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## UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES IN THE NEAR EAST

### Special report of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

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## I. INTRODUCTION

1. This special report on the operations of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) to assist the Palestine refugees affected by the hostilities in Lebanon during the period from 6 June 1982 to 31 August 1982 is submitted to the Secretary-General pursuant to paragraph 5 of foreward to the annual report of the Commissioner-General of UNRWA for the period 1 July 1981 to 30 June 1982. 1/
2. On 6 June 1982, following artillery shelling and air attacks, units of the Israeli Defence Force crossed into Lebanon. Fighting between Israeli forces and those of the Palestine Liberation Organization and Lebanese militias spread within a few days from the areas around Tyre and Sidon northwards past Damour to the southern outskirts of Beirut and into the Beka'a valley. As the conflict moved northwards the Arab Deterrent Force also became involved in the fighting.
3. West Beirut, the base for the Agency's operations in Lebanon, quickly became isolated. From the beginning of hostilities the Israeli navy controlled entry to the ports and on 8 June, the airport was closed. The partial occupation of the Beirut-Damascus road by the Israeli Defence Force which soon followed completed the isolation of west Beirut from other parts of Lebanon, including east Beirut. The only access was through routes controlled by Israeli forces or by armed militias acting outside the authority of the Government of Lebanon. The Israeli forces then restricted supplies of water, electricity, food and medicines to west Beirut. This blockade, which was accompanied by periodic bombardments, continued until the middle of August when, following intensive negotiations, agreement was reached for the evacuation of the Palestine Liberation Organization's forces and the Arab Deterrent Force from the city. The evacuation had almost been completed by the end of the reporting period and the restrictions on the passage of supplies and on movement were beginning to be lifted.
4. The hostilities affected areas where previously some 198,000 of the 239,000 Palestine refugees in Lebanon registered with the Agency had been living and where most of the Agency's schools, health centres and other facilities in Lebanon had been located. It was readily apparent that many thousands of Palestine refugees had been rendered homeless, many more were in need of immediate relief and many of the Agency's installations were either damaged or destroyed.
5. On 11 June 1982, the Secretary-General launched an appeal on behalf of the affected population in Lebanon for aid to alleviate the great suffering resulting from the Israeli invasion. The appeal covered medical supplies, tents, blankets, food and water purification units and cash, pending an assessment of the needs on the site. At the same time the Secretary-General contacted the Israeli Government and appealed for cooperation in rendering humanitarian assistance and for access by United Nations and International Committee of the Red Cross personnel to the affected areas of Lebanon.
6. Within the framework of the Secretary-General's appeal, the Commissioner-General, on 24 June 1982, launched an appeal on behalf of UNRWA for \$39 million.

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This was to provide emergency relief for a period of six months for up to 175,000 Palestine refugees estimated to be in need of assistance as a result of the fighting in Lebanon. In making the appeal, the Commissioner-General stated that the funds would be used to provide food, tents and basic household necessities, adding that he would make a further appeal for funds to replace buildings when the full extent of the need was known. In response to the Commissioner-General's appeal, a total of \$11.4 million in cash and kind had been pledged or contributed by Governments, voluntary agencies and individuals by the end of the reporting period. The Commissioner-General wishes to express his appreciation to those who have responded to his appeal but cannot fail to observe that additional contributions are urgently required if the programme is to continue.

7. The Secretary-General appointed Mr. Iqbal Akhund, Co-ordinator of Assistance for the Reconstruction and Development of Lebanon, to co-ordinate the humanitarian relief efforts of the United Nations, its agencies and programmes and arranged for the establishment of machinery for interagency consultation and co-operation both at Beirut and in New York. 2/ The Secretary-General subsequently appointed an interagency survey mission to assess the situation in Lebanon and conduct a survey of the needs on the spot. The Mission, headed by Mr. Anders Thunborg of Sweden, proceeded to the area early in July and the Chairman presented his report on 26 July 1982. The Mission received good co-operation from the Higher Relief Committee of the Lebanese Government - which is responsible for caring for the displaced Lebanese population - and from UNRWA, which is responsible for the Palestine refugees. The report recommended that food supplies should be ensured through September and that immediate attention should be given to the need for urgent repair and rehabilitation of basic infrastructures and services, with priority being accorded to medical services, water and sanitation facilities, shelter for the homeless and schools. The report noted that the provision of shelter for large numbers of Palestinians was of special concern to UNRWA and drew attention to the situation of Palestine refugees not registered with UNRWA.

8. The Commissioner-General wishes to acknowledge the assistance and co-operation freely extended to UNRWA by the Secretary-General and his representatives, by the executive heads and staff of other United Nations agencies and programmes, especially those of the World Health Organization, the United Nations Children's Fund and the World Food Programme, as well as of the voluntary agencies operating in Lebanon and the Middle East.

## II. SUMMARY OF UNRWA'S EMERGENCY RELIEF

9. In May 1982 UNRWA provided education, health and relief services to some 239,000 registered refugees in Lebanon. Over 35,500 pupils attended the 87 schools which UNRWA operated. Twenty-three clinics and 13 supplementary feeding centres were in operation (see annex A for summary of UNRWA's services and installations in Lebanon). A large part of UNRWA's services and installations were destroyed in the June to August hostilities.

10. Conscious of the disaster facing the Palestine refugees, the Commissioner-General decided on 8 June 1982 to have emergency supplies air-freighted to Beirut

to help meet their immediate needs. Orders to supplement existing commodities in UNRWA's stores were therefore placed for delivery as soon as the Beirut airport reopened. (The cost was estimated at \$1.5 million.) Alternative shipping arrangements were made in July, when it became apparent that the airport would not reopen within a short time.

