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ASSISTANCE TO PALESTINE REFUGEES

Report of the Secretary-General

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INTRODUCTION

1. This report is submitted in compliance with General Assembly resolution 212 (III) of 19 November 1948 and covers the activities of the United Nations Relief for Palestine Refugees (UNRPR) under that resolution. It is based on information supplied to the Secretary-General by the Director of UNRPR under the terms of the provisional regulations for the administration and supervision of the Palestine Refugee Fund. The certified financial statement for UNRPR operations from the date of inception (1 December 1948) to 30 June 1949, and the related report of the United Nations Board of Auditors are issued as an addendum to the present document (A/1060/Add.1).
 2. The present report covers the period 1 December 1948 to 30 September 1949. A summary of relevant events prior to that time is contained in Annex III. The General Assembly resolution envisaged a programme of aid up to the end of August 1949, but, in the continued absence of any permanent solution in Palestine, an extension of the programme beyond that date was authorized by the Secretary-General after consultation, on 20 April 1949, with the Ad Hoc Advisory Committee on Relief to Palestine Refugees, provided for in the resolution. Thus UNRPR is continuing to operate pending a new decision by the General Assembly at its present session.
 3. As is recounted in detail later in this report, the distribution of United Nations supplies has been handled by three autonomous operating agencies - the International Committee of the Red Cross, the League of Red Cross Societies, and the American Friends Service Committee (Quakers), under agreements entered into between the agencies and the Director of UNRPR.
 4. It has been understood throughout the operation that these agencies could not participate in a purely relief programme indefinitely and that their continued participation would be conditional on the adoption of positive measures at the fourth session of the General Assembly. In addition, the three agencies have expressed their strong conviction that if the relief programme is to continue into the winter, it should be extended for the entire winter period, that is, through March or April 1950, in order to avoid the disastrous consequences of mid-winter termination. The communications from the agencies expressing these views are attached as Annex I.
 5. The current financial status of UNRPR, and the problem of interim financing which the agencies had raised, were considered by the Ad Hoc Advisory Committee at its second session, held at Lake Success on 4 October 1949. It was made clear that, on the basis of existing and anticipated resources, the prospects were good for full distributions of supplies in December as well as in October and November, provided the participation of the United Nations International Children's Emergency Fund
- /was continued

was continued at present levels. The distribution at the end of December 1949 would mean sufficient food until well into January 1950.

6. The viewpoint of the agencies that relief must be continued throughout the winter and that necessary funds for this purpose must be in some way guaranteed was fully and sympathetically understood. While the Secretary-General was not in a position, pending General Assembly action, to give a formal guarantee that these funds would be forthcoming, he pledged himself to seek from the General Assembly full financing of the programme for the duration of the winter. Specifically, he promised that if funds were needed to safeguard the December distribution, he would approach the General Assembly on an emergency basis to obtain such funds. Similarly, while he fully expected that the General Assembly would have received and acted upon proposals from the Palestine Conciliation Commission by early December, he would go to the Assembly to request an advance of the necessary funds if action ensuring distribution of supplies from January through March 1950 had not been taken by that date.

7. On this basis, and with the full support of the Ad Hoc Advisory Committee, the Secretary-General appealed to the three operating agencies to continue their present co-operation through March 1950.

8. To this appeal for continued collaboration, which was confirmed by cables from the Secretary-General to the agencies on 5 October 1949, all three of the agencies have responded favourably. By a telegram of 7 October, the American Friends Service Committee stated its willingness to extend its present agreement with UNRPR until 1 April 1950. By a cable of 11 October, the two Red Cross organizations jointly replied that they were willing to remain in the programme until next spring, their expectation being that satisfactory operating conditions would be maintained.

9. The three agencies have indicated their wish to withdraw from the programme at the earliest practicable date. In its letter of 27 September, the American Friends Service Committee expressed the desire to withdraw "at the earliest possible moment compatible with the fulfilment of its moral obligations to the refugee population". The two Red Cross organizations, in their cable of 11 October, stated their hope that by next spring it will have become possible for their place to be taken by other bodies.

10. Also following the meeting of the Ad Hoc Advisory Committee, the Secretary-General communicated to UNICEF, the World Health Organization, the International Refugee Organization, the United Nations Educational, Scientific and Cultural Organization and the Food and Agriculture Organization his request - with which the Committee had associated itself - that maximum participation should be continued in the critical winter

/months ahead.

months-ahead. In the case of UNICEF, the Executive Board has approved an extension of the Middle East feeding programme at the present level for the months of November and December, and is considering the allocation of \$1,000,000 for the first three months of 1950, subject to the continuance of existing or other adequate distributing arrangements.

11. With respect to the IRO, which was requested to consider the possibility of making available useable currencies, commodities or stocks, the Secretary-General has been informed by the Director-General that the Executive Committee offers to make available immediately considerable quantities of supplies other than foodstuffs; the supplies being donated are principally blankets, tents, trucks, medical supplies and clothing. In addition, the Executive Committee authorized the Director-General to negotiate, upon request, an interest-free loan to the Secretary-General for the use of UNRPR or any successor agency established by the General Assembly, in a total amount not to exceed the equivalent of \$2,300,000. The loan offered would be in such currencies as were immediately available to IRO and as could be readily convertible into Middle East currencies, and with the proviso that repayment of such loans would be a first charge against any future contributions to UNRPR or its successor.

12. The Director-General of WHO has informed the Secretary-General that budgetary provision for continued assistance for 1950 has been made. The Director-General of UNESCO also responded favourably, stating that the UNESCO General Conference has authorized funds for continuing UNESCO's work among refugees until the end of 1949, and has approved plans for further action next year.

13. The Secretary-General wishes to take this opportunity to express, on behalf of the United Nations, the deepest gratitude and admiration to the three agencies which, throughout this critical year, have carried the responsibility in the field. The American Friends Service Committee, the International Committee of the Red Cross and the League of Red Cross Societies have accomplished, in the face of great difficulties and ever-present financial uncertainties, a tremendous humanitarian achievement.

14. A sincere tribute and thanks are also due to UNICEF, which is contributing sizeably to the feeding programme and to medical care, to WHO, and to other specialized agencies for assistance in their particular fields.

15. Note should be taken also of the fact that, in all parts of the world and through their own channels, religious organizations of many faiths, national Red Cross and Junior Red Cross organizations, and a great variety of civic and welfare groups have responded most generously to the needs of the refugees; the work of some of these organizations in the field has measurably alleviated those needs.

CHAPTER I

SUMMARY OF OPERATIONS

16. The problem of refugees in connexion with the conflict in Palestine had become acute in July 1948, and was dealt with during the summer and fall months, principally by the Governments of Lebanon, Syria, Jordan and Egypt, with some outside assistance received in response to appeals by the late United Nations Mediator for Palestine. A Disaster Relief Project initiated by the Mediator began operations during September 1948, and continued, under the Acting Mediator, until it was replaced by UNRPR at the end of the year. The UNICEF Middle East feeding programme began in August 1948. An account of this period is given in Annex III.

Organization

17. UNRPR came into existence with the appointment by the Secretary-General of its Director, the Honorable Stanton Griffis, on 1 December 1948. His responsibility was to direct a programme of relief for Palestine refugees, subject to the conditions laid down in General Assembly resolution 212 (III) and in accordance with the provisional regulations for the administration and supervision of the Palestine Refugee Fund.* In August 1949, the Director resigned and his Deputy, Mr. R.H.R. Parmenter, became Acting Director. The appointment of a successor to Mr. Griffis has been delayed pending new action by the General Assembly.

18. On 19 December 1948, agreements were signed in Geneva by the Director of UNRPR and the heads of the International Committee of the Red Cross, the League of Red Cross Societies and the American Friends Service Committee. In accordance with these basic agreements, additional agreements were subsequently signed between these agencies and UNICEF.

19. The agreements with UNRPR provided that the agencies, as independent and autonomous organizations, would undertake full responsibility for the distribution, within the respective territories assigned to them, of supplies furnished them under the auspices of UNRPR. The plan for giving operational responsibility to the International Committee of the Red Cross, the League of Red Cross Societies and the American Friends Service Committee had been accepted in the course of the first part of the third regular session of the General Assembly, by a special Sub-Committee of the Third Committee and by the Third Committee itself.

* These regulations were issued subsequent to the conclusion of agreements between UNRPR and the three operating agencies. The regulations are contained in AI/60, dated 31 January 1949, and have not been altered.

20. Once the basic agreements were signed, no time was lost by the co-operating international agencies in assembling their field teams and beginning operations. Meantime UNRPR procurement had begun. The first shipload of supplies reached Beirut on New Year's Day, 1949; the first actual distribution taking place in mid-January. The Director spent January, February and March in the area, establishing the organization and making the basic arrangements to assure satisfactory receipt, warehousing, allocation and transportation of supplies.

21. A major problem was determination of the number of rations to be issued. Initially established at 600,000, the total daily rations were subsequently raised to 725,000 for the month of March; 855,000 for April and May; and 940,000 from June through September. It is hoped gradually to reduce this level to a figure more in line with current estimates as to the probable number of actual refugees.

22. With respect to supply arrangements, the great difficulties encountered were the aftermath of military operations, transport restrictions, the absence of roads and railways between strategic points, difficulties of communication between headquarters and field units, and shortages of transport equipment. By March 1949, the organization of the three operating agencies for relief distribution had been well established and was functioning with efficiency. Obstacles, for example, in the matters of tax exemptions, the need to obtain export licences, and the right of passage across frontiers, are still encountered. The over-riding problem of UNRPR, however, has always been that of financial stringency.

23. By April 1949, it was already evident that, in the continued absence of any permanent solution to the refugee problem, relief could not be terminated at the end of August, as had been envisaged by General Assembly resolution 212 (III) and the Director came to Lake Success to consult with the Secretary-General. Thereupon the Secretary-General convoked the Ad Hoc Advisory Committee provided for in the resolution consisting of seven members selected by the President of the General Assembly, to which the Secretary-General was authorized to submit any matter of principle or policy upon which he might like the benefit of the Committee's advice. The Ad Hoc Committee met with the Secretary-General and the Director of UNRPR on 20 April 1949, and, after hearing their statements, endorsed the intention of the Secretary-General to extend UNRPR until the fourth regular session of the General Assembly had taken new decisions, provided always that sufficient funds were forthcoming.

24. In the light of this endorsement the Director, in June 1949, met in Geneva with representatives of the three agencies, with a view to arriving
/at a mutually

at a mutually satisfactory extension of the agreements. Such an extension was agreed, with certain reservations by the agencies concerning maintenance of levels of food rations and other supplies and notification as to availability of funds, as well as a general reservation that they could not undertake to continue in a purely relief programme indefinitely.

Sources of income

25. The resolution of the General Assembly authorizing the creation of UNRPR estimated \$32,000,000 as the cost of maintaining 500,000 refugees through the nine months period December 1948-August 1949. Up to 15 September 1949, \$29,284,940 had been donated by Governments either in cash and in kind, or, in the case of local governments, in services to UNRPR and direct aid to refugees. Further, similar donations exceeding \$3,000,000 are foreseen in the next several months; thus, the total governmental resources of UNRPR might reach and perhaps exceed \$32,000,000. Complete details on contributions to the programme are given in the table on page 45.

26. The amount of \$29,284,940, while it represents the total known governmental response to the General Assembly resolution, is considerably higher than the resources in cash and kind actually available to UNRPR for administration and supply in feeding about 900,000 persons. Of the equivalent of \$29,137,675 actually accounted for as of 15 September, \$5,698,283 represented the dollar value of direct care of refugees and free services, and almost \$600,000 represented donations to Red Cross or other Middle East missions, also not directly available to UNRPR. The remaining amount of nearly \$23,000,000 in currencies or in kind together with the equivalent of slightly over \$400,000 from other sources, has constituted the nominal assets of the Palestine Refugee Fund.

27. In fact, these nominal assets have themselves been subject to limitations in programming value for the following reasons:

- (a) Certain cash donations which have been credited to the donor nation at the official rate cannot be used at that rate for needed purchases within the supply programme.
- (b) Commodity donations are entered in the resources at official values indicated by the Governments but do not reduce cash requirements by an equivalent amount, since many commodities must be programmed at their use value rather than at the value assessed by the Governments.
- (c) Delivery dates have been uncertain, and a small portion of the donations are still in process or delivery.

Operating costs

28. Total audited obligations in the period 1 December 1948 to 30 June 1949 came to \$15,980,159, of which \$4,865,321 represented the dollar value of expenditures by local governments for services and direct aid. The remaining

\$11,114,838 comprised

\$11,114,838 comprised the following types of commitments: cost of relief supplies distributed, (not including supplies given to refugees directly by local Governments), \$8,607,377; costs of operating agencies \$2,316,059; and UNRPR administrative expenses, \$191,402. It should be noted that these costs include the expenses of distributing UNICEF supplies. prorated over the audited period, and excluding the direct expenditures of local governments, this amounts to an average monthly expenditure of well under \$2,000,000. Roughly the same average has been maintained in subsequent months, as is shown by the expenditures listing on page 43.

Assessment of programme

29. UNRPR has been able to provide just under 1600 calories per ration for a present daily total of 340,000 persons in the three areas of operations. It has also provided shelter, clothing and fuel for distribution by the agencies, insofar as this has proved financially feasible. The shelter provided was considered adequate, but the increasing inability of refugees to pay rent in towns and villages will undoubtedly lead to a sharp increase in the need for tentage or other accommodations. Furthermore, it should not be forgotten that, as winter approaches, the need for clothing, footwear and additional blankets becomes increasingly urgent, but little financial provision can be made without imperilling the present minimum basic food programme.*

30. The Middle East feeding programme of UNICEF, which was in operation before UNRPR came into existence, has been closely co-ordinated with UNRPR operations. Indeed, an adequate account of the UNRPR food programme can only be written in terms of the joint UNRPR-UNICEF operation. At all times, UNICEF beneficiaries have represented over half of the refugee population cared for and, on the average, UNICEF food supplies which, with the exception of milk and cod liver oil for mothers and children, are pooled with UNRPR supplies, have accounted in quantity for one-fourth of the total caloric value furnished under United Nations auspices.

31. Although this food programme measured by any normal acceptable standard for meeting human needs, has been dangerously low, no serious or widespread malnutrition has been observed among the refugee population in the period UNRPR has been in operation. However, there have, unfortunately, been cases of malnutrition among small children. These cases have diminished as the UNICEF milk programme has come into full operation.

* Since the preparation of the present report, IRO has generously undertaken to donate a considerable quantity of supplies, including tents, blankets and mattress covers (See paragraph 11 above).

32. Health and medical services have received the next priority in the UNRPA programme. A separate medical programme under the general supervision of a medical officer seconded to UNRPA by WHO, has been in operation since February 1949. The Medical Director allocates, not only the medical supplies donated by Governments, but also the cash donations for medical purposes which have been made by UNICEF and WHO, and a monthly allotment from UNRPA cash resources. The UNRPA allotment now forms the major part of the resources of the medical programme and including medical salaries within agency operating budgets, is currently running at \$123,000 monthly. In camps, and adjacent villages and in the towns of Arab-occupied Palestine, the health programme has been relatively adequate, but the majority of the refugees, who live in scattered villages and towns often far distant from the camps, are largely dependent upon the medical services of the local governments.

CHAPTER II

ORGANIZATION OF UNRPR

Basic arrangements for administration of relief

33. Under the agreements signed in Geneva on 19 December 1948, the three agencies undertook full and autonomous responsibility for the distribution of supplies within the territories assigned to them, approval of monthly operating budgets resting with the Director of UNRPR.

