
Dual Distribution

Third session
THIRD COMMITTEE
SUB-COMMITTEE 2

PART THREE OF THE PROGRESS REPORT
OF THE UNITED NATIONS MEDIATOR FOR PALESTINE

Assistance to refugees

REPORT OF SUB-COMMITTEE 2 OF THE
THIRD COMMITTEE

submitted by Dr. Guy Perez Cisneros (Cuba), Rapporteur

I. INTRODUCTION

1. Establishment and terms of reference of the Sub-Committee

At its 118th meeting held on 30 October 1948 the Third Committee of the General Assembly, after hearing a statement by the Secretary-General's representative on the question of refugees and displaced persons in Palestine, decided to set up a Sub-Committee with instructions to study the various proposals submitted by several delegations on this subject and to draw up, if possible, a draft resolution capable of meeting with general approval. This Sub-Committee was also instructed to consult the Secretary-General on the administrative aspects of the question.

The Chairman decided that the Sub-Committee should consist of the representatives of the following States: Belgium, Bolivia, China, Cuba, Egypt, France, India, the Netherlands, New Zealand, Norway, Poland, the Union of Soviet Socialist Republics, the United Kingdom, the United States of America and Venezuela.

2. Composition of the Sub-Committee

The following representatives of the States Members of the United Nations took part in the discussions:

Belgium: Mr. Dehousse

Mr. Scheyven

Mr. Houard

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| Bolivia: | Mr. Anze-Matienzo |
| China: | Mr. Cha |
| Cuba: | Dr. Guy Perez Cisneros |
| Egypt: | Andraos Bey |
| | Mr. Hammad |
| France: | Mr. Grumbach |
| | Mr. de Beaumont |
| | Mr. de Folin |
| India: | Mrs. L. Menon |
| Netherlands: | Mr. Oosterhuis |
| | Mrs. Verway-Jonker |
| Norway: | Mrs. Lionaes |
| New Zealand: | Mr. Sutch |
| Poland: | Mr. Altman |
| USSR: | Mr. Pavlov |
| | Mr. Borisov |
| | Mr. Koulagenkov |
| United Kingdom: | Mr. Davies |
| | Mr. Rundall |
| USA: | Mr. Warren |
| Venezuela: | Mr. Plaza |

The Secretary-General appointed Mr. Hill and Colonel Katzin to represent him on the Sub-Committee.

3. Officers of the Sub-Committee

At its first meeting held on 2 November 1948 under the chairmanship of Mr. Charles Malik, Chairman of the Third Committee, the Sub-Committee elected its officers as follows:

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| Chairman: | Mr. Guerin de Beaumont (France) |
| Rapporteur: | Dr. Guy Perez Cisneros (Cuba) |

Mr. Wickwar was appointed Secretary of the Sub-Committee.

4. Documents studied

The Sub-Committees studied the following documents:

(i) General Assembly Documents

A/648, parts 1, 2 and 3: Progress report submitted to the Secretary-General by the United Nations' Mediator for Palestine for transmission to the States Members of the United Nations.

A/689 - Supplement to the foregoing document.

A/689/Add.1

A/689/Corr.1

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(ii) Third Committee Documents

A/C.3/315 - Draft resolution on the question of assistance to refugees in Palestine submitted by the delegations of Belgium, the Netherlands, the United Kingdom and the United States of America.

A/C.3/316 - Draft resolution supplementing the foregoing document submitted by the Bolivian delegation.

A/C.3/317 - Amendment to document A/C.3/315 submitted by the Norwegian delegation.

A/C.3/318 - Amendment to document A/C.3/315 submitted by the Venezuelan delegation.

(iii) Sub-Committee Documents

A/C.3/SC.2/1 - Amendment to document A/C.3/315 submitted by the Peruvian delegation.

A/C.3/SC.2/2 - Draft resolution on assistance to refugees in Palestine submitted by the New Zealand and French delegations.

A/C.3/SC.2/3 - Amendment to document A/C.3/315 submitted by the Polish delegation.

A/C.3/SC.2/4 - Amendment by the Netherlands and French delegations to their draft resolution (document A/C.3/SC.2/2).

A/C.3/SC.2/5 - Amendment to document A/C.3/315 submitted by the Norwegian delegation.

A/C.3/SC.2/6 - Amendment by the Venezuelan delegation to its draft resolution (A/C.3/318) and draft resolution A/C.3/315.

A/C.3/SC.2/7 - Amendment to document A/C.3/315 submitted by the Union of Soviet Socialist Republics.

A/C.3/SC.2/8 - Amendment to document A/C.3/315 submitted by the Cuban delegation.

A/C.3/SC.2/9 - Amendment to document A/C.3/315 submitted by the Belgian delegation.

A/C.3/SC.2/10 - Amendment to document A/C.3/315 submitted by the United States delegation.

A/C.3/SC.2/11 - Amendment to document A/C.3/315 submitted by the Belgian, Netherlands and United Kingdom delegations.