11. The Commissioner-General also decided to suspend general ration distribution to the eligible refugees in all fields, except in Lebanon, so as to conserve UNRWA's stocks for emergency needs there. Ration distribution was temporarily resumed in the West Bank and Gaza Strip on 15 June 1982 and in the Syrian Arab Republic and Jordan on 14 July 1982.

12. The first reconnaissance to assess the needs of Palestine refugees in south Lebanon was made by UNRWA on 18 June 1982 from Beirut and convoys bringing relief supplies were immediately arranged (see paras. 51-52). By the end of the month five UNRWA convoys had reached Sidon from Beirut and supplies had been distributed.

13. On 13 June 1982, contacts were made with the Israeli authorities so that relief aid could be brought into Lebanon from the south through Israel, but clearance from the Israeli authorities was not immediately forthcoming (see paras. 54-55). Delays occurred and the Commissioner-General felt constrained to seek the intervention of the Secretary-General and the Governments of France and the United States of America.

14. Permission for UNRWA staff to enter south Lebanon from Israel to assess the needs was obtained on 22 June 1982 and, after clearance of technical details, the first convoy was permitted to enter south Lebanon on 1 July 1982. Thereafter the provision of relief supplies was a logistical matter which UNRWA was able to organize satisfactorily after an initial period of difficulty due to shortage of suitable transport and drivers.

15. Because of the urgent need and UNRWA's ability to assist with emergency aid, the Commissioner-General decided that the Agency's assistance in Lebanon should not be limited to Palestine refugees registered with the Agency, but should be extended to any Palestine refugees registered with the Agency, but should be extended to any Palestine refugee in Lebanon in need of assistance. (On a previous occasion, in 1967, the General Assembly had adopted resolution 2252 (ES-V) of 4 July 1967 by which it authorized the Agency to extend aid on an emergency and temporary basis to persons displaced to Jordan and the Syrian Arab Republic from the West Bank and Gaza Strip whether registered with UNRWA or not.) The General Assembly, in resolution ES 7/5 of 26 June 1982, called upon all States and international agencies and organizations to continue to provide the most extensive humanitarian aid possible to the victims of the Israeli invasion of Lebanon.

16. The hostilities in south Lebanon resulted in many Palestine refugees fleeing to other areas, including Beirut, and also from Beirut. Refugees also fled to other areas within south Lebanon, because they were prevented from leaving the south by the fighting. Some 12,000 refugees reached the Beqa'a Valley, another 3,000, the Tripoli areas, and over 6,500 went to Damascus and other parts of Syria. UNRWA's assistance to the displaced refugees outside Lebanon was confined

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to those registered with UNRWA, but the Syrian authorities were offered technical assistance in caring for the non-registered Palestine refugees. UNRWA also offered to facilitate co-ordination with UNICEF and UNHCR.

17. In July UNRWA was widely distributing rations to Palestine refugees and its health services were operating throughout Lebanon - often in improvised conditions in the locations to which the refugees had fled. Efforts were being made to operate in west Beirut, but the distribution of ration there later proved impossible as control of the movement of supplies out of UNRWA's central warehouse was taken over by an armed unit of the Palestine Liberation Organization on 19 July 1982 against UNRWA's protests, and was not relinquished until 20 August 1982 (see paras. 45-47).

18. UNRWA's staff in Headquarters, Syria, Jordan, the West Bank and Gaza Strip devoted part of their salaries to assist the refugees in Lebanon and many offered to place themselves at the disposal of the Commissioner-General wherever he might wish them to assist. Refugee leaders in Jordan, where the largest concentration of the Palestine refugee population lives, cabled the Commissioner-General in support of the actions he was taking to assist the refugees in Lebanon.

19. As soon as the immediate needs for water, food, medicines and blankets were met, UNRWA took up the more difficult problem of rehousing the Palestine refugees with the local Lebanese authorities in the Beka'a Valley. As the Israeli Defence Force was in control of south Lebanon, this subject was discussed also with the Israeli authorities.

20. The rehousing of large numbers of Palestine refugees in the south of Lebanon raises problems of concern to the Governments of Lebanon and Israel. The provision of suitable new sites for rehousing, whether in large or small concentrations, requires the consent of the Lebanese land-owners or the requisitioning of sites by the Government of Lebanon. The Government of Israel expressed its opposition to the reconstitution of the refugee camps in south Lebanon.

21. UNRWA is dependent upon the concerned parties reaching agreement and making available to UNRWA suitable sites, with road access and adequate water, on which it can erect either tents or other structures. The use of the former camp sites requires massive clearing operations to remove the debris of the homes, schools and other buildings which have been destroyed, and the reconstruction of the infrastructure.

22. Representations were made towards the end of June to the Israel authorities, as the rehousing problem was very much greater in the areas effectively under the control of the Israeli Defence Force than it was elsewhere. Furthermore, it was hoped that the displaced refugees would be able to return to their former homes in the south of Lebanon.

23. The Commissioner-General visited south Lebanon in July and held talks with the Israeli authorities in Jerusalem concerning the need for tents and other relief assistance. The Commissioner-General plans to call on the Lebanese Government before the General Assembly considers the UNRWA item.

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24. In addition to the rehousing difficulties in south Lebanon there is the problem of rehousing the thousands of Palestine refugees whose houses have been destroyed in the Beirut camps and outside the camps, and whose numbers and needs had not been assessed by 31 August 1982 (see para. 44).