34. It had been agreed with the agencies that, in the event of UNRPR's inability to meet the operating budgets of the agencies for the ensuing period, the agencies were to be given one month's termination notice by the Director. Notification has not been necessary thus far although there have been one or two occasions when the Director has very nearly been obliged to give such notice. Chronic uncertainty as to the availability of future funds has almost continuously taxed the stability of the programme.

35. The geographical assignment of responsibilities for relief operations was as follows:

- (a) International Committee of the Red Cross: Israel, Israeli-occupied areas and Jordanian-occupied areas of Palestine;
- (b) League of Red Cross Societies: Lebanon, Syria and Jordan;
- (c) American Friends Service Committee: Gaza area, under Egyptian occupation.

36. By arrangement between the agencies, provision has been made for a degree of participation in Israel by the American Friends Service Committee.

37. As originally contemplated, UNRPR has maintained responsibility for solicitation of cash and commodity donations for the procurement of supplies including local purchases, for all overseas shipment and for the allocation of supplies to the three agencies. The agencies take title to supplies when delivered to them at the port or in their respective areas. Negotiations with Governments for exemption from customs duties, for free transport across frontiers, etc. have been conducted largely by UNRPR field staff.

UNRPR administrative organization

38. The administrative organization of UNRPR itself, consisting of 50 United Nations employees of whom 18 are locally recruited refugees, is as follows:

(a) Geneva Headquarters Office - the headquarters office has responsibility for programme and financial control, accounting for purchase and exchange of supplies, programme reporting, and for continuing work on solicitation of contributions.

(b) Office of the Field Director - the office of the Field Director, reporting directly to the Geneva Office, is located at Beirut. A Medical Director, seconded from WHO, is attached to the Field Director. The Field Director is responsible for the areas of operation of the League of Red Cross Societies, the International Committee of the Red Cross and the American Friends Service Committee, for co-ordination of local procurement of supplies; for assuring proper accounting for monies advanced and for supplies; for maintaining necessary liaison with the Middle East Governments concerned in the relief operation. The Field Director supervises UNRRA offices at Cairo and Beirut, but does not exercise any control over the distributing operations of the three agencies.

Cairo Office - is responsible for the procurement of supplies for the American Friends Service Committee and for related financial and supply accounting.

Beirut Office - is responsible for the procurement of supplies for the League of Red Cross Societies and the International Committee of the Red Cross and for related financial and supply accounting.

Amman and Damascus Offices - since May 1949, the Field Director has stationed one assistant supply officer at Amman and another at Damascus to ensure quality and regular delivery of locally procured supplies.

(c) Lake Success Liaison Office - is responsible for necessary contacts at Lake Success with United Nations Headquarters departments, with delegations of Member States, with American voluntary, charitable and welfare organizations interested in the Middle East, etc.

Field staff of operating agencies

39. The international personnel assigned to the area of operations by the three operating agencies totalled 198 on 1 September 1949 and was distributed as follows:

(a) International Committee of the Red Cross - Commissioner and 77 field workers;

(b) League of Red Cross Societies - Commissioner and 65 field workers;

/(c) American

(c) American Friends Service Committee - Field Director and 56 field workers, of whom 52 are in the Gaza area and 4 at Acre. About two-thirds of the total internationally recruited personnel is medical.

40. In addition, the three agencies had recruited approximately 1800 local workers, mainly refugees who were utilized in distribution work and in the medical programme, exclusive, in the case of the League, of a large number of refugees engaged in day-to-day camp maintenance. The two Red Cross organizations also maintained small staffs for UNRPA activities in their headquarters offices in Geneva. Until August 1949, the American Friends Service Committee maintained a liaison officer in Geneva.

Medical Arrangements

41. From the experience of the Mediator's Disaster Relief Project, it was amply clear, before December 1948, that the Palestinian population which had been displaced or made destitute as a result of hostilities was living in the least developed and least fertile parts of Palestine under squalid and unsanitary conditions. The resulting health situation gave rise to an immediate problem of preventive medicine. The urgent health needs among the refugees were assessed to be: (a) a programme of protection against endemic or epidemic diseases by individual protective inoculation where possible, and by environmental sanitation; and (b) the re-establishment, maintenance and extension of health, medical, nursing and social welfare services.

42. The question of Middle East refugee health needs had been a matter of concern to the Executive Board of WHO prior to the inception of UNRPA. On 30 October 1948, the Executive Board decided that an expert should be sent to the Middle East to undertake a general inspection of the health situation among the refugees, as requested by the United Nations. The Board further authorized the Director-General of WHO, within the limits of any resources made available for the purpose, to take the necessary emergency measures for dealing with events requiring immediate action and to study the general situation, especially in its long-term implications, and to submit an early report.

43. The Director of UNRPA, shortly after his appointment, requested WHO to provide the services of a senior public health expert with particular knowledge of conditions in Palestine, to advise the Director on health matters. Initially, WHO considered it difficult to provide such assistance effectively without amendment of the requirement in the agreements with the three co-operating agencies that participation of specialized agencies should be subject to supervision by the co-operating agency in whose territory the participation occurred.

/44. The three

44. The three co-operating agencies willingly resolved this difficulty by jointly requesting WHO to appoint a representative to co-ordinate plans for dealing with the public health and hygiene aspects of the refugee relief programme and to advise their field staff in these matters. Accordingly, the WHO representative was assigned as Chief Medical Adviser and was also, in this capacity, advisory to the medical officers of the agency field missions. In May 1949, a change in title to UNRPR Medical Director was made, in recognition of the operating situation.

45. A permanent co-ordinating committee was formed in late January 1949, consisting of representatives of the operating agencies and of UNICEF, under the chairmanship of the Medical Director. This committee, which meets at frequent intervals, is empowered to allocate supplies and money for use in the medical programme within limits established by the Director of UNRPR. It co-ordinates and, insofar as possible, unifies plans for dealing with health and hygiene problems throughout the entire territory administered by the agencies.

CHAPTER III

THE REFUGEES

46. In December 1948, when the apportionment of funds and relief supplies for January 1949 was being planned it had already become clear that the number of refugees to be cared for would be considerably greater than the average of 500,000 taken by the General Assembly as its basis for estimating the cost of a nine months' relief operation.

47. The estimates of refugees available at that time varied from 500,000, the figure suggested by the Acting Mediator for Palestine, to 900,000, which was the combined total of the first estimates made by the field representatives of the three operating agencies on their arrival in the operating areas.

Numbers for ration purposes

48. In the absence of any accurate information and in view also of the scarcity of funds, the Director felt himself bound to act in the most conservative manner. Accordingly, during January and February 1949, he fixed 600,000 as the total daily food rations to be issued and provisionally allotted one-third of the total amount of supplies available to each agency.

49. For the month of March the Director established 725,000 as the maximum number of rations UNRPA could afford to supply, given existing resources. In the light of information submitted by the agencies, the following apportionment was agreed: the International Committee of the Red Cross (ICRC) and League of Red Cross Societies (LRCS), 250,000 rations each; and American Friends Service Committee (AFSC), 225,000 rations. The Red Cross agencies reported that the number of destitute persons applying for food in their areas was considerably higher than the number of rations allotted.

50. It was not until late in March that the three agencies considered their registration of refugees to be reasonably complete, and their requests for supplies for April were based on an estimated total of 910,000 refugees to be fed, distributed as follows: ICRC, 395,000; LRCS, 290,000; and AFSC, 225,000.

51. Believing that, in the circumstances, considerable duplication in relief applications and registration was inevitable, the Director decided upon 855,000 as the total number of rations to be provided for, and apportioned supplies for April and May on that basis. The respective daily rations allotted to the agencies were as follows: ICRC, 350,000; LRCS, 280,000; and AFSC, 225,000.

52. The share of the League of Red Cross Societies was later increased to 300,000 in order to allow for an influx of approximately 20,000 Lebanese nationals into Lebanon from Palestine. Although the requests of the agencies added up to considerably more than 1,000,000 the Director did not feel justified in making an apportionment of more than 940,000 rations for the month of June. By agreement with the agencies, the allocation of rations for June was therefore as follows: ICRC, 395,000; LRCS, 300,000; and AFSO, 245,000.

53. The figure of 940,000 was also accepted as the basis for apportionment for July, August and September. A continuing attempt will be made to bring the issuance of rations into line with the latest available independent estimates of the number of genuine refugees.

Difficulty of definition

54. In practice the three operating agencies have had the greatest difficulty in distinguishing between "bona fide" refugees (i.e. persons displaced from their homes as a result of hostilities) and destitute persons who have not necessarily been so displaced. The General Assembly resolution gave no definition of the term "refugee", and the Director did not consider it practicable to ask the operating agencies to impose any kind of eligibility test, and has had no observers of his own for this purpose in the areas of operation.

55. On 2 February 1949, the Director addressed to the three agencies a communication in which he enjoined them to take all possible measures to ensure that food and other relief was afforded only to "bona fide" refugees. In particular, he drew attention to the large number of nomadic and semi-nomadic Bedouins, who would naturally enough move on to places where food was being distributed. The agencies were encountering extreme administrative difficulty in their attempts to exclude ordinarily nomadic Bedouins and refugees, unemployed or indigent local residents. Continual movement of the refugees from one area to another also created difficulties.

56. In Arab-held northern and central Palestine, and especially in the Gaza area, economic life has been completely shattered, leaving even the normal population in a state of almost complete destitution. Furthermore, a considerable percentage of the refugees are in small villages where UNRPA food is being distributed by the local mayor, and it cannot be doubted that in many cases individuals who could not qualify as being "bona fide"

refugees are in fact on relief rolls.^{1/}

Geographical distribution

Area

57. In terms of numbers of rations issued per day under UNRPR auspices, the distribution of accepted refugees by countries or other areas is at present the following.

<u>Country</u>	<u>Number</u>
Lebanon	127,800
Syria	78,200
Jordan	94,000
Arab Palestine	357,400
Israel	37,600
Gaza Strip	245,000
TOTAL	940,000

Agency operating areas

58. The two Red Cross organizations function on the basis of operational districts, based on groupings of refugees in camp or in or near various villages and towns.

59. UNRPR does not have figures on the true refugee population in each of these districts. The listings which follow show the number of rations actually distributed by the agencies in each of their districts. The differences between the number of rations actually issued and the number allowed to each agency is explained by the fact that the individual rations received by the refugees are lower in caloric value than the basic ration established by UNRPR.

(a) League of Red Cross Societies: As of 31 March 1949, when the number of rations issued to the League was 250,000, that agency reported that refugees in its districts totalled 333,358, the distribution as among districts in Lebanon, Syria and Jordan being as follows:

^{1/} For example in Lebanon (League of Red Cross Societies) refugees have been found in as many as 800 villages, many of them in the mountains. In north and central Arab-held Palestine (Committee of the International Red Cross) the Samaria district alone includes more than 200 villages and the Ramallah sector approximately 100.

<u>LEBANON</u>		<u>SYRIA</u>		<u>JORDAN</u>	
<u>District</u>	<u>Refugees</u>	<u>District</u>	<u>Refugees</u>	<u>District</u>	<u>Refugees</u>
Tripli	6964	Wadi-Raggad	9902	S.Shuneh Camp	17450
Bekas	13006	Ezra'	3885	S.Shuneh Area	607
Beirut	23617	Dera'a	4978	Salt & Villages	8066
Mountain area	22725	Quneitra	10383	Amman Town	31538
Saida	33648	Damascus	24723	Amman Village	10733
Tyre	41862	Ghouta	4500	Zerka Camp	1377
		Douma	6039	Zerka Town & Village	4733
		Eama	2272	Irbed Camp	1957
		Katana	4398	Irbed Town	7185
		Homs	3961	Irbed Villages	20995
		Alleppo	10250		
		Lattakia	1064		
TOTAL	141882		86355		105141

A comparable report for May 1949 totalled 331,541, of whom 141,132 were stated to be in Lebanon, 86,427 in Syria and 103,982 in Jordan.

(b) International Committee of the Red Cross: The ICRC area comprises Arab-held Palestine, administered as six districts, and Israel and Israeli-held territory, which is administered as a single district. The total population reported as receiving care in these several districts for the months, January-May and the month of September 1949, together with the actual daily rations allotted, is shown below:

<u>TOTAL POPULATION REPORTED AS RECEIVING CARE</u>						
<u>District</u>	<u>January</u>	<u>February</u>	<u>March</u>	<u>April</u>	<u>May</u>	<u>September</u>
Jericho	72,000	72,000	72,000	72,385	60,988	48,000
Ramallah	74,095	69,895	68,175	71,807	71,472	76,000
Nablus	121,880	125,666	130,529	135,701	125,839	125,000
Jerusalem	23,994	28,746	37,287	40,096	27,603	36,000
Bethlehem	33,000	36,200	36,200	36,909	47,751	56,000
Hebron	46,242	55,702	68,120	80,006	81,623	89,000
Israel	-	45,866	41,865	43,190	43,671	48,000
Total						
refugees	371,211	434,075	454,176	480,094	458,947	478,000
Actual						
reations	200,000	200,000	250,000	350,000	350,000	395,000

(c) The American Friends Service Committee administers the Gaza strip, an area of between 60 and 70 square miles, as a unit. The area extends about 30 miles from the Egyptian border on the south to a de facto border, some three miles wide, on the north. Compared to its present total daily allowed ration of 245,000, the Committee has just reported that total valid refugees now number 210,000 persons; this does not include about 6,000 refugees now being transferred to the Gaza area from Egypt, where they had previously been maintained by the Egyptian Government. The principal concentrations are in and around Gaza, Bureij, Nuseirat, Maghazi, Deir-el-Balah, Khan Yunis and Raffah.

60. In addition to the refugees in the above areas, it is to be noted that there have been almost 5,000 refugees in Iraq, not accounted for in the UNRPR programme at all, who have received subsistence continuously from the Government of Iraq. According to recent reports, refugees in Iraq are now moving toward Arab-held Palestine. It is also known that there are a small number of refugees in Saudi Arabia and Cyprus.

Characteristics of refugee population

Age and sex

61. Full information on the age and sex of refugees is not available. The League of Red Cross Societies, in its report for May 1949, has given the following breakdown of numbers of men, women and children in its refugee population. It will be noted that the total refugees included in the present listing is substantially the same as the total shown in the geographical distribution for May 1949, above.

Grouping	Lebanon	Syria	Jordan	Total	PERCENTAGE
Men	35,003	21,241	20,921	77,165	23.3
Women	35,512	22,754	25,626	83,892	25.3
Children (0-15 yrs.)	70,617	42,432	57,435	170,484	51.4
TOTAL	141,132	86,427	103,982	331,541	100.0

62. It will be seen that children constitute over half of the refugee population in the League area, and that women and children together account for three-quarters of the total refugees cared for.

63. ICRC, in its report of 31 May 1949, gives a percentage distribution of the refugee population in its care for which the numerical total of 458,947 is reported. This is the same total as that reported above in the discussion of geographical distribution.

<u>Grouping</u>	<u>Per Cent</u>
Infants up to one year	5.5
Children - 1 to 5	7.5
Children - 5 to 10	13.0
Children - 10 to 15	13.0
	<u>39.0</u>
Nursing & pregnant mothers	10.0
Other adult females	21.0
Adult males	<u>30.0</u>
TOTAL	100.0

It will be noted that the proportion of adult males is appreciable higher than that reported for the League area of operations.

