclusions

26. It is evident from the information given in this report that, if UNRWA is to be in a position to continue its current programmes, arrangements must be made so that there will either be new contributions from Members which have not contributed before, or increased contributions from Governments that have been supporting the Agency year after year. With regard to the programme of the High Commissioner for Refugees, it is equally clear that it will be necessary to obtain a considerable increase in contributions if the objective of closing the refugee camps is to be achieved within the allotted time. The Negotiating Committee is aware that the financial position of many Governments may make it difficult for them to contribute substantially toward the extra-budgetary funds,

but it feels bound to draw attention to the fact that these programmes have been created, with the overwhelming support of the General Assembly, to undertake a vital and inescapable task. The Committee, therefore, wishes to urge that Governments which are not in the position to make substantial contributions should consider the possibility of supporting the refugee programmes by concrete gestures, however small in magnitude, to underline their belief in the Assembly's duty to support these programmes so that they can be successfully implemented. If a sufficiently large number of Governments would support the agencies in this way, it would not only assist in providing the funds required, but the wider basis of support would also be valuable as an expression of international solidarity and of the spirit of mutual assistance among nations. Should the term of office of the Committee be extended for another year, it proposes to pursue this matter.

27. The Negotiating Committee was appointed to serve until the close of the thirteenth session of the General Assembly. The Committee's main concern during the past year has been the two refugee programmes, which have experienced the greatest financial difficulties, and for these programmes the procedure of holding a special pledging conference during the Assembly session now exists. The Assembly may wish, therefore, to decide, in the light of the results of the special pledging conference, the question of the need for continuing the work of the Committee.

28. The Negotiating Committee will issue, as an addendum to this report, a review of the results of the special pledging conference and of the contributions announced by Governments in support of the programmes of UNRWA and of the High Commissioner for Refugees. It will at that time express its views concerning the continuation of its mandate.

29. In closing, the Negotiating Committee would like to record its appreciation to the many delegations that have responded to the appeals for funds, and also to the heads of the agencies and their staff which have so fully co-operated with the Committee.

ANNEX I

PROGRAMME OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

(Approved by the UNREF Executive Committee at its ninth (special) session)

		Alternative programmes recommended	
		I US \$	II US \$
1.	<u>Camp Clearance Programme</u>	2,900,000	3,300,000 ^{a/}
2.	<u>Far Eastern Programme</u>		
	(a) UNHCR expenditure:	550,000	680,000
	Care and maintenance of refugees in Hong Kong; administrative costs of Hong Kong Office; assistance through voluntary agencies; resettlement of difficult cases		
	(b) Inter-governmental Committee for European Migration (ICEM) expenditure:		
	Transportation costs	(1,500,000)	(1,500,000)
		(not included in total)	
3.	<u>Emergency account for individual cases</u>	50,000	50,000
4.	<u>Programme for new refugees in Greece</u>	100,000	240,000 ^{b/}
5.	<u>Legal assistance</u>	70,000	80,000
6.	<u>Contribution to administrative budget of UNHCR</u>	330,000 ^{c/}	330,000 ^{c/}
7.	<u>Programme for non-settled refugees living outside camps:</u>	700,000	1,320,000 ^{d/}
	Permanent solutions; registration and follow-up; case-work and counselling; promotion of education; vocational training; supplementary aid		
GRAND TOTAL		4,700,000	6,000,000

(see footnotes next page)

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(footnotes of preceding page):

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- a/ Half the total allocation for the years 1959/1960 (\$4,800,000) plus the 1958 projects for camp clearance likely to remain unimplemented for lack of funds (provisionally estimated at \$900,000).
 - b/ Permanent solutions for refugees arrived in Greece in 1957/1958.
 - c/ An amount of \$150,000 for administrative expenses is included in the figures of \$2,900,000 and \$3,300,000 for camp clearance.
 - d/ The Working Party of the UNREF Executive Committee took note of the very large contributions which would be required to attempt a full solution of the problem of the non-settled refugees living outside camps. It was recognized that it would be impossible to allocate in 1959 any amount approaching the total sum needed for a full programme of permanent solutions. The Working Party therefore included for this first list of requirements a tentative figure which was not based on a definite assessment of the needs.