25. Conditions in winter in Lebanon with heavy rainfall, and in the Beqa'a Valley very low temperatures, make the provision of shelter a human necessity. UNRWA therefore decided to place orders for 13,700 tents for families and temporary schoolrooms, although at the time of doing so the sites for their location had not been determined anywhere in Lebanon. UNRWA was informed by the Israeli Government in late August that it had been agreed with the Lebanese authorities that tents might be erected on the sites of four destroyed or damaged camps in south Lebanon (Ein el Hilweh, Rashidieh, El Buss and Burj-el Shamali). The problem of accommodation for the homeless refugees in Beirut and in the Beqa'a Valley areas remained outstanding.

26. Many of the staff in south Lebanon, as a result of the disaster which had fallen upon them and their relatives, were in a state of shock for several weeks, particularly as the hostilities in Beirut continued. (A number of staff members were among the 8,000 Palestinians, mainly males, detained by the Israeli Defence Force. UNRWA has taken up their cases with the Israeli Government and has asked for information on the reasons for their detention and for access to them. More than 100 staff members were still detained at the end of August.) Movement of locally recruited staff to their work through innumerable road blocks, manned not only by the Israeli Defence Force but by armed militias, caused much apprehension and loss of work time. The bombardments of Beirut, with families and homes in constant danger and subject to the privations of the siege, naturally affected work attendance there, although the staff in general showed great resilience. The consequence of all this disturbance was that work performance for a time suffered badly, although there were a number of staff who were able to respond to the needs of the situation most ably. The technical difficulties and delays UNRWA encountered in paying salaries at the end of June and July did not lessen the problems of the staff in Lebanon (see para. 18).

27. By the end of August, the Agency had obtained for the Palestine refugees in Lebanon and Syria 2,750 tons and 131,000 tins of foodstuffs, 116,000 blankets, 8,000 mattresses and 6,300 kitchen kits. (16,400 tents, and another 114,000 blankets and 35,000 mattresses were on order or being donated.) Three clinics were back in operation in Tyre, three in Sidon, three in the Beqa'a Valley and four in Beirut. An emergency chlorination programme of water in Beirut was put in hand, in co-operation with UNICEF.

28. The reopening of schools, with large marquee tents where necessary, was being planned, but in many cases will have to be delayed until the homeless who are occupying them have alternative accommodation. UNRWA has announced that schools would reopen as and when usable school buildings became available or tents were erected.

29. By the end of August, UNRWA had completed detailed surveys in all areas except Beirut. The number of Palestine refugees receiving emergency relief and of those who were homeless and destitute were as follows:

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Refugees receiving emergency relief

Syrian Arab Republic	6,500
Bega'a	12,000
Tripoli	3,000
South	<u>93,000</u>
Total	114,500
Beirut	Not available

Refugees homeless and destitute

6,500
12,000
3,000
<u>60,000</u>
81,500
Not available

Because of the military situation in Beirut, it was not possible by the end of August to obtain complete figures there. The expectation was that the number of refugees in all areas needing relief and housing would increase as their resources dwindled and their makeshift arrangements for shelter ceased to be available.

30. UNRWA originally planned to provide emergency relief for an estimated 175,000 Palestine refugees for a period of six months from 6 June 1982 at a cost of some \$39 million (see annex B). However, the destruction in the camps and the displacement of the refugees has been on a scale that makes it certain that many thousands will not be self-supporting by January 1983 and UNRWA will be the only organization able to assist them. The future extent and duration of UNRWA's emergency relief programme was not foreseeable at the end of August 1982.

### III. UNRWA'S ADMINISTRATIVE STRUCTURE IN LEBANON

31. The Headquarters of the Lebanon Field Office has been in Beirut since the establishment of UNRWA in 1950 and has functioned there continuously since that date. The Lebanon Field Office, until June 1982, provided welfare assistance, education and health services to some 239,000 registered Palestine refugees in Lebanon with its staff of 4 international and 2,373 locally engaged employees nearly all of whom were Palestinians (see annex I for summary of UNRWA's services and installations in Lebanon).

32. As a result of the spread of hostilities northwards to Beirut and the breakdown of the normal means of communication, UNRWA was forced to change its administrative structure in Lebanon and to divide its operations into four distinct areas: the Beirut area, the southern part of Lebanon temporarily occupied by the Israeli Defence Force, the Tripoli area and the Bega'a Valley area. A Field Co-ordinator was appointed to cover the south of Lebanon and another Field Co-ordinator to cover the Bega'a Valley and the Tripoli areas, both reporting to the Field Office Director in Beirut. The Field Office Director remained based in west Beirut throughout the period covered by this report and was able to direct relief operations there and, when communications permitted, to provide central administrative control of UNRWA's relief work throughout Lebanon.

33. Additional international staff were temporarily assigned from UNRWA's Headquarters and other Field Offices to the Agency's temporary relief operations for Lebanon. Staff were also loaned from WHO and others were engaged on short-term contracts. This was particularly necessary as the locally recruited Palestinian staff were not able to move freely or, at times, at all, because of restrictions

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imposed by the Israeli Defence Force or armed militias. By the end of August 1982, the number of international staff assigned to the Lebanon emergency relief operation had increased from the 4 permanently assigned to Lebanon to 17.

34. The telephone service between Beirut and the rest of Lebanon ceased to function almost as soon as widespread hostilities started on 6 June 1982. However, as the Field Office Headquarters in Beirut could generally communicate with UNRWA's Headquarters in Vienna by telephone or telex, Vienna became the focal point for the required communications to and from Beirut and the rest of Lebanon. Telephone communications between Beirut and Damascus and Amman were inoperative.