64. The American Friends Service Committee reports the following information regarding refugees in its area, as of 15 May 1949:

<u>Grouping</u>	<u>Number</u>
Infants up to one year	5,444
Children - 1 to 15	81,982
All other	<u>125,574</u>
TOTAL	213,000

Religious affiliation

65. On the basis of figures supplied by the operating agencies, it would appear that about 93 per cent of the refugees are Moslems, 5 per cent Christians, and between one and two per cent Jews. The Christians are mostly in Lebanon, the Jews mostly in parts of Israel other than their normal homes.

Occupational characteristics and employment

66. No reliable information on occupational characteristics of the refugees is available at present. It is difficult to estimate the extent of actual employment among the refugees, and it is only in Jordan that such employment is officially permitted.^{1/} Undoubtedly, considerable numbers of refugees have found temporary or part-time employment, especially at the season of the harvest.

67. In the Gaza area, where such opportunity scarcely exists in the community itself, a pilot textile project has been started, with the approval of the local authorities, which provides employment for some 200 refugees having previous weaving experience.

68. An American Friends Service Committee report on the occupations of 22,692 male refugees interviewed in the Gaza area in June, shows the following distribution of occupational backgrounds:

^{1/} More recently, Syria has granted refugees a statutory right to accept employment.

<u>OCCUPATION</u>	<u>PERSONS</u>	
	<u>November</u>	<u>Percentage</u>
Professional and proprietary (teachers, landowners, merchants, etc.)	3,637	16.0
Clerical and supervisory (clerks, foremen, government, telephone, etc.)	272	1.0
Skilled and semi-skilled (tradesmen, construction and service workers, etc.)	4,056	18.0
Unskilled (farm and other labourers)	14,727	65.0
TOTAL	22,692	100.0

All three operating agencies, as well as UNRWA itself, have together employed a total of 1800 of the refugees as sanitary labourers, medical aids, and for certain administrative tasks.

Residence in camps

69. For the six months period, January-June 1949, the proportion of rations issued in organized camps under agency administration was about 28 per cent of the total rations issued. It is believed that practically all camp residents are refugees. In the case of towns, villages and isolated places, the number of rations undoubtedly reflects the presence of a substantial number of destitute persons who are local residents.

70. The proportion of camp residents in districts serviced by the League of Red Cross Societies and the International Committee of the Red Cross were only 20 and 13.5 per cent respectively. In contrast, 67 per cent in the Gaza area are camp residents.

Health conditions

General health conditions

71. Despite the considerable hardships under which they have lived, the general health situation among the refugees in all three operating areas is satisfactory. No great epidemics have occurred and in no area has a high death rate (in comparison to normal local rates) ever been discovered.

72. The greatest toll in terms of undermining of physical well-being has occurred among infants and children. Special surveys of particular areas show a wide incidence of vitamin deficiency among children, and some evidence of anemia and pellagra. In the Gaza area, specifically, most children are by now underweight. Some malnutrition has been reported among children in the 0-2 year group. There is a danger that malnutrition may increase, since the present diet being made up almost entirely of flour, pulses, oil and sugar, is short of protein and iron and has a low vitamin content.

content.

73. It has proved possible to establish a fairly adequate emergency health service in the camps and adjacent villages and in the towns of Arab-held Palestine, but in the larger towns and remote villages health care for refugees has had to remain in large part a responsibility of the local governments concerned. Given the restricted budget, it has been impossible to deal adequately with many important problems, among them tuberculosis and maternal and infant care.

Epidemic and endemic diseases

74. No disease has so far reached epidemic proportions, although small localized outbreaks and sporadic cases of the common infectious diseases have occurred. One of the great difficulties has been lack of adequate laboratory facilities. Use is now made of an excellent laboratory in Gaza on loan from the United States Medical Research Unit. This laboratory proved its value by enabling the early detection of a small typhus outbreak. A laboratory for Arab Palestine and Jordan from UNICEF funds has been opened at the Augusta Victoria Hospital on Mt. Scopus.

75. As to specific diseases, malaria has been diagnosed frequently, but, where laboratory assistance is available, rarely proven. The worst known area for malaria among refugees in the late summer and fall of 1948 was Tyre in South Lebanon, where 50 cases a day were reported last fall from a population of about 10,000. The camps presently established at Tyre were sprayed with DDT in March 1949 and the area was studied by a malariologist on loan from the Egyptian Government to WHO, primary malaria being found to be very rare.

76. Sporadic cases and small localized outbreaks of smallpox have occurred in all areas except Gaza; vaccination in camps is now 100 per cent complete, but the situation among village dwellers is far less satisfactory for a variety of reasons. Sporadic cases and small localized outbreaks of enteric fevers have taken place in all areas, especially in villages, and every effort is being made to protect water supplies from pollution and to complete inoculations. Isolation hospitals have been opened where possible.

77. Two outbreaks of typhus fever are known to have occurred, the mortality being low. DDT dusting, rather than immunizations, has been considered the preferable method of combatting typhus. There are, thus far, no detected cases of cholera; vaccination against cholera has not been attempted but vaccine is available from Egypt if required. Trachoma and purulent conjunctivitis are very common, especially in camps in the Jordan Valley, where the presence of much dust seems to have been an aggravating factor. With the onset of hot weather, the incidence of dysentery greatly increased, with many cases among infants and children, there being no doubt that a

/large proportion

large proportion of these are cases of amoebic dysentery for which ample supplies of drugs are available.

78. A great many cases of measles occurred during the winter and spring with an alarming number of fatal cases due to pneumonia among children. It is characteristic of the area that measles is always severe, with many fatal cases.

Sanitation and water supplies

79. A sum of about \$143,000 has been spent in developing camp sanitation and water supplies. When UNRRA and the co-operating agencies began operation, many of the camps were literally without any form of sanitation. Some had not one latrine; others were most inadequately supplied. The latrines had received no care and were foul in the extreme. Rubbish and garbage were lying everywhere and no scavenging systems were in operation. The only exceptions to this squalor and filth were the tent interiors which were kept extremely clean. Water supplies were too often from open irrigation channels.

80. Conditions are still bad - there is overcrowding and insufficient shelter, and most camp sites are far from clean - but progress has been made.

81. In January 1949, a target figure of three latrines per 100 refugees in camps was fixed. This target has not been realized, but 1,250 latrines have already been erected in the northern areas alone and another 500 are in course of erection. Much damage was done to erected latrines by refugees pilfering for fire-wood. The education of refugees in simple sanitation has been a slow process.

82. Improvements in water supply have meant supplying fuel for pumps in some areas, building storage-tanks and installing RAT-type water chlorinating units in one area where the source was an open irrigation channel. In other camps it has been necessary to supply pumps and to lay reticulation pipes to vital points.

83. A serious difficulty in implementing sanitation measures has been the extreme reluctance of refugees to provide voluntary labour for scavenging and camp maintenance, although this situation has been met somewhat by the payment of small cash wages for the tasks of sanitary inspection, scavenging building and digging.

Anti-Malaria (anti-fly) campaign

84. It had been expected that malaria would be one of the greatest health hazards to refugees, in view of their location. Accordingly, a residual spray operation with DDT was planned and took place in April. Because it was hoped that DDT spraying would materially affect the fly population as well as mosquitos, it was decided to spray all camps and also those villages where refugees formed more than 10 per cent of the population, and where
/the malaria risk

the malaria risk was high. Fly-breeding places were dusted with 10 or 20 per cent gammaxane dust. Remarkable success has accompanied the anti-fly campaign, and visitors to camps comment on the absence of flies. One member of the UNRPA executive staff reported he found fewer flies in typical refugee camps than in his own hotel room during his visit to the Middle East. A member of the AFSC staff likewise comments on the marked absence of flies in the camps of the Gaza area.

Hospitals and clinics

85. With its small funds, UNRPA has not been able to assure provision of sufficient hospital beds. At most, it has supplemented the provision made by local governments. As of 31 August, there were 853 hospital beds, maintenance of which was provided or assisted by the three co-operating agencies. Of these, 180 were in the American Friends Service Committee area, 159 in the League of Red Cross Societies area, and 614 in the area of the International Committee. Emergency surgery can be carried out within the reach of almost all camps. Those refugees living in villages received whatever facilities are available to the villages generally.

86. Polyclinics have been established in all camps, with small camps usually sharing the services of one polyclinic. Progress in establishing public health clinics has been very slow, due to lack of trained public health personnel as well as lack of funds. In Arab Palestine, a number of public health clinics established by the Mandatory Government continue to do good work under great difficulties. Mobile clinics are being established, but there is very little transport available for this purpose.

CHAPTER IV

SUPPLIES AND SERVICES

87. The supply and service programme operated by UNRPR and the agencies can be summarized as consisting of the following main elements: feeding; shelter and clothing; health services; and educational services.

Food programme

The food allowance

88. The budget originally recommended by the Acting Mediator (A/689) envisaged a food intake of 2,000 calories per refugee per day, the number of refugees to be fed being established at 500,000. This recommendation was not intended to include the supplementary foods for infants and nursing mothers, pregnant women and young children, which were being provided by UNICEF.

89. When UNRPR began operation, the total number of refugees to be fed was provisionally fixed at 600,000, but the caloric value of the average ration, including the UNICEF element, was established at 2,000. In February 1949, the value of the combined UNRPR-UNICEF average ration was reduced to 1,800 calories daily, as the total number of rations claimed by the agencies increased. In March, when total rations issued had risen to 855,000, the combined UNRPR-UNICEF ration was reduced to 1,700 calories per day.

90. Towards the end of April, the operating agencies estimated that the refugee population had increased to over 1,500,000, and it was mutually agreed that 940,000 rations should be made available. As it appeared at that time that UNICEF would not be able to supply flour after the end of June, the ration scale was again reviewed and revised at a meeting held in Cairo in mid-May. The ration scale was recalculated in order to provide almost 1,600 calories per person per day, while maintaining the bulk in the ration by provision of the maximum quantity of flour from UNRPR sources. The revised ration permitted an increase in the amount of flour and a decrease in other commodities.

91. This scale continued through September, when, in spite of the financial stringency, it was increased to 1,650 calories to meet the need for additional fats during the winter months. As of October, the composition of the average individual ration is as shown below:

/Commodity

Commodity	UNRPR Component		UNICEF Component		Combined Ration	
	Grams	Calories	Grams	Calories	Grams	Calories
Flour	355	1,260	-	-	355	1,260
Pulses	24.5	85	-	-	24.5	85
Rice	-	-	16	56	16	56
Fats-Oil	9	72	5.5	44	14.5	116
Sugar	7	27	6	23	13	50
Milk	-	-	20	72	20	72
Sundries	1	3	1.5	5	2.5	8
TOTAL	396.5	1,447	49	200	445.5	1,647

The overall cost of the UNRPR portion of the combined ration scale at no time exceeded \$1,400,000 a month.

Adequacy of food ration

92. Every effort has been made by UNRPR to provide an adequate ration scale within the financial resources available. Towards the end of January, an Egyptian nutrition expert visited the Gaza area and, as a result minor changes were made in the ration scale and in the ration components. The nutrition expert attached to the FAO Middle East Office has spent a considerable time in the Gaza district. Reports have also been received from nutrition experts on the staff of the American University of Beirut. While the ration scale now provided is undoubtedly on a minimum basis, all medical reports indicate that the standard of health and nutrition remains generally satisfactory.

93. The following is an extract from a document on the Palestine Arab refugees, dated 8 June 1949, which was circulated by the Director-General of FAO to the sixth session of the Council of FAO:

"State of nutrition and health:

"The food provided to the refugees has been sufficient to keep them alive and there has yet been no gross deterioration in the state of nutrition. Relief workers expressed the view that the physical condition of the refugees may have slightly improved during the last few months as the result of the regular supply of food. Underweight is general, as might be expected from the size of the ration. Mild anemia appears to be prevalent; amenorrhoea is reported in women of child-bearing age; this may be due to malnutrition and perhaps also in some degree to psychological causes. A characteristic sign of riboflavin deficiency -- angular stomatitis -- is seen in a high percentage of children. There is no evidence of an abnormally high death-rate among the refugees. No major epidemics have occurred. Patients under treatment in hospitals and dispensaries have the diseases which are characteristic

/of the

of the Palestine Arab population in normal circumstances. It is creditable to the doctors and nurses who are caring for the refugees that major outbreaks of disease have been prevented in an uprooted and grossly over-crowded population."

94. It is believed that the unavoidable reduction of the caloric level has not resulted in any general malnutrition among the refugee population, and that the present allowance is adequate. Over half the population being fed by the operating agencies are children under fifteen years of age and, of this number, many are small children who would not consume a full ration. Moreover, so long as most of the adult males in the refugee population do not perform regular work necessitating the expenditure of any considerable amount of physical energy, their rations should provide adequate nourishment.

Shelter and clothing programme

Shelter

95. During the winter of 1948-1949, shelter for the refugees was completely inadequate. Many people were living in caves, huts or even in the open air. Prior to the beginning of UNRPR operations, approximately 8,000 tents had been donated to the Disaster Relief Project. A part of these tents were distributed by UNRPR after 1 January 1949. Further donations of tents to UNRPR included 2,000 from the Turkish Government, 2,000 through the Arab League and 800 from Sweden. To supplement this shelter UNRPR has purchased 23,164 tents which are estimated to provide shelter for 280,000 refugees. This will not cover completely the requirements of the agencies for the winter of 1949-50, but it represents the maximum allocation possible within given resources.

96. Approximately 317,000 blankets were furnished by the Disaster Relief Project for the winter of 1948-49. Certain other donations arrived in time for winter distribution by UNRPR, of which the gift from IRO of 200,000 blankets made up the major share. In addition, UNICEF furnished 180,000 blankets as a part of its Middle East programme. A further 400,000 blankets have been procured with sterling funds in preparation for the winter of 1949-50. This number is inadequate to meet the need, but financial limitations do not at present permit further expenditures on this item.

Clothing

97. No finished clothing has been purchased by UNRPR. Considerable quantities of used clothing have been donated to UNRPR and a larger quantity provided directly to the agencies by private charitable organizations. UNRPR has purchased 200,000 metres of cotton piece goods from mills in the Gaza area; these are being issued to the refugees for the making of garments.

/98. Further

98. Further textiles have been donated by Belgium and Italy. Belgium has provided \$216,000 worth of piece goods (approximately 600,000 metres). Italy donated a total of 100,000 metres of cotton cloth. By early October 1949, it is expected that all these supplies will have been distributed to the refugees for making into garments.

99. The financial limitations of the UNRPR programme have made it impossible to provide further quantities of clothing or textiles. It is becoming more important each month that funds should be provided for this purpose, since the clothing of the refugees is becoming so worn that it can no longer be repaired.

Health programme

Budget and expenditure

100. The Acting Mediator had recommended a total of \$3,600,000 for health services over the 9-month period December 1948-August 1949, on the assumption that the number of refugees would average about 500,000. This represented \$400,000 per month, or three cents per refugee per day. This estimate was based on post-war experience in Western Germany. In January 1949, the UNRPR Medical Officer, in the light of the situation as then known, including the belief that the number of refugees would not exceed 600,000, proposed to the Director a medical budget of \$2,252,000 which applied to the 7-month period, February-August, 1949, and would have amounted to \$322,000 per month, or about 2 cents per refugee per day.

101. In point of fact, the total cash resources available to UNRPR for the co-ordinated medical programme of the three operating agencies have been less than \$1,000,000. Beginning in February, the UNRPR set aside \$80,000 of its limited funds monthly for this purpose, in addition to amounts in the agency operating budgets for salaries of medical personnel. WHO made a cash grant of \$50,000 and UNICEF made grants totalling \$310,000. Therefore, for the 7-month period, February-August 1949, total resources have amounted to not more than \$920,000.

