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Chairman: Mr. Carlet R. AUGUSTE (Haiti).

Organization of the Committee's work (continued) (A/SPC/101)

1. The CHAIRMAN said that he would like to make a few suggestions concerning the organization of work which would perhaps enable the Committee to escape from the impasse in which it found itself as a result of the continuing failure of the informal negotiations to produce any results. The Committee could accord priority simultaneously to the two following items: "Reports of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East" and "Comprehensive review of the whole question of peace-keeping operations in all their aspects". On both items adequate documentation was available and quite a large number of speakers could be expected. Furthermore, certain chairmen of delegations wished to set forth their views on the question of peace-keeping operations before they returned to their countries. For the sake of courtesy, the Committee should hear them. There was no reason why it could not revert to the question of Palestine after hearing the statement of the Commissioner-General of UNRWA at the current meeting. A similar procedure had been followed in the past without causing any problem. If it were argued that the concurrent examination of two such important and diverse items would give rise to difficulties, he could only reply that the practical requirements of the situation did not appear to offer the Committee any other choice, for the report on the Effects of Atomic Radiation would not be distributed for at least a week or two and the question of apartheid probably could not be taken up until the end of November, after the Summit Conference of the African countries and the possible examination of the question by the Security Council.

2. Mr. TINE (France) expressed appreciation of the efforts made by the Chairman. He thought it would be regrettable, however, if by according the same priority to two items the Committee should find itself obliged to alternate the meetings devoted to each. If he had understood the Chairman's suggestion correctly, the Committee would begin by hearing Mr.

Michelmores, the Commissioner-General of UNRWA, and all those speakers who would be ready to comment on his statement. Then if it had free time it could devote a few meetings to the statements of chairmen of delegations on peace-keeping operations. If the Committee was to do its work in an orderly fashion, it obviously could not go on to discuss resolutions concerning the latter item until the former, i.e., the question of the Palestine refugees, had been settled.

3. Mr. PACHACHI (Iraq) shared the concern of the French representative with regard to the possibility and advisability of discussing both items concurrently. While it was true that the Committee had before it complete documentation on the two items, they were none the less quite different: the question of the Palestine refugees had not been discussed in the General Assembly for almost two years; moreover, resolution 1912 (XVIII), adopted unanimously except for one vote, had remained a dead letter and it was the duty of the General Assembly to take steps to ensure its implementation.

4. The report of the Commissioner-General should therefore be given absolute priority; moreover, the Committee of Thirty-Three^{1/} had not finished its work until the end of August, so that the examination of the other question was not so urgent.

5. After hearing Mr. Michelmores, the Commissioner-General of UNRWA, the Committee should have a few days in which to study his statement and the UNRWA report, which had only been distributed on 8 October. It would begin the debate on the question at the beginning of the following week, or even earlier if any members should be ready to speak. However, out of deference to the Foreign Ministers who might wish to speak on the question of peace-keeping operations, the Committee could hear their statements during the current week, on the understanding that it would not begin discussing the question until after it had completed the discussion of that of the Palestine refugees; experience had shown that concurrent debates were generally prejudicial to orderly progress.

6. He asked the Chairman to agree that the Special Political Committee would not hold any meetings on the question of the Palestine refugees when the question of Aden, to which the Arab States attached great importance, was being discussed in the Fourth Committee.

7. Mr. MOROZOV (Union of Soviet Socialist Republics) recalled that during the informal consultations which had taken place a large number of delegations had indicated that they would like the Com-

^{1/} Special Committee on Peace-keeping Operations.