35. Because of its exposed position in the south of Beirut and the proximity of anti-aircraft guns, the Lebanon Field Office Headquarters was moved into UNRWA's central warehouse in the centre of west Beirut on 10 June 1982. This location also made it easier for staff to reach their work from their homes in other parts of Beirut. The Field Office Headquarters building was subsequently damaged by shellfire and made unusable (see paras. 41 and 49).

36. The United Nations Radio was moved from west Beirut to east Beirut on 18 June 1982 and was operational from 23 June 1982. However, this location was difficult, and at times impossible, to reach from the Lebanon Field Office Headquarters in west Beirut.

#### IV. EMERGENCY RELIEF, BEIRUT AREA

37. When hostilities first broke out in the south of Lebanon, Beirut seemed to be a safe area and refugees made their way there. About 500 families left Damour for Beirut and settled in its western districts, joining other refugees from the south of Lebanon. Also a number of refugees from the two camps in the southern suburbs of Beirut - Burj el Barajneh and Shatila - moved to other parts of west Beirut.

38. By 13 June 1982, the Agency was able to commence its relief operations for these displaced refugees and by 18 June UNRWA was distributing emergency rations to over 10,000 refugees in Beirut. Those from outside Beirut were also given blankets and kitchen utensils to the extent possible.

39. In addition to assisting the displaced refugees in Beirut, UNRWA began as soon as a relaxation of hostilities permitted, to send convoys of relief supplies to the south of Lebanon until it became possible to bring in supplies via Israel.

40. Conditions in west Beirut began to deteriorate from the influx of thousands of displaced Lebanese and Palestine refugees, the intermittent nature of public services and the hostilities leading to the isolation of west Beirut. A state of siege developed with all the attendant problems this caused.

41. The Lebanon Field Office Headquarters had been moved on 10 June 1982 as a precaution and offices were set up in the UNRWA central warehouse. A generator was purchased for the offices in the warehouse and, more important, to operate refrigerated storage for vaccines as the main electricity supply became erratic. Quantities of vaccine became useless before this could be done.

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42. Later, electricity, water and food supplies were cut off for long periods by the Israeli Defence Force. Polluted water became a health hazard aggravated by the broken sewers and water mains which, when the water supply was periodically resumed, flooded many areas of the city. By early August, there was an imminent danger of an epidemic in west Beirut because of inadequate potable water supplies. Many children visited by UNRWA health staff were found to be suffering from diarrhoea. Saline water from artesian wells was being drunk and fuel shortages frequently prevented water from being boiled to make it safer.

43. In co-operation with UNICEF and local students, the highest priority was given to the chlorination of water. Nevertheless, there were many instances of dehydration and of people pleading for water to drink as well as for washing or hygiene purposes. For some four weeks, west Beirut was deprived by the Israel Defence Force of mains electricity and this, inter alia, prevented water being pumped to the storage tanks on the roof of many of the high buildings in the city.

44. Thousands of persons were made homeless, living in shops, schools, garages and cinemas, etc. Many hospitals were repeatedly damaged in the air, land and sea bombardments to which west Beirut was subjected. Among the homeless were an estimated 64,000 Palestine refugees, displaced either from other parts of Beirut or from outside Beirut. Thirty thousand of these refugees had received rations from UNRWA by the middle of July.

45. At this juncture a serious interference occurred which halted UNRWA's emergency relief work in and from west Beirut. Following the unauthorized removal of supplies from UNRWA's warehouse, an armed unit of the Palestine Liberation Organization was posted at the entrance of UNRWA's central warehouse on 19 July 1982 at UNRWA's request to prevent supplies from being plundered. However, the unit had orders from the Palestine Liberation Organization to prevent any supplies entering or leaving the warehouse without its written authority. Contacts were made with the Palestine Liberation Organization in Beirut, Vienna and New York and written representations made, but to no effect. The consequence was that for approximately one month UNRWA was not able to distribute relief supplies to the refugees in west Beirut - which by this time had first priority - or to send supplies to refugees in the south of Lebanon from Beirut.

46. The explanation of the Palestine Liberation Organization published in the press was that supplies should not be moved out of Beirut as it was under siege. It took no account of UNRWA's urgent need to distribute relief supplies to the refugees in west Beirut.

47. This interference with UNRWA's control of its supplies led to a further difficulty. UNRWA sought permission from the Israeli military authorities, both in the Beirut region and in Israel, to bring relief supplies into west Beirut. At the beginning of August, the issue of a permit by the Israeli authorities was made conditional upon UNRWA's regaining control of its warehouse. UNRWA did not have this control and there was no replenishment of its supplies before the end of August. UNRWA obtained full control over its stores towards the end of August.

48. The attacks on west Beirut intensified in August and life became more and more intolerable and dangerous for all the inhabitants. These attacks reached their climax in the bombardment on 12 August 1982, which received world-wide attention. The evacuation of the Palestine Liberation Organization forces, which began on 21 August 1982, had largely been completed by the end of August and life was beginning to return to normal as far as was possible amid the very extensive damage inflicted by the bombardments upon large areas of Beirut. Those refugees who previously lived in the camps in the southern suburbs were returning to salvage what they could of their homes.

49. Distribution of emergency supplies had restarted in west Beirut before the end of August and four UNRWA clinics had reopened. Staff in increasing numbers were reporting for duty, causing difficulties in office accommodation as the Lebanon Field Office Headquarters building was unusable.