102. In the early days of the programme, when the funds available were barely sufficient for the feeding programme, it was the UNICEF and WHO contributions which permitted a beginning to be made in organizing a health programme.

103. The principal items of expenditure over the entire period have been for salaries, per diem and transportation of medical personnel; medical and hospital supplies; sanitation and water supplies; the anti-malaria campaign; hospital operational expenses; and transport equipment. To these sums must be added the cost of special consultants, such as malariologists, defrayed by WHO, contributions in cash and kind made directly to the three operating agencies by national groups throughout the world, and sanitation works and

/other tasks

other tasks performed by local governments and military forces.

104. Despite these additional resources, it is a fact that the health services of the operating agencies are attempting to care for nearly double the number of refugees with half the amount of money originally recommended.

Supplies

105. Despite initial and continuing difficulties, stocks of the most essential drugs began to accumulate in the Central Medical Store, Beirut, from early February onwards. In submitting lists for procurement of medical supplies, the UNRPR Medical Officer has attempted, insofar as possible, to procure for each agency the items requested by agency doctors, although not often, of course, in the quantity desired. Priorities in procurements have been allotted as follows: (1) drugs which will save life or relieve severe pain; (2) drugs required against common epidemic and endemic disease; (3) drugs and dressings required in surgery; (4) drugs required for children; (5) drugs in large common demand; (6) drugs with specific but limited action; (7) drugs useful but not essential; and (8) rarely used drugs.

106. Drugs in classes (1) and (6) have been in fairly adequate supply since middle February and all camps are now reasonably well-stocked with these and with a selection of class (7).

107. At first, distribution proceeded in a rather slow and halting fashion, but by the end of May good medical stores had been set up under the immediate control of pharmacists. A considerable volume of supplies has been received from national groups, especially Red Cross societies. These very generous contributions have, in general, been extremely useful, despite the difficulties created in certain cases where the supplies have been earmarked for use in one area only and despite the fact that, in a few instances, the particular supplies donated have been of a type not of practical use in the programme.

Personnel

108. Each field mission has had a complement of doctors, nurses, aides and sanitation inspectors. It has taken several months to build up this staff, and many recruitment difficulties had to be surmounted. As of 31 July, the total personnel specifically engaged in medical work (not including labourers) in the three operating areas were as follows:

Personnel	Total	CICR	League	AFSC
Doctors	61	27	25	9
Nurses	82	36	28	18
Nurses' Aides	62	24	18	20
Male Orderlies	15	3	8	4
Sanitary Inspectors	20	7	8	5
Sanitary Sub-Inspectors	13	6	7	-
TOTAL	253	103	94	56

109. In addition to personnel on the agency mission staffs, the civil and military governments in all areas are providing assistance to the refugees. The main burden for the health care of out-of-camp refugees must be borne by local governments assisted so far as possible, by UNRPR through the co-operating agencies. As an example, in the Hashemite Kingdom of Jordan, the League of Red Cross Societies and the Jordan Red Crescent Society jointly maintain two mobile clinics. Mobile clinics are being established in other areas. While this ideal has not been fully realized, an effort has been made in the case of Jordan to maintain the Public Health structure as it existed under the Mandate, and many ex-employees of the Public Health Department, including doctors, nurses, pharmacists, sanitary inspectors, technicians, "tamargis", foremen, and labourers are being employed by the three co-operating agencies.

Educational services

110. Educational relief action for Arab refugee children in the Middle East, undertaken by UNESCO, is making good progress. The following sums have been or will be transferred to UNESCO as at 31 August 1949, over and above the funds previously available:

	Dollars (U.S.)
From the Lord Mayor of London's Fund	12,890
From the Arab League	8,000
From the Australian Government	6,400
From the Belgian UNAC Committee	5,700
From the Council for Education in World Citizenship, Great Britain	<u>1,120</u>
TOTAL	34,020

111. Previous contributions had amounted to \$45,000, from the following sources: UNESCO Emergency Fund, \$15,000; Norwegian UNAC Committee, \$10,000 in kind; Lord Mayor of London's Fund, \$20,000.

112. With these contributions, it has been possible for UNESCO to sponsor the establishment of 39 schools which are attended by over 21,000 children.

113. The location of these schools is as follows:

Areas under League of Red Cross Societies supervision: Lebanon, 7 schools attended by 1,447 children; Syria, 4 schools attended by 1,070 children; and Jordan, 1 school attended by 2,100 children.

Areas under the supervision of the International Committee of the Red Cross: Jericho area, 2 schools attended by 950 children.

Area under American Friends Service Committee supervision: 25 schools attended by 16,000 children.

/114. League of

114. League of Red Cross Societies: On the basis of the funds now available to it, the League has drawn up a budget to cover the operation of UNESCO-sponsored schools in Lebanon, Syria and Jordan until 31 December 1949. Subjects taught in these schools are Arabic reading and writing, arithmetic, geography, history, hygiene, sewing, drawing, handwork, English and physical training. All expenditure in connexion with these schools, including the payment of teachers' allowances, is borne by UNESCO. Total costs of these schools are estimated at \$30,000.

115. International Committee of the Red Cross: An initial allocation of \$2,000 has been made to the International Committee for the establishment of three small schools in the Jericho area, to provide instruction for 360 pupils. However, the Arab Development Committee and the Young Men's Christian Association had already taken the initiative of opening schools in that area, and the International Committee found it difficult to establish new schools where existing schools needed help badly. The UNESCO allocation has, therefore, been used to provide equipment and textbooks for two existing schools, now attended by 350 and 600 pupils respectively. The teachers in these schools receive a small remuneration from the Arab Development Committee and the YMCA.

116. There still exists a great demand for instruction in other areas of the territory for which the International Committee of the Red Cross is responsible. The Commissioner of that organization has submitted the following data, which would involve a total cost of \$14,500:

- (a) Ramallah area: Equipment and textbooks for 1,000 pupils now in refugee schools are urgently needed. Teachers in these schools are being paid by the American Friends Service Committee, but no funds are available for material.
- (b) Nablus area: Basic elementary instruction is requested by the parents of children in two camps, the total population of which is approximately 8,000.
- (c) Bethlehem area: Refugee teachers now teach 700 boys and 200 girls. There is no equipment and the teachers receive no remuneration.
- (d) Hebron: Textbooks and notebooks are needed for refugee children attending local schools.

117. In addition, the trustees of the Lord Mayor of London's Fund have drawn attention to the needs of four existing schools near Jerusalem, which are estimated at \$4,000.

118. Total allocations made to the International Committee of the Red Cross as at 31 August 1949 amount to \$12,927, leaving uncovered slightly more than \$7,000.

119. American Friends Service Committee: Original plans for educational relief in the Gaza district envisioned 16 schools attended by 6,600 children. Like the International Committee, the American Friends Service Committee found it difficult, however, to admit the provision of teachers' allowances and adequate equipment for certain schools in their area, while the arrangements were not extended to other schools.

120. Funds made available by UNESCO were not sufficient to meet all the requirements of all the schools started in this area (25 schools attended by over 16,000 children). Elementary equipment and textbooks are now available to a certain extent, but teachers are not being paid. Minimum monthly allowances for teachers, which would average \$12 per teacher according to scales fixed by local government school inspection, would require \$4,800 per month.

121. Total allocations made to the American Friends Service Committee as at 31 August 1949 amount to \$34,431.

CHAPTER V

PROCUREMENT AND ALLOCATION PROCEDURES

122. Procurement and allocation have been direct responsibilities of UNRPR itself. The procedures followed, as well as the supply line problems encountered, are described below.

Procurement procedures

123. Almost all food supplies procured by UNRPR, have been purchased in Middle East countries. The only sizeable exception to this practice was the procurement of 7,000 tons of flour, handled through the procurement channels of the International Refugee Organization prior to the establishment of UNRPR procurement machinery in late December 1948.

124. First priority in UNRPR procurement was of course given to food, and supply procurement officers were stationed in Beirut and Cairo prior to the close of 1948. Since the Director and his staff at that time had no knowledge of the availability of supplies locally, it was initially envisaged that most food supplies would either be purchased from western sources or would arrive as donations at the ports of Beirut and Port Said. It was therefore thought that major purchases should be made by the Supply Section of the Geneva office, with the local procurement officers in the field meeting deficiencies by such local supplies as might be available.

125. When the Director went to the Middle East late in December 1948, it became clear that there was sufficient food available in the Middle East to meet almost all purchase demands of the programme. This was particularly fortunate, since there have rarely been sufficient financial resources available to purchase more than one month ahead, and local purchasing has made it possible to purchase supplies for distributions within the month. Had it been necessary to purchase abroad, the delays involved in fixing of contracts, arrangements for shipments, etc., would certainly have meant serious gaps in the feeding programme, in view of the financial inability of UNRPR to purchase ahead.

126. From the earliest days of the programme almost all food supply contracts for the northern area (LRCS and ICRC) have been made by the Supply Procurement Officer in Beirut, and those for the southern area (AFSC) by the Supply Procurement Officer in Cairo. The Geneva Office has made occasional purchases of commodities not immediately procurable in the Middle East, and has maintained a check on prices paid by the field offices with a view to purchasing elsewhere if by doing so a considerable saving could be effected. In addition, the Geneva office purchased all tents and blankets, from United Kingdom sources, and drawing upon the sterling contribution of the British Government.

/127. The Geneva

127. The Geneva office has also been responsible for all arrangements in connexion with contributions in kind from Member Governments and from other sources. Occasionally, contributions in kind have been received, which are unsuitable for distribution to the refugees. The Geneva office is responsible for exchanging such contributions for more suitable supplies. Thus, donations of milk from the Swedish Government and of cod liver oil from the Norwegian Government were exchanged for sugar with UNICEF, a large consignment of Canadian tinned fish was similarly exchanged for flour with UNICEF.

128. Supply procurement is handled in the following manner. A supply budget for each area is authorized by the Director for each month, based upon the agreed daily ration. The Supply Procurement Officers purchase tonnages of basic supplies, taking into account any available donations in kind. Flour forms the major portion of the ration, accounting for 10,000 tons of a total (until October 1949) of 10,830 tons of foodstuffs per month for all areas. The balance of the basic ration consists of sugar, pulses, edible oils and sundry items. Beginning in October 1949, total tonnage is 11,190 owing to an increase in pulses and oils upon medical advice.

129. The details of local procurement have varied in the two areas. In the northern area, procurement for some months was mainly through local merchants. Following complaints that this method did not always provide satisfactory quality, the majority of flour purchases have since been made through local governments. It has always been found that local suppliers in the Lebanon, Syria and Jordan have been able to provide supplies at world prices or below, and that the quality of these supplies was comparable with those from other sources. UNRFR has always maintained complete freedom to purchase from any source considered best from the point of view of both quality and price. In the southern area, all bulk supplies are either received at port as contributions in kind or purchased through the Egyptian Ministry of Supply.

130. In both the northern and southern areas, UNICEF has provided a supplementary feeding programme for children and nursing and pregnant mothers, who constitute 50 to 60 per cent of the refugees. UNICEF also provides a considerable quantity of flour which is pooled with UNRFR flour. Other UNICEF commodities such as milk and sugar are distributed to children and nursing and pregnant mothers only. The UNICEF programme furnishes approximately 380 calories of the 1600 calories provided in the average ration per day.

Allocation procedures

131. For allocation purposes, UNICEF and UNRFR supplies have been considered as a joint stock and are allocated on a percentage basis according to the number of refugees claimed in each area. At present the supplies are allocated as follows: ICRC, 42%; LRCS, 32%; AFSC, 26%.

/132. Under

132. Under the terms of the agreements made between UNRPR and the three operating agencies, UNRPR responsibility for supplies ends with the transfer of the supplies to the agencies. Supplies which are procured locally are taken over by the agencies from the supplier in the presence of a UNRPR representative. UNRPR obtains receipts from the agencies for the amounts actually received. Payments to the contractors are made on the basis of these receipts.

133. Also under the terms of the agreements, UNRPR does not operate any port offices, these being the responsibility of the agencies. For supplies arriving from abroad, whether purchased by UNRPR or received as contributions, receipts are obtained on arrival at the port from the agency operating the port office.

134. Under the agreements, UNRPR has no supervisory capacity over distribution and it is the responsibility of the agencies to assure an equitable distribution of supplies within their respective areas.

Supply lines

135. In the area of the League of Red Cross Societies the line of supply starts at Beirut for imported commodities. It then bifurcates, with one route going northward to refugee camps at a considerable distance from Beirut and the other going into Syria and Jordan. This second route crosses the Lebanon mountains to Damascus and then turns southward across the Syria-Jordan frontier to reach numerous camps strung out along the east of the Jordan valley. To the extent that supplies for operations in Lebanon, Syria and Jordan are procured locally, the problem of transport has been simplified considerably.

136. In Arab-held Palestine, the International Committee of the Red Cross takes delivery of imported supplies at Beirut. The supply route, after following the road across the mountains to Damascus and then southward into Jordan, must turn westward by a circuitous and slow road to reach the refugees. This means that imported supplies for the Jericho areas, the nearest to Beirut, must cover 415 kilometres and supplies for Nablus or Hebron the farthest from Beirut, must cover at least 525 kilometres. Again, the problem of transport is simplified to the extent that supplies can be procured in Jordan.

137. For the International Committee of the Red Cross operation in Israel, all the locally purchased supplies are shipped from Beirut to Haifa (a special agreement with the Lebanese and Israeli Governments having made this possible). From Haifa, the supplies follow various roads to the centres of relief distribution in Israel.

138. For the American Friends Service Committee, the supply line is the single track railway from Egypt across the Sinai Desert, both for imported supplies arriving at Port Said and for those purchased locally in Egypt. Transport and frontier clearances are provided by the Egyptian Government.

CHAPTER VI

CO-OPERATIVE ARRANGEMENTS

139. General Assembly resolution 212(III) under which UNRPR was established requested the Secretary-General to obtain full participation from the United Nations International Children's Emergency Fund, the specialized agencies and interested public and private organizations. Provision for such co-operation was specifically made in the agreements with the three operating agencies. The nature of the participation has been negotiated in each instance between the operating agencies and the interested organizations, with the knowledge and where necessary, the assistance of the Director of UNRPR. Without the help of the several organizations concerned, the relief programme would have suffered greatly in effectiveness.

United Nations bodies

United Nations International Children's Emergency Fund

140. The Middle East food programme of UNICEF, which was in operation before UNRPR came into existence, has been closely co-ordinated with UNRPR operations. At all periods of the programme UNICEF beneficiaries have represented over half (up to 540,000) of the total refugee population and UNICEF food supplies, which with the exception of milk and cod liver oil for mothers and children are pooled with UNRPR supplies, have accounted for about one quarter of the total commodities distributed under United Nations auspices.

141. In addition to the basic agreements negotiated between UNICEF and the three operating agencies, UNICEF has entered into an agreement with the Government of Israel, fixing the conditions for UNICEF assistance in Israel.

142. Subsequent to the original allocation in August 1948 of \$411,000 to provide for Palestine refugee children and mothers, the Executive Board of UNICEF authorized successive allocations totalling \$6,831,000 for supplementary feeding, blankets and medical services for these refugees.

143. The agreements concluded between UNICEF and the operating agencies make provision for the distribution of UNICEF supplies through the operating agencies; supervision and observation of such distribution by UNICEF officials; and provision to children and nursing mothers only of certain items of the UNICEF programme such as milk, and cod liver oil.