ANNEX II

STATEMENT OF PLEDGES OF CONTRIBUTIONS
FOR THE FINANCIAL YEAR 1958

(as at 30 September 1958)

1. Expanded Programme of Technical Assistance
2. United Nations Children's Fund
3. United Nations Refugee Fund
4. United Nations Relief and Works Agency for Palestine
Refugees in the Near East

TABLE OF PLEDGES
(as at 30 September 1958)

MEMBER STATES	EPTA	UNICEF	UNREF	UNRWA	
	US \$	US \$	US \$	Relief programme	Rehabilitation programme
	US \$	US \$	US \$	US \$	US \$
Afghanistan	12,500	8,000	-	-	-
Albania	2,000	-	-	-	-
Argentina	360,000	123,809 ^{b/}	-	-	-
Australia	625,000	501,760	112,000	100,000	-
Austria	57,692	38,462	6,000	1,400	-
Belgium	437,500	135,000	-	20,000	-
Bolivia	20,789	-	-	-	-
Brazil	832,432	982,363 ^{c/}	-	-	-
Bulgaria	14,706	2,206	-	-	-
Burma	30,000	-	-	-	-
Byelorussian SSR	50,000	37,500	-	-	-
Cambodia	6,171	-	-	-	-
Canada	2,000,000	669,063 ^{d/}	207,753	2,075,000	-
Ceylon	20,000	14,726	-	-	-
Chile	103,634	80,000	-	-	-
China	20,000	10,000	5,000	-	-
Colombia	100,000	253,365	-	-	-
Costa Rica	10,053	30,000	-	-	-
Cuba	25,000	-	-	-	-
Czechoslovakia	69,444	34,722	-	-	-
Denmark	579,123	72,400	72,390	43,440	7,240
Dominican Republic	33,000	20,000	5,000	-	-
Ecuador	11,333	-	-	-	-
El Salvador	7,700	-	-	-	-
Ethiopia	20,000	12,000	-	-	-
Federation of Malaya	20,000	24,500	-	-	-
Finland	25,000	15,625	-	-	-
France	1,542,857	500,000 ^{e/}	357,143 ^{f/}	244,469	7,720
Ghana	44,100	14,000	-	-	-
Greece	25,000	1,737 ^{f/}	-	39,000	-
Guatemala	10,000	40,000	-	-	-
Haiti	14,400	10,000	-	-	-
Honduras	10,000	-	-	-	-
Hungary	42,608	-	-	-	-
Iceland	3,888	10,683	-	-	-
India	525,000	377,708	-	15,802	-
Indonesia	35,857	100,000	-	-	-