#### V. SOUTH LEBANON AREA

50. During the early hostilities in and around Tyre and Sidon, the camps housing Palestine refugees were heavily damaged and many refugees were forced to sleep in the open air. When hostilities ceased in the south of Lebanon, further extensive damage was caused to nearby buildings and structures when the Israeli Defence Force destroyed with high explosives the many air-raid shelters and stores constructed in the camps. UNRWA at this time was unable to assess the damage since visits by UNRWA staff from the Beirut area were prevented by the hostilities and clearance for UNRWA staff to enter south Lebanon from Israel had not yet been granted by the Israeli authorities. During this early period the Israeli Defence Force provided some assistance to the refugees.

51. The first reconnaissance of the damage was made by UNRWA on 18 June 1982 when it was ascertained by the Field Office staff from Beirut that Ein el Hilweh Camp at Sidon, housing over 30,000 <sup>3/</sup> Palestine refugees, was largely destroyed and that UNRWA's installations, such as schools, clinics, distribution centres and warehouses, elsewhere in the Sidon area were either destroyed, damaged or looted.

52. Although there are great difficulties in accurately estimating numbers until full surveys are completed, it appeared at the time of the first reconnaissance that about 60,000 refugees from the Sidon area alone were no longer living in their homes. About 35 to 60 per cent of the three camps near Tyre, which housed some 25,000 <sup>4/</sup> Palestine refugees, were partially destroyed. Furthermore, UNRWA's installations, schools, clinics, etc. in these camps, were generally destroyed or seriously damaged. Outside the Tyre camps, many of UNRWA's installations were damaged or looted.

53. From south Lebanon thousands of refugees, Palestinians and Lebanese, fled to areas thought to be safer - largely Beirut and the Beqa'a Valley but many were hampered or prevented by the hostilities. The same hostilities for a time prevented UNRWA from transporting relief supplies southwards from its central warehouse in Beirut.

54. UNRWA sought permission from the Israeli authorities as early as 13 June 1982 for a survey team to enter south Lebanon from Israel, and for the necessary supplies to be brought in by this route after the needs had been assessed. However, it was not until 23 June that the survey team was able to enter south Lebanon from Israel and the first convoy bringing relief supplies could not reach south Lebanon until 1 July. Well before this time, the hostilities taking place in the area between Beirut and the south of Lebanon had lessened and a convoy bringing 46 tons of food and blankets had reached Sidon from Beirut on 20 June. This was the first substantial aid from any source to reach the south of Lebanon. Five more UNRWA convoys reached the south of Lebanon before the end of June, bringing a total of 150 tons of relief supplies to the refugees.

55. With clearance obtained from the Israeli authorities for as many convoys from Beirut as UNRWA deemed necessary and could operate, the immediate needs of the south of Lebanon could be partially met as far as water, food and medical supplies were concerned. However, it was immediately apparent that the Palestine refugees were in dire need of proper sanitation facilities and shelter. Relatively few of the displaced Palestine refugees were able to find alternative accommodation as a reasonable standard. Blankets and household kits, including mattresses and kitchen utensils, took first priority after food, water and medical supplies. Sanitation facilities were rapidly improvised or improved.

56. However, before temporary replacement shelter, either in the form of tents or other lightweight structures, could be erected for the refugees, the location of suitable sites had to be determined and the land made available to UNRWA. UNRWA immediately sought the necessary permission, but no decision was taken for some weeks by the authorities concerned. However, as an urgent solution to the needs of homeless Palestine refugees had to be found before the onset of winter, UNRWA, included more than \$12.2 million for tents for homeless families needing shelter and for temporary schools and other installations in the \$39 million appeal issued on 24 June 1982.

57. By a note dated 29 June 1982, the Government of Israel protested that UNRWA had acquiesced in the usurpation of its facilities in Lebanon by the Palestine Liberation Organization, and in particular, that UNRWA's Training Centre at Sibliin (south Lebanon) had served as a cover for military training facilities for the Palestine Liberation Organization. The note went on to state that documents and photographic material in support of the protest would be provided in due course. The note did not specifically state that arms and ammunitions were found in the Centre but the clear implication was that this was so.

58. The Commissioner-General replied on 5 July rejecting the allegation of acquiescence in the usurpation of UNRWA's facilities in Lebanon by the Palestine Liberation Organization. With regard to the Sibliin Training Centre, UNRWA firmly denied any implication that it had knowingly allowed the Centre to be used for any activities incompatible with UNRWA's aims and status as a United Nations organ. In view of the serious nature of the Israeli charges, however, the Commissioner-General at once ordered a thorough investigation into those charges concerning the Centre. At the time of writing, information and materials promised by the Israeli authorities have not yet been received despite reminders by UNRWA. As a result, the

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investigations cannot yet be completed. In the interim, UNRWA, has tentatively reached the view that, whilst normal training continued unknown to its senior officials unauthorized use had been made of the Centre for activities such as the provision of some basic military training to the Centre's students.

59. A senior UNRWA official visited the Centre at the end of June and reported that some equipment, including heavy machines from the workshops, was missing. Further valuable equipment was removed by the Israeli Defence Force a few days later. The matter was reported to the Israeli authorities, who promised that all equipment removed would be returned upon receipt of detailed lists.

60. With the hostilities increasing in and around Beirut, displaced Lebanese families began moving into the Centre assisted by the Israeli Defence Force and the local Lebanese Police. UNRWA objected to this, but to no avail. Ultimately, approximately 4,500 persons moved into the Centre and remained there for several weeks. By the end of August, the total had dropped to less than 100.