144. The agreement between Israel and UNICEF is the standard UNICEF agreement with recipient Governments and provides, among other things, for distribution without discrimination as to race, creed or nationality; matching of UNICEF supplies by supplies and services contributed by the Government; freedom for UNICEF officials to observe the distribution of supplies and to ensure that

UNICEF principles are followed.

145. In addition to its invaluable aid in the refugee feeding programme, UNICEF has provided 200,000 blankets and sleeping bags which were distributed to the refugees in the early stages of the UNRPR operation, and it included in its allocation a sum of over \$300,000 in items essential to the medical and sanitation programme.

World Health Organization

146. Medical advice is furnished by WHO to UNRPR. A Senior Medical Officer of WHO serves as the UNRPR Medical Director for the entire programme and, in addition, a medical officer of WHO has been seconded to the American Friends Service Committee in the Gaza district. WHO also provides consultants and specialists as required. The organization has contributed \$50,000 toward the medical and sanitation programme of UNRPR.

International Refugee Organization

147. Prior to the existence of UNRPR purchasing machinery, IRO undertook to purchase 7,000 tons of flour on behalf of UNRPR, and to deliver these supplies to Middle East ports in anticipation of immediately foreseeable needs. This purchasing was subject to later reimbursement by UNRPR. IRO also gave considerable numbers of much-needed blankets. It has provided a ready source of advice and assistance on commodity procurement and other matters and has seconded a supply officer to UNRPR.

Food and Agriculture Organization

148. A survey of the food needs of refugees made by FAO in mid-1948 was utilized by the Acting Mediator when he estimated caloric requirements for the purpose of establishing a proposed budget for the United Nations relief programme initially recommended to the third regular session of the General Assembly. The representative of FAO at Cairo has been of great assistance to the Director and to the operating agencies on numerous occasions.

United Nations Educational, Scientific and Cultural Organization

149. As of 31 August 1949, UNESCO had allocated \$15,000 to be used in supporting local teachers and purchasing educational supplies for refugee schools and classes. In addition, UNESCO has made available \$74,020 received from a variety of sources for educational work among the refugees.

150. The activities of UNESCO in making possible school facilities and the employment of local teachers, many of them refugees themselves, have been conducted largely through the operating agencies.

Local Governments

151. As reported by the Acting Mediator to the Assembly, the Governments of the States adjacent to Palestine carried the principle burden of assistance to refugees at great cost to their respective treasuries during the eight months preceding the creation of UNRPR.

152. Despite individual instances in which difficulty has been encountered, the Governments in the area have given valuable assistance in aiding UNRPA to obtain free passage, transport and custom-free entrance of supplies and tax rebates. Their co-operation is the more appreciated since the problems of off-loading, warehousing and transportation are extremely difficult in a war zone. Individual agreements have been concluded between UNRPA and local governments covering the above and related matters. In addition, certain local governments have provided direct aid to refugees not receiving UNRPA care.

153. A detailed statement of the dollar value of goods and services provided by local governments is contained in the Table on page 45.

Religious and welfare organizations

154. Religious organizations of many denominations, as well as national and international non-sectarian welfare organizations and private enterprises have generously contributed food, clothing and blankets and other supplies for the relief of Palestine refugees. Since such donations usually are not made directly to UNRPA, it is impossible to report precisely on their source, quantity or estimated value, although their usefulness is believed to have been very considerable. The estimated value of private contributions made directly to UNRPA is shown in the Table on page 46.

CHAPTER VII

FINANCE

155. The Statement of Assets and Liabilities of the United Nations Relief for Palestine Refugees Fund as at 30 June 1949 and the certified statement of Income and Expenditures with supporting schedules of contributions received in cash and kind, for the period from 1 December 1948, the date of inception of the Fund, to 30 June 1949, will be forwarded on completion of the audit (A/1060/Add.1).

Assistance from local governments

156. Prior to the formation of UNRPR, the Arab Governments adjacent to Palestine bore the main burden for the care and maintenance of the refugees, assisted by public subscriptions, voluntary agencies and the United Nations Disaster Relief Project. Although UNRPR came into existence on 1 December 1948, this burden continued for the whole of December 1948 and to a slightly less extent during January 1949. Since 1 February 1949, the Arab Governments concerned have continued to provide considerable services to UNRPR, including warehousing and transport and a substantially lesser amount of direct aid to the refugees. The estimated totals of the amounts expended by these Governments in the audited period, 1 December 1948, to 30 June 1949, are as follows:

	Direct aid to Refugees Dollars (U.S.)	Services to UNRPR Dollars (U.S.)	Total Dollars (U.S.)
Egypt	1,531,314	391,736	1,923,050
Syria	1,165,981	-	1,165,981
Lebanon	499,923	111,936*	611,859
Jordan	585,484	161,290**	746,774
Iraq	417,657	-	417,657
TOTAL	4,200,359	664,962	4,865,321

157. In the ensuing two months, 1 July-31 August 1949, an additional \$832,962 was spent by these Governments on the direct maintenance of refugees and the furnishing of free local services to UNRPR, principally by payment of port charges and certain local transport and warehousing costs.

* Including \$5,244, cash refund or transport charges.

** Cash refund of transport charges.

158. The Government of Israel has provided free warehousing in Haifa and transport within Israel and has defrayed port charges; a firm estimate of the dollar value of the services provided by Israel has not yet been obtained.

Initial Financing

159. The initial financing of UNRPR operations was made from two major sources:

- (1) Cash advances from the United Nations Working Capital Fund; and
- (2) The initial United Kingdom contribution of £1,000,000.

160. The first of these two sources was authorized by General Assembly resolution 212 (III), which provided that the Secretary-General in consultation with the Advisory Committee on Administrative and Budgetary Questions, should advance immediately to UNRPR up to \$5,000,000 from the Working Capital Fund of the United Nations. This was to be repaid by UNRPR before 31 August 1949. Under this authority amounts were drawn from time to time until a total of \$2,730,000 had been advanced. This amount was repaid on 21 April 1949, after the receipt of an \$8,000,000 advance from the United States of America against its authorized contribution.

161. On 23 June 1949, a sum of \$1,000,000 was advanced from the Working Capital Fund in order to carry the programme into July. This amount was repaid on 14 July 1949, the day following receipt of the second instalment of \$4,000,000 from the United States contribution.

162. The United Kingdom contribution of £1,000,000 came in response to the first appeal made by the Secretary-General in December 1948. During the early months of the programme, advances from this contribution were used exclusively to produce Middle East currencies for local procurement.

163. The British Foreign Office deposited Middle East currencies to the credit of UNRPR Field Offices or the operating agencies at appropriate banks. Geneva headquarters was then informed of the sterling amount charged against the United Kingdom contribution. Approximately one-half of the United Kingdom contribution was used in this manner. Later, purchases of Middle East currencies were made from the advances from the Working Capital Fund and the United States contribution.

Contributions in cash and kind

164. The Secretary-General issued his first appeal by letter in December 1948 as authorized by resolution 212 (III). This appeal was followed two weeks later by a cable requesting urgent action. Since that date, three further main appeals have been made in February, June and July 1949. The response to the first letter and cable was slower than had been hoped for. By the middle of January out of fifty-eight Member Governments approached, only

twelve had signified their intention of contributing. In addition, one non-member Government expressed its willingness to assist. After the February appeal, six more Members of the United Nations and one non-member pledged contributions. However, by 30 June 1949, although twenty Member nations and five non-member nations had pledged a total of over \$25,000,000 in cash or in commodities, only \$14,431,135 had been received from that source. With the addition of the Arab countries' contributions mentioned above, total receipts at that date were \$19,306,631.

165. From 1 July to 15 September 1949, donations in cash and kind received for the credit of the Fund, raised the total to \$29,137,675. Complete details of the status of all pledges and contributions, as at 15 September 1949, can be found in the table on page 45.

166. When the receipts are compared with the \$32,000,000 estimated by the General Assembly as the approximate cost of caring for 500,000 refugees for a period of nine months, it becomes apparent that one of the greatest problems of UNRPR has been insufficient resources. An even greater problem has been the uncertainty as to when contributions would be received. In nearly every case, the information that a Government was prepared to contribute did not mean that the cash or material pledges were at once forthcoming. Except in the case of the United Kingdom contribution, which was immediately available to the Fund, normal legislative procedure had to be followed, causing in many cases a delay of months. Moreover, contributions in kind were subject necessarily to uncertainties as to shipping date, often arriving months after the expected date.

Expenditures

167. UNRPR internal financing of the programme has been carried out through the UNRPR headquarters finance office in Geneva. Once monthly budgets have been approved by the Director, this office advances funds to the three operating agencies and to the Field Director to cover the expenses of the field offices. These advances account for the major portion of the UNRPR disbursements, although certain expenditures are made directly from the Geneva office. Advances for local purchases by the UNRPR field offices are made by the finance office after deducting the value of contributions received in kind in accordance with the information maintained in the supply and records department.

168. The Geneva office has made direct disbursements for the major part of automotive and operating equipment for the use of the three operating agencies. It has also purchased tents, blankets, sleeping bags, dates, etc. from that part of the United Kingdom contribution which has not been

converted into Middle East currencies.

169. Administrative expenses of the Geneva office have been paid by the United Nations European Office and reimbursed to them monthly. A comparable arrangement exists with United Nations Headquarters for payment of expenditures authorized for or by the Lake Success Liaison Office.

170. For audit purposes, UNRPR expenditures have been defined to include the direct operating costs of UNRPR itself, and also the expenditures incurred by local governments which are shown in paragraph 156 above.

171. Subsequent to the audited period closing 30 June 1949, cognizance was taken of certain donations from outside governments directly to national Red Cross missions working among the refugees. As in the case of the special donations of local governments, these donations are being considered as matchable by the United States of America for purposes of payment to the UNRPR of the remaining portion of the maximum authorized contribution of \$16,000,000.

172. Solely in terms of UNRPR administration, however, the contributions available for expenditure or distribution by UNRPR amounted to \$14,431,135 in the audited period ending 30 June, and \$22,852,130 as of 15 September. Of these amounts, \$12,498,063 and \$20,050,661 respectively were in currencies (see paragraph 164 above).

173. These currencies, totalling slightly over \$20,000,000 constituted the assets in the Palestine Refugee Fund, to which all administrative expenses and expenses of an operational nature were charged. These expenses were programmed at a level averaging just under \$2,000,000 per month. It has been possible to continue UNRPR with this low monthly cash budget because: (a) local governments themselves have continuously carried a part of the cost of maintaining refugees which would otherwise have had to be met by the United Nations; (b) national Red Cross missions and other private groups working in the area also have eased the direct financial burden that would otherwise have fallen on UNRPR; and (c) the programme of UNRPR has taken into account the expenditures being made by UNICEF.

UNICEF has allocated a total of \$6,831,000 to its Middle East programme, principally for food and also for medical supplies. The cost of storing and distributing UNICEF supplies has been borne by UNRPR. Expenditures by UNICEF for care of Palestine refugee beneficiaries came to \$5,830,000, or 76 per cent of the total allocation, as of 30 June 1949. By 31 August 1949, \$6,572,000 or 96 per cent of the allocation, had been spent. This does not include amounts spent by UNICEF for overseas freight and mission administrative costs.

/Operating costs

Operating costs

174. Taking into account the above factors, and making allowance also for donations in kind as available for UNRRA distribution each month, the average monthly cash expenditures of the Palestine Refugee Fund have been as shown below:

<u>Item</u>	<u>Monthly Average Cash Expenditures</u>		
	<u>January- March 1949*</u>	<u>April- June 1949*</u>	<u>July 1949</u>
	\$	\$	\$
Basic foods	900,703	1,147,773	1,095,527
Medical supplies	7,035	20,516	24,466
Shelter and blankets	20,658	117,229	108,502
Local transport	131,850	119,253	99,598
UNRRA administration	31,407	31,408	26,990
Operating agency budgets**			
American Friends Service Committee	32,534	57,908	49,042
International Committee of the Red Cross	62,600	90,364	121,006
League of Red Cross Societies . .	67,251	92,546	96,388
Miscellaneous	2,264	7,930	2,797
Capital equipment	107,732	32,299	2,491
TOTAL	1,364,034	1,717,231	1,626,907

* Derived from audited accounts.

** Total agency administrative costs, including personnel costs for distributive operations and for medical programme.

175. These cash expenditures have been consistently below approved quarterly budgets, because of internal savings made possible by the receipt in each month of varying amounts of donations in kind and by a fairly consistent fall, during the period of operation, in basic food prices. At the same time, it will be seen that monthly average expenditures have increased since the beginning of the year due principally to the steady increase in the number of rations issued, which increased the cost of basic food and of its distribution, although, as noted, the rise in food costs has been greatly offset by the fall in basic food prices; and, in the case of agency operating expenditures, to the gradual build-up of personnel as well as increases due to personnel repatriation and replacement costs consequent on uncertainty as to continuation of the programme.

176. Under the agreements between UNRRA and the operating agencies, detailed financial reports on the expenses incurred by each of the agencies are certified by independent accredited auditors of the agency's choosing, subject to the right of the Director to request a re-audit at United Nations' expense. Audit reports certified by accredited public accounting firms have been received for the period ending 30 June 1949 from two of the three agencies, and for the period ending 31 March 1949 from the third agency.

ESTIMATED VALUE OF GOVERNMENTAL AND OTHER DONATIONS
IN CASH AND KIND TO UNRPR FUND, AND OF GOVERNMENTAL
DONATIONS FOR RELATED PURPOSES
(15 September 1949: In US Dollars)

Source	Total	Donations to UNRPR Fund ^{1/}		Governmental donations for related purposes ^{2/}	
		In currencies ^{3/}	In commodities	Direct care of refugees and free local services ^{4/}	Donations to Red Cross or other Middle East missions ^{5/}
			Rec'd or delivery arranged	To be forwarded	
<u>Governments</u>					
Afghanistan	8,065	8,065	-	-	-
Australia	325,806	-	325,806	-	-
Bahrein	33,400	33,400	-	-	-
Belgium	440,273	-	440,273	-	-
Bolivia	5,000	5,000	-	-	-
Canada	1,040,616	-	1,040,616	-	-
Denmark	130,480	-	-	-	130,480
Dominican Republic	10,000	10,000	-	-	-
Egypt	2,643,927	413,223	-	2,230,704	-
Eire	96,774	49,392	-	-	47,382
France	1,867,379	1,826,001	41,378	-	-
Greece	54,000	-	-	54,000	-
India	69,666	69,666	-	-	-
Indonesia	93,396	-	93,396	-	-
Iraq	536,987	-	-	536,987	-
Israel	50,000	-	-	50,000	-
Italy	29,087	-	29,087	-	-
Jordan	881,452	-	-	881,452	-
Lebanon	654,535	-	-	654,535	-
Luxembourg	5,209	-	5,209	-	-
New Zealand	320,732	-	320,732	-	-
Norway	60,484	-	60,484	-	-
Pakistan	225,726	225,726	-	-	-
Saudi Arabia	70,000	-	70,000	-	-

1/ From the inception of UNRPR (1 December 1948) to 15 September 1949.

2/ It is known that many private groups throughout the world have contributed in various ways to the relief of the refugees, but the amounts involved are not known and do not figure in UNRPR financial accounting.

3/ Except in the case of Afghanistan, where the donation pledged has yet to be forwarded, all currency donations have been received.

4/ From the inception of UNRPR (1 December 1948) to 31 August 1949; Direct maintenance of refugees not receiving UNRPR care; and payments toward UNRPR's costs of local transport, port handling and warehousing.