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MEMBER STATES	EPTA	UNICEF	UNREF	UNRWA	
	US\$	US\$	US\$	US\$	Relief programme Rehabilitation programme
Iran	50,000	200,000	-	2,680	-
Iraq	56,000	56,000	-	-	-
Ireland	10,220	10,220	-	-	-
Israel	50,000	27,778	5,000	-	-
Italy	240,000	96,000	-	39,953	-
Japan	135,000	130,000	-	10,000	-
Jordan	5,881	2,240	-	97,000	-
Laos	3,000	-	-	-	-
Lebanon	7,874	-	-	8,000	-
Liberia	25,000	5,000	-	5,000	-
Libya	6,000	3,500	-	14,000	-
Luxembourg	3,000	5,000	3,000	2,000	-
Mexico	113,600	300,000	-	-	-
Morocco	10,000	17,760	-	4,762	-
Nepal	5,000	-	-	-	-
Netherlands	1,092,500	-	507,420 ^{h/}	32,895	-
New Zealand	210,000	-	56,000	-	-
Nicaragua	-	10,000	-	-	-
Norway	408,792	67,200	98,000	42,000	7,000
Pakistan	170,000	75,600	-	20,964	-
Panama	3,000	-	-	-	-
Paraguay	12,000	10,000	-	-	-
Peru	30,000	90,909	-	-	-
Philippines	66,000	95,500	-	-	-
Poland	75,000	50,000	-	-	-
Portugal	15,000	-	-	-	-
Romania	16,667	25,000	-	-	-
Saudi Arabia	25,000	-	-	212,420	-
Spain	50,000	23,809	-	23,810	-
Sudan	157,400	9,989	-	4,200	-
Sweden	869,901	212,355	115,987	86,873	10,000
Thailand	38,797	115,000	-	-	-
Tunisia	-	4,000	-	2,000	-
Turkey	210,000	160,714	4,286	5,000	-
Ukrainian SSR	125,000	75,000	-	-	-
Union of Soviet Socialist Republics	1,000,000	500,000	-	-	-
United Arab Republic:					
Egyptian Region	114,877	-	-	180,000	-
Syrian Region	13,966	-	-	80,000	-
United Kingdom of Great Britain and Northern Ireland	2,240,000	658,000	280,000	4,040,000	1,560,000
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	EPTA	UNICEF	UNREF	Relief programme	Rehabilitation programme
MEMBER STATES	US\$	US\$	US\$	US\$	US\$
United States of America	15,500,000 ^{a/}	11,000,000 ^{f/}	1,333,000 ^{i/}	9,000,000 ^{k/}	2,500,000 ^{k/}
Uruguay	120,000	-	-	-	-
Venezuela	250,000	25,000	-	-	-
Yugoslavia	116,667	200,000	-	40,000	-
NON-MEMBER STATES					
Germany, Federal Republic of	952,381	476,190	438,095	190,476	-
Korea, Republic of	3,500	-	-	-	-
Liechtenstein	-	468	1,100	-	-
Monaco	1,429	952	-	2,381	-
Switzerland	350,467	269,100	286,215 ^{j/}	70,093	-
Vatican City	2,000	1,000	2,000	-	-
Viet-Nam	25,714	2,000	-	-	-
OTHER CONTRIBUTORS					
Brunei	-	1,633	-	-	-
Gaza Authority	-	-	-	14,000	-
Hong Kong	-	3,500	-	-	-
North Borneo	-	327	-	-	-
Sarawak	-	8,167	-	-	-
Sierra Leone	-	280	-	-	-
Singapore	-	6,533	-	-	-
West Indies Federation:					
Antigua	-	117	-	-	-
Jamaica	-	5,610	-	-	-
Trinidad and Tobago	-	7,000	-	-	-
Totals	<u>32,733,420</u>	<u>19,164,080</u>	<u>3,895,389</u>	<u>16,769,618</u>	<u>4,091,960</u>

SUMMARY OF PLEDGES AND PAYMENTS

(as at 30 September 1958)

	Pledges US \$	Payments US \$
Expanded Programme of Technical Assistance for 1958	32,733,420	21,670,015
United Nations Children's Fund for 1958	19,164,080	11,322,963
United Nations Refugee Fund for 1958	3,895,389	3,317,003

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SUMMARY OF PLEDGES AND PAYMENTS (continued)

	<u>Pledges</u> US \$	<u>Payments</u> US \$
United Nations Relief and Works Agency for Palestine Refugees in the Near East for 1958:		
Relief programme	16,769,618	16,488,908
Rehabilitation programme	4,091,960	4,088,029

Footnotes to Annex II

- EPTA a/ United States of America: Maximum contribution: pledged subject to the condition that the contribution shall not exceed 45 per cent of the total contributions.
- UNICEF b/ Argentina: \$40,476 represents adjustment in valuation of US dollar equivalent of the 1957 contribution.
- c/ Brazil: \$238,474 represents adjustment in valuation of US dollar equivalent of 1957 contribution.
- d/ Canada: \$3,463 represents adjustment in valuation of 1957 contribution.
- e/ France: Part of the 1958 contribution.
- f/ United States of America: Maximum contributions: pledged subject to the condition that the contribution shall not exceed 52.50 per cent of the total governmental contribution to the Central Fund.
- UNREF g/ France: Including a special contribution of \$100,000.
- h/ Netherlands: Including a special contribution of \$411,420.
- i/ United States of America: The contribution is subject to the condition that it will be at the rate of one-third of total governmental contributions to the Fund.
- j/ Switzerland: Including a special contribution of \$17,523.
- UNRWA k/ United States of America: These amounts represent half of the total pledge for the fiscal year 1957/1958. The contribution is subject to the condition that it must not exceed 70 per cent of the total contributions to the Programme. The United States will announce a pledge for the period 1 July 1958 to 30 June 1959 at the ad hoc committee of the whole Assembly.