61. During July, UNRWA's services in the south of Lebanon were gradually reactivated. Repairs were carried out to some premises, new premises were rented and makeshift arrangements put in hand to enable the essential services to operate. Difficulties were encountered, including initially the need for staff to have permits from the Israeli authorities to move from one place to another and the occupation by armed militia of an UNRWA school in Sidon. Refugees began to return to the devastated camps as they had nowhere else to go, creating even more water and sanitation problems. Mobile health teams began to operate and, later in the month, four clinics were put into operation in the three camps in the Tyre area and in Sidon. Early in August, two more clinics were re-established, one in Mieh Mieh Village and one in rented premises adjacent to Ein Milweh Camp in Sidon. Many of the women were found to be in a state of shock as a result of the loss of their homes and the absence of their menfolk and as a consequence neglected the health of their children. Some 800 tons of relief supplies were distributed by the end of July. Repairs to broken sewers and water mains were in hand. Debris from demolished buildings was being removed, as well as refuse.

62. On 5 August, the Israeli authorities gave their permission for tents to be imported into Israel, pending a decision on the sites where they could be erected.

63. On the night of 7/8 August 1982, following a dispute with local Lebanese neighbours, 148 dwellings housing some 1,000 Palestine refugees in the Mieh Mieh Camp near Sidon were set on fire. Many refugees fled; some were fired upon. Disturbances occurred again later in August.

64. By the end of August, some 1,500 tons of foodstuffs, 61,000 blankets, 4,000 mattresses, used clothing and \$26,000 of medical supplies had been sent into south Lebanon from the West Bank Field Office.

65. The Agency's detailed surveys revealed by the end of August that in south Lebanon over 10,000 refugee families, some 60,000 persons, were homeless and in need of shelter. A further 33,000 persons required food and similar aid. However, these figures could not be regarded as final. Many refugees who had left the south of

Lebanon were expected to seek to return, when they believed that hostilities had finally ceased.

66. On 23 August 1982, the Israeli Government informed UNRWA that, following discussions with the Lebanese authorities, it had been decided that UNRWA could erect tents as a temporary solution for homeless Palestine refugees in south Lebanon for the winter of 1982/83, but only on the sites of existing camps (with the exception of Nabatieh, a camp destroyed by Israeli military action in 1974). Tents alone would be permitted, to the exclusion of any permanent structures. UNRWA would have to clear the sites of rubble, after the Israeli Defence Force had removed explosives and corpses.

67. UNRWA at once began to investigate means of clearing the extensive areas of devastated or badly damaged camps by civil contractors or by engineering units of one or more donor Governments. This clearance of existing sites, relaying of roads, water and drainage networks is a much more difficult and time-consuming operation than erecting tents on open ground. By the end of August, with the onset of the autumn rains only a few weeks away, it had not been possible to complete arrangements for the clearance of the sites.

#### VI. BEQA'A VALLEY AREA

68. Immediately following the arrival of refugees who had previously been living in the south of Lebanon or in the Beirut area, UNRWA gave its attention to providing water supplies, sanitation arrangements, as well as medical services.

69. As soon as this work was accomplished to a standard sufficient to lessen the chances of disease breaking out, attention was turned to the distribution of food, blankets, mattresses and kitchen kits.

70. By the end of August, some 12,000 displaced Palestine refugees had been identified by UNRWA in the Beqa'a Valley. (There were reportedly approximately six times as many Lebanese displaced there at one time.) Prior to the outbreak of hostilities the number of registered Palestine refugees in the area was less than 10,000.

71. Although there had been no physical damage to buildings or other installations, accommodation was the main problem facing the refugees. Refuge was sought in the Agency's schools and also in other schools, often more than one family in a room and at times 20 or so persons. In addition, Palestinian families already living in the area accommodated displaced refugees. All such accommodation, in schools and with other families, could only be temporary, but the refugees and UNRWA were in no position to know by the end of August whether the refugees would be allowed by the Israeli authorities to return to their former homes in the south of Lebanon, or indeed whether their former homes had been destroyed. What was known was that the refugees could not remain indefinitely where they were and that some solution had to be found before the new school year began and before the commencement of winter, when conditions in the Beqa'a Valley require proper protection from the low night-time temperatures, the rain and strong winds blowing off the high mountains.

72. The possibilities for erecting tents or shelters on a site in the region of Baalbeck were discussed with the local Lebanese authorities and the Palestine Liberation Organization, but no suitable site has been offered.

#### VII. TRIPOLI AREA

73. The Tripoli area was the area least affected by the population movements caused by the hostilities, since the Palestine refugees were apprehensive of travelling along the coast road north of Beirut, which was under the control of hostile armed militia. The number of displaced Palestine refugees in the Tripoli area rose to about 3,000 in mid-August, but their accommodation, albeit mainly in school-rooms, did not cause the problems which occurred elsewhere, because of the relatively small number involved. Towards the end of August a few displaced refugees began to return to the areas they had left.

74. Internal communications with Beirut and Damascus were difficult or impossible for long periods of time, but sufficient messages were conveyed to enable the extra relief supplies required to be delivered from Damascus to the Tripoli area.

75. There was a certain amount of disruption as bombs were exploded intermittently in Tripoli, but generally the work of the Tripoli area carried on normally.

#### VIII. EMERGENCY RELIEF PROVIDED BY THE SYRIAN FIELD OFFICE

76. The geographic location of Damascus made it the natural place for assembling and providing relief to the north of Lebanon and to Beirut at the beginning of the hostilities and until other channels were opened. Ambulances, water tankers, foodstuffs and medical supplies were received from the Jordan Field Office and from voluntary organizations overseas and, in co-ordination with the United Nations Disengagement Observer Force (UNDOF), relief supplies were sent to Beirut, as well as to the Beqa'a Valley and Tripoli areas.