mittee to begin by examining the report of the Commissioner-General of UNRWA. In support of the arguments against a concurrent examination of the two questions the difficulties that would assuredly be caused by the continual alternation between the two might well be cited. Furthermore, it should be noted that the documentation before the Committee with regard to the question of peace-keeping operations was quite incomplete, for the Governments of only forty-four States, of which eighteen were members of the Committee of Thirty-Three, had made known their views on the proposals appearing in paragraph 52 of the report of the Secretary-General and the President of the General Assembly (A/5915/Add.1, annex II). The replies which might be sent in by other Governments would be of interest, and the Committee should allow further time so that they could be considered. As fifty-six meetings were planned for the examination of the questions before the Committee, it had ample time to organize its work in accordance with the schedule suggested by the representative of France, taking into account the suggestions of the representative of Iraq; he supported without reservation the latter's observations and proposals. He was convinced that if it did so the Committee would not be wasting time; it would, on the contrary, be able to give due consideration to the delicate tasks entrusted to it. In any case, he supported the first part of the Chairman's suggestion, as had the representatives of France and Iraq—though without taking a stand with regard to the date on which the heads of delegations would make their statements on the question of future peace-keeping operations. On the other hand, he would request the Chairman to accept the view of the majority of delegations and refrain from pressing the second part of his suggestion.

8. Mr. SEPULVEDA (Chile) agreed with the Chairman that the Committee could not keep on deferring the detailed consideration of the questions which had been referred to it and on which it must make recommendations to the General Assembly. His delegation attached the greatest importance to all the items of the agenda but there was one which should not be subject to any delay: the question of peace-keeping operations in all their aspects. His delegation accordingly supported the Chairman's suggestion and was in favour of giving priority to peace-keeping operations. At the same time it would be desirable to find a generally acceptable formula which would also permit the prompt examination of the report of the Commissioner-General of UNRWA without thereby excessively delaying the study of the item concerning peace-keeping operations. The Committee might decide to begin by spending several days examining the report of the Commissioner-General of UNRWA and the problem of the Palestine refugees, subject to deciding immediately as to the date on which the Committee would begin to study the question of peace-keeping.

9. Mr. TOIV (Mongolia) shared the views expressed by the representatives of France, Iraq and the Soviet Union. The question of future peace-keeping operations was a matter of great importance since it involved the formulation of basic principles regarding the activities of the United Nations in that field. Nevertheless, it was an obvious fact that a business-like discussion

of the question would require very full documentation. Delegations should have time to give thorough consideration to the report of the Committee of Thirty-Three, and it would mean waiting until the end of the general debate in the plenary sessions of the Assembly.

10. His delegation proposed therefore that consideration of the question of the authorization and financing of future peace-keeping operations should be deferred to a later date. Like the delegations of France, Iraq and the Soviet Union, his delegation felt that the Committee should begin by considering the report of the Commissioner-General of UNRWA.

11. Mr. COMAY (Israel) said that, like the representative of Iraq, he would prefer the Committee to begin by considering the report of the Commissioner-General of UNRWA. The Chairman's proposal to open the debate on that question at the end of the week, once the Committee had heard the Commissioner-General's report, seemed to him perfectly acceptable.

12. In that connexion, he pointed out that it was not until the previous week that his delegation had received the report, which had been considered by the Advisory Commission of UNRWA on 24 August 1965 and transmitted to the President of the General Assembly on 31 August 1965. In view of its direct concern in the problem of the Palestine refugees, his Government was surely entitled to receive an advance copy of the report, as were all the other Governments concerned.

13. Mr. KARASIMEONOV (Bulgaria) had doubts about the desirability of a concurrent discussion of the two questions. It would be better to consider one item at a time and, as matters stood, the question of the Palestine refugees seemed to be the more urgent. It affected the lives of hundreds of thousands of human beings and a decision had to be taken at the current session concerning the future of the Agency itself.

14. With regard to the procedure to be followed, the Committee should be given time to study the Commissioner-General's report and his introductory statement. He fully associated himself with the Iraqi proposal that the Committee should not meet while the Fourth Committee was considering the question of Aden.

15. The item relating to peace-keeping operations was obviously of great importance but a discussion on it would be profitable only if delegations had time to study the report of the Committee of Thirty-Three. It was also necessary to take into account the debates taking place in other Committees on more or less related questions.

16. As a gesture to the Foreign Ministers who wished to make statements on that question before returning to their countries, they might be offered the opportunity to do so at meetings when few members were expected to speak on the question of the Palestine refugees.