5/ Paid, either directly or through UNRPR as earmarked funds, to national Red Cross Missions (Denmark, Sweden, United Kingdom) or the Pontifical Mission for the Relief of the Refugees of Palestine (Eire), toward the Palestine refugee relief work of these organizations.

/Sweden

Source	Total	Donations to UNRPR Fund			Governmental donations for related purposes	
		In currencies	In commodities Rec'd or delivery arranged	To be forwarded	Direct care of refugees and free local services	Donations to Red Cross or other Middle East missions
<u>Governments (Con't)</u>						
Sweden	104,457	-	90,218	-	-	14,239
Switzerland	23,364	-	23,364	-	-	-
Syria	1,394,605	-	-	-	1,394,605	-
Turkey	206,333	-	206,333	-	-	-
Union of South Africa	39,686	-	39,686	-	-	-
United Kingdom	4,435,484	4,032,258	-	-	-	403,226
United States	13,377,930 ^{6/}	13,377,930	-	-	-	-
Yugoslavia	35,200	-	-	35,200	-	-
Venezuela	14,882	-	14,882	-	-	-
TOTAL	29,284,940	20,050,661	2,801,469	139,200	5,698,283	595,327
<u>Other Sources</u>						
Mediator's Fund ^{7/}	9,809	9,809	-	-	-	-
Intergovt'l Orgs. ^{8/}	181,477	50,000	131,477	-	-	-
Non-Govt'l Sources ^{9/}	225,632	120,463	105,169	-	-	-
TOTAL	416,918	180,272	236,646			
GRAND TOTAL	29,701,858	20,230,933	3,038,115	139,200	5,698,283	595,327

- 6/ Paid on a matched basis, as equal contributions have been made by other governments; of the total authorized United States contribution of \$16,000,000 the sum of \$2,622,070 remains available for payment on representation by the United Nations that equivalent matching has taken place.
- 7/ Residual funds transferred to UNRPR following termination of the Mediator's Disaster Relief Project.
- 8/ Donation of \$50,000 by WHO for medical supplies and \$131,477 worth of supplies by IRO. UNRPR accounts do not reflect the indispensable feeding programme operated for refugee mothers and children by UNICEF, nor the programme for schooling of refugee children operated in certain areas under UNESCO sponsorship.
- 9/ Donations to the UNRPR from individuals, and private religious, civic, welfare and business groups.

ANNEX I

COMMUNICATIONS FROM OPERATING AGENCIES ON
THE IMMEDIATE FUTURE OF UNRPR

- (A) Text of cable from the International Committee of the Red Cross and the League of Red Cross Societies received by the Secretary-General on 11 July 1949.
- (B) Text of cable from the International Committee of the Red Cross and the League of Red Cross Societies received by the Secretary-General on 6 May 1949.
- (C) Text of letter, dated 27 September 1949, from the American Friends Service Committee to the Secretary-General.

(A) Text of cable from the International Committee of the Red Cross
and the League of Red Cross Societies received by the
Secretary-General on 11 July 1949

REFERENCE OUR TELEGRAM 6 MAY, YOUR TELEGRAM 16 MAY AND YOUR APPEAL FIRST JUNE TO GOVERNMENTS MEMBERS OF UNITED NATIONS WHICH WE NOTED WITH SATISFACTION. AS AGREEMENT ON CO-OPERATION WITH UNITED NATIONS IN RELIEF ACTION FOR PALESTINE REFUGEES TERMINATES 31 AUGUST NEXT AND AS NO FINAL SOLUTION REGARDING FATE OF REFUGEES IS LIKELY BEFORE THEN, WE HAVE AT REQUEST OF UNITED NATIONS DISCUSSED WITH AMBASSADOR GRIFFIS PROCEDURE FOR PROLONGING THIS ACTION. WOULD BE GRATEFUL IF YOU WOULD INFORM ALL GOVERNMENTS MEMBERS OF UNITED NATIONS OF REQUESTS WE HAVE THOUGHT NECESSARY TO FORMULATE FOR PROLONGATION OF ACTION AND ALREADY CONTAINED IN OUR TELEGRAM OF 6 MAY. AS FUNDS PLACED AT UNITED NATIONS DISPOSAL BY GOVERNMENTS FOR RELIEF ACTION FOR PALESTINE REFUGEES HAVE BEEN INSUFFICIENT HITHERTO AND AS FRESH CONTRIBUTIONS ARE STILL UNCERTAIN, WE HAVE SPECIFIED WHAT INCREASED FUNDS SHOULD BE AVAILABLE TO US HENCEFORTH TO ENSURE EFFECTIVE CONTINUATION OF THIS ACTION. WE MUST RECALL THAT INTERNATIONAL RED CROSS IS UNABLE TO ACCEPT RESPONSIBILITY FOR CESSATION OF RELIEF ACTION AND CONSEQUENT ABANDONMENT OF REFUGEES TO THEIR FATE IN MIDWINTER. HENCE FAILING APPLICATION OF APPROPRIATE MEASURES FOR RESETTLEMENT OF REFUGEES OR PROVISION OF FUNDS ENABLING ACTION TO BE CONTINUED UNTIL MORE FAVOURABLE SEASON INTERNATIONAL RED CROSS WOULD HAVE TO CONSIDER TERMINATION OF ITS RELIEF ACTIVITY BEFORE BEGINNING OF WINTER. ALSO CONSIDER NECESSARY TO RECALL THAT INTERNATIONAL RED CROSS INTERVENTION IN THIS FIELD HAD CHARACTER OF EMERGENCY MEASURE BUT COULD NOT BE PROLONGED INDEFINITELY EVEN IF PRESENT OBSTACLES TO RESETTLEMENT OF REFUGEES WERE SLOW IN BEING OVERCOME. FOR ALL THESE REASONS URGENTLY REQUEST YOU COMMUNICATE OUR TELEGRAM OF 6 MAY AND CONTENTS OF THIS TELEGRAM TO ALL MEMBERS OF UNITED NATIONS TO INFORM THEM OF SITUATION AND ENABLE THEM TO CONSIDER DECISION TO BE TAKEN URGENTLY AT BEGINNING OF NEXT SESSION GENERAL ASSEMBLY

/(B) Text of cable

(B) Text of cable from the International Committee of the Red Cross
and the League of Red Cross Societies received by the
Secretary-General on 6 May 1949

FURTHER TO OUR LETTERS OF 14 AND 28 APRIL AND IN VIEW OF IMPENDING
END PRESENT SESSION GENERAL ASSEMBLY HAVE HONOUR TO CONFIRM INFORMATION
GIVEN JOINTLY 29 APRIL TO UN REPRESENTATIVE GENEVA BY INTERNATIONAL RED
CROSS COMMITTEE AND LEAGUE OF RED CROSS SOCIETIES CONCERNING CONTINUATION
OF RELIEF ACTION FOR NEAR EAST REFUGEES UNTIL END 1949. FIRST WE CONSIDER
ESSENTIAL TO DRAW YOUR ATTENTION TO PROBLEM OF SETTLEMENT OF REFUGEES IN
PERMANENT HOMES WHICH SHOULD BE EXAMINED WITHOUT DELAY BY ASSEMBLY AS
RELIEF ACTION EVEN IF PROLONGED IS ESSENTIALLY PROVISIONAL IN CHARACTER
DESIGNED TO ENABLE AUTHORITIES CONCERNED TO TAKE NECESSARY STEPS TO REACH
SOLE DEFINITIVE SOLUTION WHICH IS RESETTLEMENT. WE ARE CONVINCED
CONTINUATION OF RELIEF UNTIL YEAR END WOULD HAVE NO REAL VALUE UNLESS
ACCOMPANIED BY EFFECTIVE MEASURES LEADING TO RESETTLEMENT. GUIDED
EXCLUSIVELY BY HUMANITARIAN FEELINGS AND NEITHER WILLING NOR ABLE TO ENTER
INTO ANY BUT PURELY HUMANITARIAN CONSIDERATIONS WE ARE COMPELLED TO ADDRESS
VERY URGENT APPEAL TO UNITED NATIONS IN THIS SENSE AND WOULD BE GRATEFUL
TO RECEIVE REASSURANCE IN THIS REGARD BEFORE END ASSEMBLY. IN ABSENCE OF
MEASURES INDICATED ABOVE CESSATION OF DISTRIBUTION ACTIVITY IN DECEMBER I.E.
AT CLIMATICALLY MOST DIFFICULT MOMENT WOULD CONSTITUTE RESPONSIBILITY NOT
BELONGING TO INTERNATIONAL RED CROSS. SECONDLY THIS ESSENTIAL CONDITION
BEING SATISFIED WE CONSIDER CONTINUATION OF ACTION SHOULD ALSO INCLUDE
ADOPTION OF FOLLOWING TECHNICAL MEASURES.

A. DAILY FOOD RATIONS DISTRIBUTED TO BE FIXED AT 1,500 CALORIES ON
BASIS NUMBER OF REFUGEES REGULARLY REGISTERED IN EACH ZONE OPERATION.

B. AS FROM 1 JULY RED CROSS ORGANIZATIONS TO RECEIVE SUFFICIENT
MEDICAL ASSISTANCE TO COVER MINIMUM PROGRAMMES DEEMED NECESSARY BY RESPECTIVE
CHIEF MEDICAL OFFICERS.

C. SUFFICIENT TENTS TO BE SUPPLIED TO ENSURE ACCOMMODATION OF
REFUGEES STILL WITHOUT SHELTER AND NECESSARY FUNDS TO BE GRANTED FOR
MAINTENANCE OF CAMPS.

D. SUPPLY OF NECESSARY FUEL TO ENABLE REFUGEES COOK MEALS AND
HEAT DWELLINGS.

E. NECESSARY MEANS FOR DISTRIBUTION CLOTHING OWING TO LAMENTABLE
STATE OF WEARING APPAREL OF MANY REFUGEES. SHALL BE ABLE SHORTLY TO GIVE
NECESSARY ADDITIONAL INFORMATION ON VOLUME OF RELIEF LISTED ABOVE REGARDING
WHICH WE HAVE QUESTIONED RESPECTIVE COMMISSIONERS.

(C) Text of letter, dated 27 September 1949, from the
American Friends Service Committee to the
Secretary-General

Following a review of the refugee situation in Palestine generally and more particularly in the Gaza strip, the American Friends Service Committee wishes to state its position regarding the continuance of the refugee relief programme.

1. The American Friends Service Committee wishes to withdraw from direct refugee relief in the Gaza strip at the earliest possible moment compatible with the fulfilment of its moral obligations to the refugee population. It is obvious that prolonged direct relief contributes to the moral degeneration of the refugees; and that it may also by its palliative effects militate against a swift political settlement of the problem.

2. However, it is evident that the political impasse has been prolonged to such an extent that no plan leading to a solution of the refugee problem can be put into effective action during 1949.

3. In consequence, the American Friends Service Committee considers that the United Nations, together with the Governments of the States involved, must fulfil the moral obligation of housing, feeding and preserving the health of the refugees at least until the end of April 1950. For this reason, the American Friends Service Committee is prepared, if required, to continue its present programme under United Nations Relief for Palestine Refugees during the first four months of 1950 subject to certain conditions, i.e.

(a) That by 31 October 1949, the United Nations is able to give reasonable assurances that adequate funds will be available to meet personnel and maintenance costs and supply programmes on the same scales (which are minimal) as at present and for the full period of the extension.

The last nine weeks of 1949 represent the minimum period needed by us to prepare for a continuance of relief operations in 1950, having regard to our methods of voluntary recruitment, our distance from the field, and other factors.

(b) That by 30 November 1949, plans for an interim programme of work relief and/or short-term development projects designed to reduce the giving of dole have been made public; and that those plans call for action which will affect at least a portion of the refugees during the period of extension, and will lead to a steady reduction in the numbers of the refugee population.

/It is the hope of

It is the hope of the American Friends Service Committee that long-term large-scale plans for a permanent solution of the refugee question will also be approved at this time.

4. By the terms of the existing agreement covering 1949, United Nations Relief for Palestine Refugees is under obligation to notify the American Friends Service Committee if shortage of funds compels a radical reduction in the supply programme; and this notification is to be made at least two months before the effect of such reduction becomes apparent at the distribution end. The American Friends Service Committee now wishes to reserve the right, should such notification become necessary at any time during 1949 or early 1950, to call upon United Nations to send into the Gaza strip during the two months following the notification, an adequate number of United Nations personnel, or persons designated by United Nations to act for it, to take over any residual stocks, properties or other assets which have been used in the United Nations Relief for Palestine Refugees' programme.

5. Any change in the agreement whereby the American Friends Service Committee now undertakes relief distribution for the International Committee of the Red Cross in a small area of Israel would be effected by direct negotiation with International Committee of the Red Cross.

6. The American Friends Service Committee proposes to continue working in the Middle East. We have established an American Friends Service Committee Commissioner in Beirut. We also intend to undertake, by agreement with the Government of Israel, small-scale activities contributing to the integration of the Arabs within the State of Israel. Further, we should be interested in exploring with the United Nations the possibility of using a small number of Quakers in connection with the human problems and needs which will arise in any interim or long-term rehabilitation programme. We have thought that the American Friends Service Committee might make some contribution to the social services necessary in any mass resettlement (e.g. accompanying groups of returning refugees to provide a neutral element at the time of their initial rehabilitation, care of women, children, and the old, development of educational and recreational work, etc.). In brief, the American Friends Service Committee would wish to concern itself with the problems involving human relationships which are inevitable in any large-scale movement of populations.

/In conclusion,

In conclusion, the American Friends Service Committee wishes to emphasize its conviction that the General Assembly of the United Nations must act swiftly and decisively upon the solution of the refugee question. Lack of action or action which was merely palliative would have disastrous consequences upon the refugees.

On behalf of the Executive Board
of the American Friends Service Committee

(Signed) Clarence E. PICKETT
Executive Secretary

ANNEX II

ACTIVITIES STATEMENTS SUBMITTED
BY OPERATING AGENCIES

- (A) Statement of the International Committee of the Red Cross
- (B) Statement of the League of Red Cross Societies
- (C) Statement of the American Friends Service Committee

(A) Statement of the International Committee of the Red Cross

1. The International Committee of the Red Cross is responsible, as an autonomous co-operating agency, for the distribution of relief supplies provided by UNRPR and UNICEF as well as of gifts emanating from various donors, in the territory of the former Mandate of Palestine with the exception of the region of Gaza in the southwest, held by the Egyptian Army.

From the outset the determination of the number of refugees has been extremely difficult. The total number is continually changing: increases are due to Arabs moving from Israel and no-man's land into the Arab zone of the territory of the ICRC, decreases to the tightening of controls. These controls have been affected by diverse methods: in some places by a census facilitated by a curfew organized with the help of the Jordan Army; in others by combining the issue of ration cards with the vaccination control, or by the appointment of special inspectors who go from village to village to check the lists of refugees.

The maximum figure reached so far amounted to 490,000; the latest total of figures submitted by the local chief delegates is 479,000. The UNRPR puts actually 395,000 rations at the disposal of the ICRC for the refugees in their territory.

The Swiss staff is composed of 77 members; this figure includes 12 doctors and 23 nurses. In addition, a team of one doctor and two nurses have been put at the ICRC's disposal by the Danish Red Cross. In Acre and the northern part of Israel a group of five members of the American Friends Service Committee (Quakers), administratively attached to this society, are working as a part of and under the operational responsibility of the ICRC Commissariat.

The locally-recruited staff number 456 persons, of whom 301 belong to the medical section, which comprises 10 doctors, 10 male nurses, 24 nurses and assistant nurses, 50 assistants for polyclinics and hospitals, 117 sanitary workers and 90 workers engaged on a temporary basis for the anti-malaria and DDT-campaign.