77. Many displaced Palestine refugees fled to the Syrian Arab Republic, mostly to the Damascus area. The Syrian Government established a camp for those refugees who were not registered with UNRWA. UNRWA offered technical advice concerning the establishment of this camp and informed the Syrian Government that it was prepared to provide everything which was needed for another camp, including the tents, for registered refugees. The number of these refugees exceeded 6,500 by the end of August and the Government of Syria offered a site to UNRWA for an emergency camp adjacent to an existing camp in the Damascus area. Meanwhile, the displaced registered refugees in Syria received the same rations as the displaced refugees in Lebanon.

78. By the end of August, the Syrian Field Office had dispatched to Lebanon an extra 500 tons of commodities, mainly flour, rice and sugar, 17,000 blankets, 2,000 kitchen kits, 3,600 mattresses, 28 bales of used clothing and \$28,000 of medical supplies. Emergency issues to refugees within the Syrian Arab Republic were 70 tons of foodstuffs, 12,000 blankets (7,000 to UNICEF), 1,000 kitchen kits and 2,000 mattresses.

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IX. COST OF EMERGENCY RELIEF AND OF RECONSTRUCTION OF UNRWA'S  
SERVICES AND INSTALLATIONS

79. UNRWA's appeal of 24 June 1982 for \$39 million for emergency aid for six months for 175,000 Palestine refugees (see annex II) had necessarily to be made prior to the completion of detailed surveys. These surveys were undertaken as soon as the main movements of population ceased, but surveys could not be started in west Beirut while hostilities continued or before the siege conditions were lifted.

80. By the end of August, UNRWA's detailed survey had identified 108,000 Palestine refugees in Lebanon who were in need of emergency relief, of whom some 75,000 were homeless. These figures do not include the Palestine refugees in west Beirut needing emergency relief or whose homes have been destroyed, as a completed survey there was not possible by this date. It was thought, however, that the number of those in Beirut needing emergency relief might well be as high as in south Lebanon. An additional 6,500 registered Palestine refugees in Syria had also been identified by UNRWA as being in need of relief and homeless. The number of Palestine refugees in Lebanon and Syria in need of emergency relief and of those who are homeless is likely to increase as more refugees come forward when their resources are exhausted or their temporary arrangements for shelter are ended.

81. It was not possible to provide emergency relief in south Lebanon for some weeks after the commencement of hostilities nor in west Beirut for four weeks from the middle of July (see paras. 54-55 and 45-46). Restrictions were imposed on the issue of cash grants because initially the refugees had some reserves to live upon and because the response to UNRWA's appeal for \$39 million was sufficient only to cover the expenditures being incurred on other items. Based upon the number of refugees identified, fewer tents were found to be required than had been allowed for. UNRWA was also able to procure these tents at a cost substantially less than originally estimated, but the tents have to be erected on the sites of the existing camps which increases the cost of their erection. Taking into consideration the foregoing factors, the cost of providing emergency relief until 31 December 1982 is now estimated at \$21.5 million (see annex B); \$13.7 million had been expended or committed by the end of August 1982. However, it has become clear that UNRWA's emergency relief will be required for a longer period than the original six months. The cost of this relief in the first half of 1983 is estimated at an additional \$21.9 million (see annex III). The cost of reconstructing UNRWA's services and installations with the necessary repair and replacement of installations, equipment and the reconstruction of refugees' homes is not included in either of these estimates. By far the largest item will be the cost of rehousing, but this cannot be determined until the sites are known and the surveys of those homeless completed.

82. At the time of writing this report, the only decision taken concerning the rehousing of refugees in Lebanon is that, as a temporary measure for the winter months, tents can be erected on the sites of four destroyed or damaged camps in south Lebanon. There is urgent need for decisions to be taken by Governments regarding more permanent arrangements, not only to allow adequate planning and construction time for the dwellings required, but to reduce to the minimum the time the homeless refugees are forced to live in tents or other temporary accommodation. Furthermore, until the sites for all dwellings are agreed, the location and number

of new UNRWA installations to replace those destroyed cannot be determined, since any changes in the locations of the destroyed or damaged camps or a dispersal of refugees into smaller groups will require additional installations if UNRWA is to continue to provide its education, health and relief services to the Palestine refugees pending an over-all political settlement.

83. The cost of emergency relief and eventual reconstruction will have to be met in addition to the cost of UNRWA's regular programmes in its five fields of operation. The estimated deficit on the regular budget stood at \$43.5 million at the end of August 1982. If tens of thousands of Palestine refugees are not to be left homeless and in penury, a major financial effort will be required of the international community to enable UNRWA to meet the essential needs in the coming months and years.

#### Notes

1/ Official Records of the General Assembly, Thirty-seventh Session, Supplement No. 13 (A/37/13).

2/ Actions taken by the Secretary-General, the General Assembly and the Security Council concerning the situation in Lebanon, including the provision of humanitarian assistance, are set out in detail in the Secretary-General's report to the General Assembly and the Security Council on the situation in the Middle East.

3/ 20,945 Palestine refugees were registered with UNRWA as living in the camp in 1975, but this figure does not take account of those refugees registered in Tyre but living in the camp since the Israeli military operation of 1978, and a number of unregistered persons. Since June 1975 UNRWA has been unable to verify the number of refugees living in the camps in Lebanon.

4/ 26,278 refugees were registered as living in these camps in 1975, but many fled to Sidon area following the Israeli military operation of 1978.