17. Mr. AIKEN (Ireland) thought that if the Committee waited for the debate on the question of Aden to end before continuing its work and did not meet during the current week, the United Nations might be accused of inefficiency and wasting money subscribed by Member States.

18. The question of peace-keeping operations was very important, and the Committee should avail itself of every moment that could be spared from the discussion on the Commissioner-General's report in order to consider measures to resolve the problem of peace-keeping. A number of delegations also held the view that it was an important question, as was proved by many statements made in the General Assembly, for example, Mr. Quaison-Sackey, the former President of the Assembly, had said (1346th plenary meeting) that the crisis over contributions for the financing of peace-keeping operations—a crisis which had paralysed the nineteenth session of the General Assembly—had also convinced his delegation that the peace-keeping operations should be put on a permanent basis and their establishment, functions and financing clearly determined by agreement without delay. Likewise, the representative of Malaysia had said (1349th plenary meeting) that it was essential that the Secretary-General should have a peace-keeping force that he could, at need, interpose between warring factions in compliance with a Security Council request. The representative of Brazil also had stressed (1334th plenary meeting) the importance of peace-keeping operations which constituted a most effective remedy for the settlement of conflicts threatening world security. The representative of the United States had said (*ibid.*) that events in Cyprus, aggression in South-East Asia and the conflict in Kashmir had led him to the conclusion that there was an urgent need to strengthen the United Nations capacity to keep the peace. A great number of other representatives, e.g., the representatives of Dahomey, Argentina, Denmark, Tunisia, Italy and Jamaica, had expressed themselves in similar vein.

19. Replying to a remark by the Chairman, he explained that he had simply wished to stress the interest shown, during the Assembly's general debate, by a majority of speakers in the question of the authorization and financing of peace-keeping operations.

20. In conclusion, he expressed warm support for the Chairman's proposal and further proposed that the debate on peace-keeping operations should be held during intervals when the question of the Palestine refugees was not under consideration.

21. Mr. MOROZOV (Union of Soviet Socialist Republics) remarked that the representative of Ireland had just made a statement on the substance of the question. That was one more reason why the Committee should defer to a later date the question whether or not there should be a break in its discussion on the Palestine refugee problem. After the presentation of the Commissioner-General's report on the Palestine refugees, the Committee might adjourn for a few days before taking up consideration of the reports and afterwards it would hear statements by delegations on the question of future peace-keeping operations, but without opening a debate.

22. The best solution would be to accept the compromise proposal put forward by the representatives of France and Iraq. In that way, time and United Nations funds would not be wasted. The question of peace-keeping operations would be examined in due course when representatives had all the necessary

documentation and were ready to speak. The Irish representative's attempt, in the course of a purely procedural discussion, to make a substantive statement would justify the Soviet delegation's making one too, but he would follow the procedure adopted by the Committee and in that spirit would abstain from further comment.

23. Mr. PACHACHI (Iraq) recalled that the Foreign Minister of Ireland had been the first to warn the international community of the danger of the further dissemination of nuclear weapons, a question which had now become a matter of primary concern to all. There was no difference of opinion between the Irish and the Iraqi delegations regarding the importance of peace-keeping operations; the Prime Minister of Iraq had recently stressed the importance of that problem in a statement before the General Assembly (1354th plenary meeting). Accordingly, the fact that Iraq had asked that priority should be given to the question of the Palestine refugees did not in any way minimize the importance that it attached to the question of peace-keeping operations. In fact, Iraq, as a member of the Special Committee on Peace-keeping Operations, did not believe that the question of the Palestine refugees and that of peace-keeping operations should be considered concurrently, since that might tend to diffuse the interest in both questions.

24. Moreover, while the question of peace-keeping operations had again been considered during the past year, that of the Palestine refugees had not been considered for almost two years and it should therefore be given priority. At the same time, there was no reason why certain representatives should not make statements on peace-keeping operations while the members of the Committee were studying the statements of the Commissioner-General of UNRWA and his report on the activities of that body. However, there should be no debate and as soon as those statements had been made the Committee should return to an uninterrupted discussion of the report of the Commissioner-General of UNRWA.