2. The general condition of nutrition and health of the refugees has been, at least so far as adults are concerned, fairly good. No accurate statistics regarding death and birth rates are available, but it is believed that the death rate corresponds to the normal death rate for mid-eastern countries, and the birth rate has slightly increased.

Thanks to the great efforts made by the Medical Section of the Commissariat, major outbreaks of epidemic diseases have so far been avoided.

The UNICEF milk-feeding programme is well established over all the area, and according to the latest figures 180,000 daily rations are distributed to children, mostly in liquid form.

The educational field has been neglected owing to lack of sufficient funds. After having received a gift from UNESCO of £6,000, a small school of nine classes, comprising 360 children, was opened in Jericho. It is hoped that UNESCO will soon be able to increase its contribution and help to satisfy a very urgent demand. Minor school units organized by the refugees themselves exist in a few camps, but they lack almost all essential school materials. In a few regions some of the refugee children are able to visit the ordinary schools.

There is no cultural life among adults at all. The morale of the refugees is worsening owing to the long duration of their absence from regular homes and to the increasing conviction that probably only a small percentage of the refugees will have any chance of returning to their former domiciles.

3. The ICRC have been assisted in their efforts by the various local governments. The Hashemite Jordan Kingdom and Israel contribute to the transport costs. The Government of Amman is also subsidizing, although on a very moderate scale, the hospitals under ICRC control. All Governments concerned have committed themselves to contribute financially to the port charges.

4. The collaboration of local committees is not uniform: while being greatly assisted in some regions, the ICRC has met with great lack of understanding in other areas where hardly any collaboration could be obtained. The same applies to the co-operation of the refugees themselves: in some places voluntary collaborators could be found for the work to be done in the camps and especially in the milk centres; in other areas every effort had to be paid for.

(B) Statement of the League of Red Cross Societies

1. The League of Red Cross Societies is responsible for the distribution of relief supplies provided by UNRPR and UNICEF in Lebanon, Syria and Jordan. It is also, theoretically, responsible for the welfare of some 5,000 refugees in Iraq but, as these are cared for by the Iraqi Government, no organization has to be provided. The League retains its full autonomy and independence as an international agency of relief.

The League of Red Cross Societies determined the number of refugees in its area on 30 June 1949 as 327,512, made up as follows:

Lebanon	140,791
Syria	86,539
Jordan	100,182
Total	<u>327,512</u>

It cannot be claimed that these figures are absolutely accurate, owing to deceptions practiced by the refugees and to other causes. They are, however, as accurate as careful registration methods can produce under existing conditions. Moreover, they do reflect the actual number of persons receiving rations, as against a total of 300,000 taken by UNRPR as a basis on which to calculate rations furnished to the League.

The League, as the federated body of the 68 national Societies of the Red Cross and the Red Crescent, has a widely international staff in the Middle East. The foreign personnel consisted of 65 persons drawn from 17 nationalities. The locally-recruited personnel numbered 307 (including 278 Palestinian refugees), apart from a number of about 1250 Palestinians who are employed on a day-to-day basis. Of the foreign personnel, 32 were engaged in medical and sanitary work, while of the locally-recruited staff, 41 were so occupied. It is difficult to segregate those who are engaged in the distribution of supplies from those who are not. In one degree or another, almost all personnel except medical categories are, directly or indirectly, contributing to this side of the action. This arises from the fact that the distribution of supplies is the fundamental activity of the League in the Middle East.

Health conditions among the refugees have been surprisingly satisfactory having regard to the circumstances. No serious epidemics have occurred. This has been largely due to the public health activities of the League's medical staff, who have conducted extensive DDT campaigns, have inoculated great numbers of refugees and, in general, have made every effort to prevent any outbreak. The death rate is impossible to ascertain. Recorded deaths average about 11 per thousand per annum, which is far too low to be /credible.

credible. Refugees prefer to conceal deaths, in order to maintain the family rations.

Indications are that the birth rate in the camps averages about 30 per thousand per annum. As to refugees outside camps, who form 5/6 of the total, it is impossible to give any figures, as births often take place without professional attention and are not recorded.

The UNICEF milk programme has been continually expanded during recent months. On 30 June there were 72 stations divided as follows:

Lebanon	22
Syria	26
Jordan	24

About 125,000 children were being served, of these about 55,000 children were in Lebanon, 35,000 in Syria and 34,500 in Jordan.

Lack of funds prevented as much work being done in the educational field as would have been desired. With the aid of \$2,000 received from UNESCO a "Pilot School" was set up at Mar Elias Camp, Beirut, in March. From the same fund, and from donations received from National Societies of the Red Cross, some assistance was also early given to a few other schools. However, in a number of places, voluntary teachers among the refugees have come forward to organize schools, which are necessarily very poorly equipped. In May, \$11,000 was received from UNESCO, of which \$8,000 was for schools in Jordan, and \$3,000 for Syria. This permitted some expansion in the two countries during June. The British contribution of £5,000 sterling to the UNESCO programme has been earmarked for the Lebanon.

2. The principal assistance given to the League by the three governments in its area was in the form of payment for transport, stevedoring, warehousing and so on, by allowing freedom from customs and by providing police and security personnel. They also assumed the principal responsibility for public health and medical care, including hospitalization.

The League has received a substantial assistance from voluntary relief organizations. Specific mention may be made of the British Red Cross, the American Red Cross, the Junior Red Cross, the Lebanese Red Cross Society, the Syrian and Transjordan Red Crescent Societies, the Belgian "Palestine" Mission, the International Union for Child Welfare, the Middle East Relief and the Near East Foundation. In addition, there were many church and other relief groups whose aid was substantial but which were too numerous to set out by name.

In general, the refugees have not shown initiative in organizing the camps and distributing food, as might have been expected. It is very hard

/to persuade

to persuade them to do any work in the common interest unless they are paid for it. This general rule has had its exceptions, for instance, the . . . relatively few who volunteered to help in milk stations and as unpaid teachers.

Aware of the extreme financial difficulties which UNRPR has to face, the League nevertheless felt compelled to insist, and will continue to insist, that the minimum of 1500 calories per day, per refugee, be maintained and that every effort shall be made by UNRPR to provide additional quantities of tents, blankets, clothing, shoes and fuel, this being one of the basic conditions on which the League agreed to prolong the existing agreement with UNRPR beyond August. The coming winter is going to be extremely hard for the refugees, who have exhausted the very last resources which few of them might still have had. The lasting uncertainty as regards their future, the lack of any occupation for the majority of the refugees, has a serious deteriorating effect on their morale, to such an extent that the League's field workers are being faced increasingly with difficulties and troubles in camps and villages, which may one day develop into an extremely serious situation, for which the League - as operating agency - has to disclaim all responsibility.

The League owes sincere thanks to UNRPR for the great effort it is constantly making in running the program conjointly with the agencies, and for its comprehension of the League's problems and its wholehearted co-operation in assisting the League to solve those problems.

/(C) Statement of

(C) Statement of the American Friends Service Committee

The relief area assigned to the American Friends Service Committee unit in the Middle East included about 26 per cent of the total Palestine refugee population.

1. Location of AFSC activity

The Gaza strip, i.e., that portion of Palestine now under Egyptian control, runs from the Egyptian border to a point slightly north of Gaza. It is 22 miles long by 6 miles wide. Approximately one third of it is sand, and there were in normal times approximately 80,000 inhabitants. With no port facilities and with the barren Negev as its hinterland, this area remains economically undeveloped. Further, its extremely limited natural resources militate against any considerable economic development. It is unlikely, therefore, that the Gaza strip could support at any reasonable standard of living an appreciable number of persons over and above the normal residential population -- unless some radical development of the Negev, e.g., the discovery of oil, completely changed the prospects for the area.

2. Situation on arrival of Quaker Unit, January 1949

As a result of the war in Palestine more than three times the number of the original resident population were poured into the Gaza strip. As a result of their continued stay in the area the strip is now even more barren than it was normally. The refugees were found huddled in what little remained of old British army camps, in caves and holes in the sand, and in any doorway or corner of the few villages in the area. At that time their numbers were variously estimated to be between 200,000 and 250,000. The number fed and supported by UNRPR has varied in line with repeated census-taking. The figure is currently 215,000.

Excluding 50,000 Bedouins, only some of whom are nomadic, almost one third of the total refugee population is estimated to be connected with the land. A somewhat smaller proportion are general manual labourers, one fifth skilled or semi-skilled artisans, one tenth provisional or proprietary, and a very small number are employed in a clerical or supervisory capacity. A considerable proportion came from cities such as Jaffa, Ramle or Lydda, and others from some 75 villages throughout Israeli-held territory along the coast or in the Negev.

With few exceptions the slowly declining morale of the refugees is upheld by one dominating idea, namely, that they shall be allowed soon to return to their former homes. It is important when considering any plans for movement of refugees to realize that they expect to go back to the actual house and/or the piece of ground where they formerly lived, and that as yet
/few of them

few of them have come to the realization that this will be in a great many cases a physical impossibility.

The Quaker unit arrived at a time of active warfare with bombardments and air raids. The whole district was under tight Egyptian military control, and the presence of the Quaker team in such circumstances posed a very considerable problem for the Egyptian authorities as well as for the unit members themselves.

3. Problems facing the Quaker Unit on arrival

It cannot be too strongly stressed that the greatest obstruction to the present programme is the persistent lack of an overall political settlement for the Palestine area. The degeneration of the human spirit goes on day after day, while the refugees live on public charity. Some answer must be found to the pressing problem of their future, and until such a long term solution is forthcoming the Quakers cannot help feeling that their best efforts can be no more than palliatives for what continues to be a humanly unacceptable situation.

Turning from this over-riding factor in the situation to more specific problems, it may be useful to record the difficulties which had to be overcome.

(a) Collaboration with Egyptian authorities

It is always difficult for military authority to accept a large group of civilians at points within a mile or two of an active battle line. From the first, however, Egyptian ministers and high level government officials have co-operated fully. There have been and will continue to be frustrations on either side but, granted the operational difficulties for all concerned, the Quakers wish to record their gratitude to the Egyptian authorities. Not only in the Gaza strip has that co-operation been forthcoming, but in the matter of free import of supplies, handling of goods at Port Said, and free transport into the Gaza area, the Egyptian Government has serviced the entire operation. The Egyptian Army has erected buildings and undertaken security measures, and the Government has encouraged the remnants of the mandatory public services to co-operate with the Quaker unit. It is hoped that an increasing measure of confidence will characterize the remaining period of the programme.

(b) Rapidity of recruitment

The AFSC was asked to recruit approximately 45 people and put them in the field within three to four weeks. Bearing in mind that AFSC has to find unpaid voluntary workers, this imposed a great strain upon the organization. In fact, the bulk of its unit was in the field within six weeks, but the operational efficiency of the unit has continued to suffer from the way in which workers were mobilized and thrown into the field without adequate orientation or integration. The serious handicaps of an inadequate recruitment period should be borne in mind, if ever a similar situation arises in the future.

(c) Maintaining adequate flow of supplies

Perhaps the greatest difficulty in the supply programme has ~~been~~ the inability of UNRPR to purchase supplies sufficiently far in advance. Since national contributions, with few exceptions, have been late in materializing, UNRPR has never had sufficient funds to permit of an adequate forward purchasing programme. Because a ration distribution cannot be started before sufficient stocks are on hand to provide the same ration to all, this has meant an irregularity in the ration periods and the quantities allowed. We have never started a distribution without being sure that all entitled refugees could receive equal rations, as this is the only way order and patience at distribution points can be maintained.

(d) Registrations and census-taking

A constant and continuing difficulty has been the obtaining of exact figures on the numbers of refugees in the area. The Egyptian Army has completed a preliminary census of approximately 200,000 refugees in the area. Subsequently, however, additional refugees came across the lines, and for this reason the original census, although most valuable, could not be used as a final basis for determining refugee eligibility. A second census was undertaken. Village headmen presented lists of those under their authority, and groups from larger cities formed committees to determine eligibility. The Egyptian Army authorities have constantly been engaged in checks and cross-checks of the lists thus presented. Meanwhile food had to be issued to hungry people, pending the checking of the census. Two hundred and sixty thousand received rations during the last weeks of February. Throughout the entire

operation a constant rechecking procedure has had to be maintained jointly by the Egyptian authorities and the Quakers. Duplications on lists and false ration cards have been weeded out. The process is necessarily a continuous one and is a problem which will remain throughout the operation. As of August the approximate number regularly fed has been reduced to some 215,000, and we are satisfied that this is as nearly accurate a figure of genuine refugees as is possible in the circumstances. This figure is now rising again, owing to the arranged transfer of some thousands of bona fide refugees from Egypt proper into the Gaza strip.

(e) Communications difficulties

It has been extremely difficult to maintain communications between the field offices at Port Said, Cairo, and Gaza, and between these three points and the home offices. None of the normal channels of communication has been available from the Gaza area. In addition, co-ordinating communication with UNRPR and with the other operating agencies in Beirut has been very difficult. Censorship has added to the delays. It is therefore important to emphasize the value of the regular runs of the UNRPR plane. As long as alternate types of communications between UNRPR and the agency field missions are unavailable, the continuance of the UNRPR plane service is vital to the operation.

(f) Shortage of programme requirements in an economically run-down area

It is perhaps true that of all the refugee areas the Gaza strip was least able to furnish the basic requirements of fuel, building materials, cooking utensils and all other essentials of a mass feeding programme. It is almost impossible to imagine the difficulties of distributing foodstuffs, and particularly liquids, without adequate bulk containers or measuring utensils, or of receptacles into which the Arabs could receive their rations. A typical example was the problem, faced in the UNICEF milk distribution, of mixing many thousands of pounds of powdered milk daily under hygienic conditions in camps where there were no available buildings, no containers except rusty gasoline drums, and very little material in the area from which to make improvisations. In any similar operation in so denuded an area a supply at the outset of minimal requirements of building materials, fuel and household measures and utensils must have at least equal priority with the provision of the foodstuffs themselves.

/(g) Lack of

(3) Lack of local social services

The Egyptian Government has supported and strengthened the remnants of the mandatory social services which were left in the Gaza area after the Palestine war. For obvious reasons these have been weakened by events, but in spite of this there has been a willing, though necessarily limited, co-operation on the part of the Public Health Department and the educational services of the area. Added to a lack of organized social service in the Gaza strip has been the absence among the refugees of trained clerical and supervisory staff. Slowly, however, a force of Palestinian assistants has been built up and every encouragement has been given to them to take as much responsibility as they can bear. Some outstanding men of proved loyalty and integrity have emerged in this process, but the numbers of those who are able to develop a sense of community responsibility is extremely limited.

4. The developed programme

A brief review follows of the services which have been developed from January to date in the Gaza area.

(a) UNRPR food distribution

This began to get under way in mid-January and, since detailed reports will be forthcoming from other sources, it will suffice to state here that from January to the present day a refugee population averaging throughout the period approximately 240,000 persons has been fed an average of about 1,500 calories daily. In an operation of this sort it is necessary that distribution be limited to bulk quantities of two or three staple items of diet. Small shipments of specialized or unfamiliar foods cannot be distributed equitably, and cause friction when they are not available to all entitled recipients. For this reason small shipments of gifts-in-kind are of less value than equivalent money donations with which the bulk staples can be bought. AFSC believes that as a result of unremitting check the food is being distributed only to those for whom it was intended; and the presence of Quaker representatives at each time and in every place of final distribution has insured that the sheik and the humble fellah have been treated impartially. There is not much evidence of gross malnutrition now to be seen in the Gaza strip. In fact, the more kindly weather of the summer months and the regular rations have resulted in a limited return of vigor to the people. Their natures lead them into agitations, usually based on ill-founded /grievances.

grievances. Increased vigor has also stimulated their desire to go back to the mode of life in which their self-respect can be restored. This, however, can only be a passing phase, since mankind cannot live in such conditions without degeneration of spirit, and the advent of another winter, which in Palestine is both cold and wet, cannot fail to hasten the process of deterioration.