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ANNEX I

UNRWA services and installations in Lebanon in May 1982

Registered refugees .....	238 667
Refugee camps .....	13
Registered refugees in camps .....	123 442

Education (school year 1981-82)

UNRWA elementary and preparatory schools .....	87
Refugee children in UNRWA schools .....	35 581
Students at Sibliin Training Centre .....	779
Students in Arab universities on UNRWA scholarships .....	37

Health

Refugees eligible for health services .....	204 000
UNRWA clinics and health centres .....	23
Supplementary feeding centres .....	13

Relief

Refugees receiving rations .....	98 000
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Registered refugees

<u>Camps</u>	<u>In camps</u>	<u>Not in camps</u>	<u>Total persons</u>
<u>Beirut</u>			
Mar Elias	522	31 251	31 773
<u>Mountain</u>			
Burj el Barajneh	10 451		
Dbayeh	2 916	22 336	41 568
Shatila	5 865		
<u>Sidon</u>			
Ein el Hilweh	25 804	23 346	51 640
Mieh Mieh	2 490		
<u>Tyre</u>			
El Buss	5 415	27 311	59 338
Rashidieh	15 356		
Burj el Shamali	11 256		
<u>Tripoli</u>			
Nahr el Bared	16 041		
Beddawi	8 637	5 883	30 561
<u>Bega'a</u>			
Wavell	4 686	5 098	9 784
Refugees displaced from Nabatieh, Dekwaneh and Jisr el Basha camps and living in Sidon and Mountain areas	14 003		14 003
	123 442	115 225	238 667

UNRWA staff in Lebanon

International	4
Area	2 373
(includes 1,173 teachers)	

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ANNEX II

Emergency relief estimates, July-December 1982  
(175,000 persons)

As estimated when appeal was launched on 24 June 1982			As revised in the light of ascertained circumstances on 31 August 1982		
Unit	Number or Quantity	Value (in United States dollars)	Number or Quantity	Value (in United States dollars)	
<u>Relief supplies</u>					
Flour	tons	10 500)	8 850		
Rice	tons	1 050)	885		
Sugar	tons	1 050)	885		
Butter oil	tons	1 050)	885		
Skim milk	tons	1 050)	885		
Corned beef	tins	4 200 000)	13 000 000	2 100 000	8 290 000
Blankets	pieces	175 000)	175 000		
Soap	bars	459 800)	645 000		
Kitchen kits	pieces	20 000)	10 000		
Towels	pieces	80 000)	5 000 000	175 000	1 460 000
Sardines	tins		2 580 000		
Tomato paste	tins		885 000		
Jam	tins		525 000		
Olives	tons		645		
Garbage bags	pieces		306 000		
Mattresses	pieces		25 000		1 900 000
		18 000 000			11 650 000
Cash grants		5 000 000			2 500 000
<u>Health services</u>					
Environmental sanitation	)				
Supplementary feeding	)				
Medical services	)	3 000 000			2 100 000
<u>Emergency camps</u>					
Tents, family size	pieces	38 500	11 500 000	20 000	2 800 000
Camps infrastructure		10	600 000		2 000 000
Marquee tents -					
administrative		100	100 000	)	
schools		350	400 000	)	
clinics and hospitals		13	200 000	600)	450 000
			38 800 000		21 500 000
			39 000 000		21 500 000

## ANNEX III

Emergency relief estimates, January-June 1983 a/  
(175,000 persons)

			Lebanon				Syrian Arab Republic	
			Registered refugees		Non-registered refugees		Registered refugees	
			Number or	Est. cost	Number or	Est. cost	Number or	Est. cost
			<u>Quantity</u>	<u>in dollars</u>	<u>Quantity</u>	<u>in dollars</u>	<u>Quantity</u>	<u>in dollars</u>
1.	<u>Relief supplies</u>	<u>Unit</u>						
	Persons	No.	143 000	-	25 000	-	7 000	-
	Flour	Tons	8 580	3 217 500	1 500	562 500	420	157 500
	Rice	Tons	858	407 550	150	71 250	42	9 950
	Sugar	Tons	858	514 800	150	90 000	42	25 200
	Butter oil	Tons	858	1 271 556	150	222 300	42	62 244
	Skim milk	Tons	858	1 321 320	150	231 000	42	64 680
	Corned beef, tins	No.	1 716 000	1 098 240	300 000	192 000	84 000	53 760
	Sardines/tuna, tins	No.	3 432 000	686 400	600 000	120 000	168 000	33 600
	Tomato paste, tins	No.	858 000	308 880	150 000	54 000	42 000	15 120
	Jams, tins	No.	858 000	429 000	150 000	75 000	42 000	21 000
	Olives	Tons	858	806 520	150	141 000	42	39 480
	Garbage bags	No.	690 000	41 400	120 000	7 200	33 600	2 016
	Towels	No.	143 000	78 650	25 000	13 750	7 000	3 850
	Soap, bars	No.	858 000	116 688	150 000	20 400	42 000	5 712
	Blankets	No.	143 000	632 060	25 000	110 500	7 000	30 940
				10 930 564		1 910 900		535 052
2.	<u>Health services</u>							
	Environmental sanitation			214 000		87 000		11 000
	Supplementary feeding			1 716 000		350 000		84 000
	Medical services			572 000		168 000		28 000
				2 502 000		605 000		123 000
3.	<u>Cash grants</u>							
	per head/per month - \$5			4 290 000		750 000		210 000
	<b>Total</b>			17 722 564		3 265 900		868 052
	<b>TOTAL LEBANON:</b>	<b>\$20 988 464</b>					<b>TOTAL SYRIA:</b>	<b>\$ 868 052</b>
				<b>GRAND TOTAL</b>	<b>\$21 856 516</b>			

a/ These costs are in addition to those included in the 1983 budget.