25. Mr. AIKEN (Ireland) pointed out that the Special Committee on Peace-keeping Operations had discussed in detail only the question of the expenses of past peace-keeping operations. The item which his delegation had proposed for inclusion on the General Assembly agenda, on the other hand, was concerned with future operations. His delegation believed that the Committee should devote to the question of peace-keeping operations every moment of its time not taken up with the Palestine refugee question, it being understood that its proposals should be amended if the delegations saw a way of making them more effective.

26. Mr. DOTSEY (Togo) said that his delegation believed it would be awkward to consider the two questions concurrently. It was inclined to support the views of the French representative. The formula adopted should enable the Committee to consider each of the questions in detail and to avoid confusion in the organization of its work.

27. Mr. HOPE (United Kingdom) expressed his delegation's concern with the Committee's lack of progress in organizing its programme of work.

28. As his delegation had no strong views on the priority to be given to the different questions, it was in a better position to understand the preferences of other delegations. The Foreign Minister of Ireland could rest assured that the United Kingdom attached great importance to the question of peace-keeping operations, as the United Kingdom representative had recently made clear in his address to a plenary meeting of the General Assembly (1351st plenary meeting). However, the Committee should organize its work in such a way that the urgent problems before the twentieth session of the General Assembly would be dealt with in the most effective way.

29. The idea of taking up two very different items together might at first seem strange; but if that proposal would ensure a minimum of delay his delegation would support it. Furthermore, any Foreign Ministers who wished to speak in the Committee should be given an opportunity to do so without delay, possibly in the manner suggested by the representatives of France and Iraq.

30. Mr. NABRIT (United States of America) said that he agreed with the Chairman's suggestion concerning the simultaneous consideration of the two items. It would certainly expedite the work of the Committee to consider the peace-keeping item when there were no speakers inscribed to speak on UNRWA and this would in no way compromise or prejudice the Committee's consideration of the refugee problem to which his delegation attached the greatest importance.

31. Mr. CHERNUSHCHENKO (Byelorussian Soviet Socialist Republic) considered that the question of peace-keeping operations was not yet ripe for discussion. Only forty-four Governments had answered the Secretary-General's questionnaire. Moreover, before the Committee took up that problem its members should study the opinions expressed in the general debate in plenary by the Foreign Ministers or heads of delegations. The Committee should therefore begin by considering the report of the Commissioner-General of UNRWA. That would not exclude the possibility of hearing statements by Foreign Ministers and representatives who wished to state their views on the question of peace-keeping operations, when there were no speakers on the other question.

32. Mr. PAZHWAQ (Afghanistan) said that if no objection had been raised his delegation would have immediately supported the Chairman's suggestions.

33. As there seemed to be no objection to considering the Palestine refugee question first, the Committee could decide to hear the Commissioner-General of UNRWA at the present meeting. Probably by the following Monday delegations which were particularly interested in the Palestine refugee question would be prepared to make a statement on that subject. A full debate on the question could be held at that time and the Committee would then be in a position to decide what item to take up next.

34. The CHAIRMAN noted that there seemed to be general agreement that the Palestine refugee question should be taken up first. With regard to the simultaneous consideration of the two items, how-

ever, it appeared that some representatives would like to see that done in such a way that the effectiveness of the Committee's work would not be impaired. In view of that he suggested, as a compromise formula, that the Committee should begin its work with the Palestine refugee item and that whenever the Committee was unable to proceed with consideration of that item because there were no speakers, the Foreign Ministers of other representatives who had to leave New York shortly and wished to speak on peace-keeping operations would have an opportunity to do so. It was understood, however, that the Committee would first conclude its consideration of the Palestine refugee question and then proceed immediately with the question of peace-keeping operations.

It was so decided.

AGENDA ITEM 35

Reports of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (A/5813, A/6013)

35. Mr. MICHELMORE (Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East) introduced his reports for the years ending 30 June 1964 (A/5813) and 30 June 1965 (A/6013) respectively.