(b) UNICEF supplemental food programme

While UNICEF has contributed a large amount of general supplies to the programme, its main contribution has been that of milk for specialized categories, i.e., pregnant and nursing mothers and children. Milk improperly handled can do more harm than good. The unit was regrettably slow off the mark in operating milk distribution centres for the required categories, owing to the complete absence noted above of buildings or the basic equipment for hygienic distribution. However, after this slow start, fourteen well-organized distribution points, erected with the assistance of Egyptian Army engineers, have been in operation for several months. The supply of powdered milk from UNICEF has been abundant. Over 80,000 women and children receive a daily ration of milk and, in addition, those attending the schools which have been set up are given a daily drink consumed on the spot, making a total of well over 100,000 milk rations issued daily. Equipment, however, has been largely improvised and will require replacement if the programme is to continue beyond 1949. The Quaker unit has endeavoured, so far as the difficulties of the situation allowed, to distribute to those categories required by UNICEF. Full and understanding co-operation has been received at all times from UNICEF representatives, whose visits of inspection are always welcome.

(c) Shelter

In spite of large contributions of tents from various nations, it is still true to say that many thousands of refugees are living in dugouts or under pieces of threadbare sacking, or in other conditions of over-crowding and squalor to which no human being should be subjected. During these summer months hardship is mitigated by the weather, but if the refugees were to spend another winter in their present circumstances their suffering would be terrible. New tent camps are now in process of erection against the coming of bad weather. The selection of the neediest for the new
/tents

tents is a very delicate matter and can easily cause rioting and disaffection, since almost everyone is living in very crowded and unsanitary conditions. Further tents and materials for urgent repair of existing tents are needed.

(d) The medical programme

This is under the direction of a Public Health doctor, a member of WHO staff, supported by WHO, but seconded to the Quakers.

The most remarkable fact about the medical story is the absence of any large scale epidemic where there was every right to expect devastating outbreaks. Typhus appeared in April but was brought quickly under control. In each camp or refugee concentration a clinic has been established, with doctors and a qualified Quaker nurse in attendance. Help is received from local doctors serving in the Palestine Public Health Department, now maintained by the Egyptian Government, and with which the AFSC programme is closely related. Some excellent refugee doctors are rendering very fine service to their compatriots. (One of the important factors in this programme is the opportunity given to professional people, clerks and technicians to preserve their skills and their morale through their contributions to the programme.) Maternity and post- and pre-natal services are available to the refugees, including the supervision of approximately 100 local midwives, and ophthalmic work is done on a considerable scale to combat the very widespread incidence of trachoma. A completely equipped laboratory was made available through the United States Navy and has been developed by the mandatory Public Health, Army Medical Service, and the Quakers.

Working arrangements have been set up with the only four hospitals in the area, the two largest being the Church Missionary Society Hospital and the Government Hospital. Extension of these hospitals has made available a total of 330 beds for refugee patients. In addition, taking May as an average month, 90,000 visits were made to clinics or hospital Out-Patients' Departments.

By the end of June, Quaker teams had treated most of the dwellings in the area with a residual spray of D.D.T. Measures taken ensure that malaria is not a present menace. The number of latrines built by the Quaker sanitation group, in conjunction with the Egyptian Army, now reaches over 1300, against less than 100 early in the year. Cleanliness in the camps has greatly improved and many water faucets have been installed.

/Taking

Taking advantage of the refugees schools now in operation, a school health programme is being developed.

(e) Ancillary activities

It has been the aim of the Quakers, insofar as manpower and money allowed, to stimulate certain social activities not included in the main UNRER programme. The most important of these activities has been the development of a basic school programme for children. Sixteen thousand children out of a total of 80,000 are now attending improvised schools established in broken-down buildings or in tents. The children sit on the sand, and volunteer refugee school teachers numbering 400 and working with the barest minimum of equipment, or none at all, give rudimentary education, including the learning of the Koran, writing, spelling, arithmetic, singing, etc. Some pencils and school books have been donated by the Egyptian Government. All this has been carried on on a financial "shoestring". UNESCO has been much interested in this programme and has been able to supply some funds which, however, have been long delayed in appropriation and transit. UNESCO is working hard to provide more basic equipment and some slight financial recompense to teachers. The programme has been developed in closest consultation with the Egyptian authorities and is under the immediate supervision of the Gaza School Inspector. Such local educational authorities as are available have co-operated fully. An attempt is being made in the sphere of vocational training by the use of hand looms typical to the area.

The Young Men's Christian Association in Cairo lent for three months an Arab-speaking recreation specialist who developed excellent recreational activities among the youth in the camps. A group of Egyptian Rover Scouts continued this work after the much regretted withdrawal of the YMCA man. The AFEAC are hopeful that he or some other expert may carry on this work, which at present has lapsed for lack of competent personnel.

Other ancillary activities have included the operation of a bath-house for Arab women which provides, for a very few of the total population, the miracle of hot water. Half a dozen small carpentry shops under volunteer refugee craftsmen are training apprentices in the learning of a valuable skill. Contracts have been entered into with a local firm and a refugee group for the production of cloth which will not only help to keep alive economic activity and skills, but has for its aim the provision of not less than one metre of cloth to each refugee before winter sets in.

5. Local assistance

In addition to the large United Nations bodies (UNICEF, WHO, FAO and UNESCO) which have contributed to the program, local organizations have been very helpful. It is perhaps appropriate to mention personnel lent by the American Mission; the considerable support in hospital service; gifts in money and collections in kind which have come through Bishop Allen, the Church Missionary Society and the British Community in Cairo; medical assistance furnished by the Egyptian Red Crescent; and money and textiles for refugee women's sewing groups provided by an American women's group organized through the Embassy. It is hoped that Church World Service and Rotary Clubs in Egypt may make a cash contribution towards the maintenance of the ancillary services not covered by UNRPR. The Mennonites and the Brethren have made available full time workers. The School of Social Work in Cairo made it possible for its Dean to join the unit and to initiate the refugee school program.

These and other evidence of concern for the refugees in their extremity have greatly heartened the Quaker unit.

6. Work relief projects

It is the considered opinion of all AFSC workers connected with this operation that immediate steps for the provision of work relief, as opposed to issuance of a mere dole, is an urgent necessity. The AFSC would wish to support any steps which might be taken by United Nations to implement this idea, at least during the interim period before the refugees are finally set up again as members of society who can fend for themselves.

7. Relations with UNRPR

Finally, it should be stated that the AFSC entered into agreement with UNRPR with a sense of query as to whether this significant experiment of working as an autonomous agency within an overall United Nations framework could be brought to harmonious and successful conclusion. The results of these months of work have, in its opinion, been gratifying in that respect. Within the limits set by inadequate funds, it is the conviction of AFSC that the operation of supplies by UNRPR has been efficient and sensible. It has found UNRPR to be sympathetic to its problems and reasonable in its policies. Personal relationships with UNRPR have been particularly gratifying and AFSC hopes that the present close liaison will be maintained. It should be reasserted, however, that UNRPR has not been able to provide sufficient tents, blankets or fuel in the past; nor can a purely palliative relief programme such as AFSC is now operating under UNRPR auspices long be justified.

ANNEX III

Events preceding the establishment of UNRPA

1. Two months after the termination of the British mandate for Palestine and the withdrawal of the mandatory civil and military authorities in May 1948, it became evident that a large-scale refugee relief problem existed in the area. In July 1948, the Secretary-General of the United Nations received two communications from the League of Arab States, one dated 27 July, informing the Secretary-General that since the League's letter of 5 July "the numbers of these refugees had increased by some hundred thousand with a serious aggravation of the miserable conditions under which they were living." The League of Arab States expressed the hope that the situation of these unfortunate people would not fail to attract the attention of the United Nations organization concerned.
2. It being the considered view of the Secretary-General that the United Nations itself was not equipped to perform the task of providing the continued relief necessary on the scale indicated by the magnitude of the problem, the communications were referred to the Executive Secretary of the Preparatory Commission of the International Refugee Organization at Geneva, with a view to learning whether IRO could assist. The Executive Secretary of the IRO, in his reply to the Secretary-General, expressed grave doubt as to the eligibility of the Arab refugees under the definition contained in the IRO Constitution, adding that: "Even if this eligibility could be established, the Preparatory Commission nevertheless regretfully concludes that prior claim on its limited resources would still be had by a large number of persons the organization has not yet been able to assist, but which have long had urgent refugee status. Such priorities, taken together with the restricted financial position, would make difficult any assumption of new operating responsibilities in the areas in question."
3. On 19 August 1948, the Security Council took cognisance of the refugee problem in Palestine and, following the discussions, the Assistant Secretary-General in charge of the Department of Security Council Affairs transmitted the records of them to the Executive Secretary of the PCIRO. The IRO officially came into existence on 29 August 1948 and, at the first session of its General Council held in Geneva during September 1948, the organization in effect re-affirmed the stand previously taken by the Executive Secretary of the PCIRO that it was not in a position to undertake a relief programme for Palestinian refugees. The General Council did, however, approve action making available to the Acting Mediator on Palestine the services of specially qualified IRO personnel to aid in the procurement of supplies.

/4. By the middle

4. By the middle of August 1948, the problem of refugees growing out of the conflict in Palestine had reached an acute state. Estimates which the Mediator believed to be reasonably dependable, gave (as of 10 September) a total of 330,000 Arab refugees, distributed as follows:

Iraq	3,000
Lebanon.	50,000
Syria.	70,000
Transjordan.	50,000
Arab Palestine:	
(a) Nablus-Tulkarm-Ramallah.	80,000
(b) Gaza	65,000
Egypt.	<u>12,000</u>
	330,000

(A considerable number were reported as scattered along access roads or distributed in tiny isolated communities or hiding-places over a wide area, bringing the total to nearer 360,000.)*

5. By the terms of resolution 186 (S.2) adopted by the General Assembly on 14 May 1948, the promotion of the welfare of the inhabitants of Palestine was included among the Mediator's responsibilities, and this, among other reasons, led him to conclude that he should take the urgent measures that needed to be taken. Moreover, he considered the refugee problem as intimately related to the problem of Palestine settlement.

6. In his progress report (A/648) the Mediator indicated the immediate needs of the refugee population, in the order of their importance, to be:

- (a) Food and protected water supplies adequate in quantity and regularly distributed.
- (b) Preventive medical provision against epidemic disease by inoculation, and hospital provision on an emergency basis;
- (c) Work of activity to occupy the attention of the refugees;
- (d) Tentage accommodation for 60,000 persons before 15 October;
- (e) Clothing and bedding.

7. On 21 July 1948, the Mediator asked the Secretary-General to despatch immediately, to his headquarters at Rhodes, a senior United Nations official from the Department of Social Affairs for the purpose of surveying this grave problem. Sir Raphael Cilento, Director of the Division of Social Activities in the Social Affairs Department of United Nations proceeded to Palestine and made a rapid survey of the situation, linking up his enquiries with the

* An account of developments with regard to refugees during the months August/November, 1948, is contained in the progress report of the late Count Bernadotte (Official records of the third session of the General Assembly, supplement No. 11, Part III (A/648) and that of the Acting Mediator (A/689 and Addendum 1, October 1948).

preliminary survey as to the number of refugees which had been made on the spot by an officer of the League of Red Cross. Initial relief operations on behalf of the Palestine refugees were then instituted and an urgent appeal to Governments for donations in cash and supplies issued by the Mediator.

8. From July to mid-September 1948, the requirements of the growing numbers of refugees for food, shelter, clothing and protection against disease were met by the Arab States, whose resources in so doing were strained to the limit. In the autumn months, under the stimulus of the first appeal of the Mediator to Governments, outside aid began to come in. UNICEF, specialized agencies of the United Nations and voluntary organizations, among them various national Red Cross and Red Crescent Societies and Catholic and Protestant groups also responded. Although, by September 1948, the disaster relief project initiated by the Mediator, was more substantially organized, it continued to be limited in personnel, in resources and in scope, having as its only practicable objective the co-ordination of the relief activities of other organizations, and the distribution, through local Governments, of such donations as were received by the United Nations in response to the Mediator's appeal.*

9. By the end of September 1948, according to the Acting Mediator's progress report (A/689) the total number of refugees had increased to at least 472,000; the increase (approximately 40 per cent over September) applying to all of the areas mentioned in paragraph 4 above, with the exception of Egypt, where the number of refugees had not increased beyond the original number.

10. In October 1948, the Acting Mediator called urgent attention to the fact that, while the voluntary aid of Governments and agencies thus far received was a welcome supplement to the relief which the Arab Governments, with increasing difficulty, were continuing to provide, it was "almost insignificant compared with the requirements of the crisis that is now developing." He therefore submitted proposals for a United Nations relief budget to cover the period 1 December 1948 - 31 August 1949, in order to meet the minimum requirements of an estimated monthly average of 500,000 persons believed to be in need of help.

11. The problem of Palestine refugees was considered at length by the General Assembly at the first part of its third session and, on 20 November, resolution 212 (III) was adopted, that resolution constituting

* A statement of donations received from Governments up to 15 October 1948 will be found in appendices c, d, & f, to document A/689.

the basis for the present UNRPR operation. After stating in its preamble that "the alleviation of conditions of starvation and distress among the Palestinian refugees is one of the minimum conditions for the success of the efforts of the United Nations to bring peace to that land," the resolution approved the Secretary-General's estimate of \$32 million as the amount required to provide relief for a monthly average of 500,000 refugees for the nine months period from 1 December 1948 - 31 August 1949, and authorized him to advance a sum not to exceed \$5,000,000 to UNRPR from the Working Capital Fund of the United Nations in anticipation of the receipt of the voluntary contributions which all Governments, whether Members of the United Nations or not, were urged to make. The Secretary-General was further requested by the General Assembly to "take all necessary steps to extend aid to Palestinian refugees and to establish such administrative organization as may be required for this purpose, inviting the assistance of the appropriate agencies of the several Governments, the specialized agencies of the United Nations, the United Nations International Children's Emergency Fund, the International Committee of the Red Cross, the League of Red Cross Societies and other voluntary agencies, it being recognized that the participation of voluntary organizations in the relief plan would in no way derogate from the principle of impartiality on the basis of which the assistance of these organizations is being solicited."

12. Finally, the General Assembly requested the Secretary-General to appoint a Director of UNRPR to whom he might delegate responsibility for the overall planning and implementation of the relief programme; it agreed to the convoking, at the discretion of the Secretary-General, of an ad hoc advisory committee of seven members to be selected by the President of the General Assembly and to which the Secretary-General might submit any matter of principle or policy upon which he would like the benefit of the Committee's advice, and it urged the World Health Organization, the Food and Agriculture Organization, the International Refugee Organization, the United Nations International Children's Emergency Fund, and other appropriate organizations and agencies, to contribute supplies, specialized personnel and other services in order to relieve the desperate plight of the Palestinian refugees of all faiths and communities. With the appointment, on 1 December 1948, of the Honorable Stanton Griffis, then United States Ambassador to Egypt, as Director of UNRPR, the new operation was launched.