36. In the two years since the Committee had last reviewed the work of the Agency, the basic factors affecting the lives of the refugees and the trend in the needs of refugee families had remained as described in earlier reports. There had been some achievements in the UNRWA programme which could be viewed with satisfaction, but there had also been some developments which gave rise to concern. In particular, the financial difficulties had become so serious that they would soon threaten the very existence of the services which UNRWA provided for the refugees, and some solution to that critical problem was urgently needed if UNRWA was to continue its contribution to peace and stability in the Middle East (A/6013, paras. 7 to 15).

37. In the past two years, the number of persons registered with the Agency had increased to a little more than 1.25 million (*ibid.*, annex II, graph A), and the steady growth in population had increased the demand on services provided by UNRWA, particularly in health and education.

38. The number of children in school had increased by 28,000 to a total figure of 228,000. School attendance was now almost universal in the primary grades, and more and more of the pupils were remaining in schools longer and moving into the higher grades. Unfortunately, the construction of additional classrooms in UNRWA schools had not kept pace with the growth in enrolment, and the number of rooms used on a double shift had increased. As the number of pupils increased, UNRWA was attempting—in collaboration with UNESCO and in consultation with the educational authorities of the host countries—to improve the quality of the education given. Under the auspices of an institute of education financed by special contributions from the Swiss Government, teachers not possessing the desired qualifications were being helped with correspondence courses, seminars,

summer courses and personal guidance in the classrooms. In Gaza, education for girls in the seventh to ninth grades had been augmented by training in home economics. The construction and equipment of sixteen new buildings for instruction of that kind had been financed by a special contribution from Sweden; and the experiment had proved so encouraging that UNRWA hoped that funds could be found to extend the same arrangements to schools in other countries. The vocational and teacher-training programmes described in previous reports had developed as planned, and the number of students attending UNRWA training centres was now about 3,200. As was to be expected, there had been some difficulties in placing graduates in some vocations and in some geographic areas; and adjustments had consequently been made in the curricula of the centres to adapt the training more closely to the demand for workers in the Arab countries. The experiment of arranging a year of working experience after the period of vocational training had been developed further, and about 175 graduates were working in Belgium, the Federal Republic of Germany, Sweden and Switzerland. Another group of trainees was receiving further training and on-the-job experience in the United Arab Republic.

39. The health and sanitation services had been extended to a larger number of refugees without any increase in cost. Both preventive and curative services were benefiting greatly from the participation and guidance of the World Health Organization, and close co-operation had been maintained with the health authorities of the host Governments, particularly in the control of communicable diseases and in mass immunization campaigns. Special contributions from Governments and other donors had made it possible to complete a new comprehensive health centre in Gaza and to increase the number of rehydration/nutrition centres, which had saved literally hundreds of young lives. Education and training, together with the health and sanitation services, accounted for about 54 per cent of the total UNRWA budget for 1966; and with the continued growth in the population and increasing school enrolment, the cost of providing those services to the refugee population would undoubtedly increase.

40. Relief services, which accounted for about 46 per cent of the budget, included shelter, the distribution of food rations, supplementary feeding and special hardship assistance. The 1966 estimate of \$428,000 under the item entitled shelter included \$228,000 to cover the rental of certain camp-sites and the cost of repairs and maintenance to buildings and roads. The remaining \$200,000 for additional shelter would not meet the total demand, but it would provide for about 2 per cent more shelter units. The major part of the cost of relief services was attributable to the distribution of basic food rations—total expenditure on that item, including cost of warehousing, transportation and other related services, amounting to about \$14.5 million, or about 38 per cent of the Agency's budget. Although the rations fell considerably short of meeting the total food requirements of the families which received them, they did represent an important element of economic support and assistance to those families and to the refugee

community as a whole, as well as to the countries in which the refugees were living.

41. Under the supplementary feeding programme, one hot meal was provided six days a week for about 38,000 persons—mostly infants and young children—and special dry rations were issued to 36,500 expectant and nursing mothers and tubercular outpatients. The cost of those services, together with the distribution of skimmed milk to about 200,000 children and pregnant and nursing women through milk distribution centres or in schools was about \$1.3 million.

42. Special hardship assistance—the provision of clothing, blankets, kerosene and, in certain instances, small cash grants to refugees in special need—cost about \$600,000 per year.

43. The groups which benefited from supplementary feeding or special hardship assistance were rather limited, and the principal economic help given by UNRWA was the distribution of flour and other basic rations to the 855,000 persons on the ration list. The accuracy of the ration lists was therefore of the greatest importance; and considerable efforts had been made to identify the names of ineligible persons, persons who had registered more than once, perhaps at different registration points, and persons obtaining rations by other forms of false or fictitious registration. Over the past fifteen years, in fact, more than 350,000 names had been deleted from the list, 105,000 because of death and nearly 250,000 because of false or duplicate registration, absence from the area or other reasons. Since 1950 there had been 45,000 new registrations, mostly in the first two years after UNRWA had been established, and 516,000 births had been recorded. Although nearly all the children had become eligible for health and education services, about 223,000 had not been considered for the ration distribution because of the ration ceilings which had been applied in Jordan since 1952, and in the other countries since the beginning of 1963. As long as the number of persons awaiting consideration for the basic ration distribution remained so large, rectification of the ration lists would mean the replacement of one name by another, rather than any material reduction in the ration issue. The actual decrease in the number of ration beneficiaries during the past year had been only 0.5 per cent.

44. Effective rectification of the ration lists could be accomplished only with the co-operation—and the participation—of the authorities of the host countries. The host Governments had never questioned that rations should be distributed only to persons who were present in the area and who needed that particular form of assistance; but some difficulty had been encountered in agreeing on acceptable procedures and arrangements. Nine proposals which the host Governments considered acceptable as a basis for rectifying the ration lists were outlined in paragraphs 16 to 28 of the annual report. Under the new arrangements proposed, the responsibility and participation of the host Governments would be increased; and UNRWA believed that the proposals in their modified form offered the possibility of a

fresh and hopeful approach to that long-standing problem. Subject to any instructions which the General Assembly might give, it was planning to work with the host Governments on the lines suggested.

45. As stated in paragraph 23 of the report, the host Governments had indicated that in view of the financial uncertainties which now existed they did not wish to proceed with the implementation of the proposals unless funds were assured to enable the UNRWA aid programme to continue at existing levels, and to cover increased costs arising from the natural growth of the refugee population in future. But in 1965 the Agency would have an estimated deficit of \$2.5 million, and in 1966 an even larger deficit of about \$4.2 million. Furthermore, reserves had been reduced by a series of deficits in recent years, and in 1966 UNRWA would have to exist on current income.

46. In view of the increasing financial stringency, it had constantly tried to reduce expenditure on administration and the conduct of its operations. By 1966, savings of that kind—which did not affect the services to the refugees—would amount to \$900,000 annually. In addition, the Agency had recently considered reducing expenditure on services to the refugees themselves. Some relief services—such as the distribution of blankets and the issue of clothing—had been

limited to families with special needs, and financial assistance for university education had also been somewhat reduced. Those limitations—made with considerable reluctance by the Agency—had reduced expenditure on the items concerned by some \$500,000 a year compared with 1963; but the deficit of \$4.2 million in the 1966 budget estimate remained.

47. In the early summer of 1965 a special appeal had been addressed to Member Governments of the United Nations and other contributors for greater financial assistance; and the Agency now appealed to the General Assembly to consider how adequate financing might be assured for the assistance of the Palestine refugees.

48. In conclusion, he read out paragraphs 35 and 36 of the annual report, which related to the prolongation of the Agency's mandate.

49. Mr. EDWARDSSEN (Norway) requested that Mr. Michelmores statement should be published as an official document of the Committee.

It was so decided. ^{2/}

The meeting rose at 6.10 p.m.

^{2/} The full text of Mr. Michelmores statement was subsequently published as document A/SPC/103.