A/C.3/SC.2/12 - Sub-amendment submitted by New Zealand and Norway to amendment A/C.3/SC.2/9 to the joint draft resolution A/C.3/315

A/C.3/SC.2/13 - Provisional text, prepared by the Secretary of the Sub-Committee, of the draft resolution taking into account the amendments made to document A/C.3/315 before Wednesday 10 November.

A/C.3/SC.2/W.1 - Note by the Secretary-General regarding organizational
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arrangements which might appear appropriate for the speedy and efficient implementation of the United Nations Palestine Refugee Relief Programme

A/C.3/SC.2/W.1/Corr.1

(iv) Documents derived from the Fifth Committee

A/C.3/323 - Report of the Fifth Committee on the financial aspects of the question of assistance to Palestine refugees.

Eventually two draft resolutions were submitted to the Sub-Committee: Document A/C.3/315 by Belgium, the Netherlands, the United Kingdom and the United States of America and document A/C.3/SC.2/2 by New Zealand and France

The Sub-Committee decided, however, to consider the second document as a series of amendments to the first.

II. GENERAL DEBATE

During the general debate in which the different aspects of the question of assistance to refugees from Palestine were carefully examined in great detail, three points were given particular attention: the establishment of a special Committee; the economic and financial aspect of assistance to refugees; and the question of the equitable distribution of relief.

1. Debate on the ad hoc Committee

A discussion took place on whether it was desirable to set up the ad hoc Committee proposed in the Bolivian and Peruvian amendments, the New Zealand and French resolution and the Secretary-General's note and, if so, whether it would be a directing committee or an advisory committee. Some delegations, including those of the United States of America, Cuba and Egypt, opposed the setting up of the Committee. The United States delegation, in order to arrive at an agreement meeting with general support, proposed that the Advisory Committee on Administrative and Budgetary Questions should be given the necessary powers to establish policies. This proposal was rejected; and the Sub-Committee finally acquiesced, deciding, with the assent of the Secretary-General's representative, to give only advisory functions to the ad hoc Committee, the establishment of which was finally voted.

2. Debate on the financial question

As regards the financial question, several delegations, and particularly those of New Zealand and France, would have preferred the draft resolution eventually adopted to contain very definite guarantees regarding the refund of the loan of 5 million dollars from the United Nations working capital fund which the Fifth Committee, in its report to the Third Committee (A/C.3/323), had proposed should be authorized. The representatives of France and New Zealand also stressed their interest in the idea of international solidarity and declared that approval of that proposal would give concrete expression to that idea.

Other delegations, like those of Norway and Venezuela, also wished the resolution to specify the dates of payment of the voluntary contributions and their amount, which as far as possible should be based on the scale of contributions of the Members of the United Nations to the budget of that Organization.

It was also requested that the relative size of the contributions in kind and in funds by each country should be specified.

All these proposals - in some cases recognized as justified by the Sub-Committee - were not, however, accepted by a majority of its members on the ground that the relief action on behalf of Palestinian refugees was of

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great urgency and that the whole scheme ought to be left very elastic. In this connexion, several delegations dwelt on the question of the entirely voluntary nature of the contributions, and pointed out that several Members of the United Nations whose territories had suffered greatly through the war or which were experiencing financial difficulties, though wishing to contribute to the best of their ability to the relief work, would yet be unable to enter into too specific undertakings as to the assistance requested.

The delegation of the Union of Soviet Socialist Republics, supported by the delegation of Poland, proposed to insert after the words "urges all States Members of the United Nations" the words "particularly those which suffered no destruction as a result of the German occupation during the war period" (A/C.3/SC.2/7). It explained that this proposal did not exclude the general principles stated in paragraph 3, of A/C.3/365, but gave to them an equitable clarification. A number of countries, including France, the Netherlands and Norway expressed their willingness to co-operate regardless of the fact that they had suffered German occupation. The United Kingdom delegation pointed out that some countries, like the United Kingdom itself, though never occupied, had suffered heavy damage and had made substantial economic and financial sacrifices; nevertheless the United Kingdom would be prepared to give positive assistance; and at a later meeting where this question was discussed the United Kingdom delegation stated that its Government would contribute one million pounds sterling. The delegation of the Union of Soviet Socialist Republics pointed out that the delegation of the United Kingdom might not perhaps realize what it meant to undergo not only intense aerial bombardment but also total destruction by German barbarians. The amendment of the Union of Soviet Socialist Republics was not accepted.

3. The question of the equitable distribution of relief

The Egyptian delegation requested that the draft resolution should express the idea that, in the equitable distribution of relief, the Secretary-General should so far as possible take into consideration the numerical size of the different communities benefitting by relief; the New Zealand and Norwegian delegations proposed that this idea should be supplemented by the principle that relief should be distributed according to needs regardless of race, colour, religion or political belief.

The Sub-Committee, whilst appreciating the justice of these principles from certain points of view, did not consider it necessary to add anything to the draft resolution to express this. It was of the opinion that in a general way resolution 57 (I) of the General Assembly of the United Nations had taken these particular aspects of the question into account. This interpretation was confirmed by Colonel Katzin in a statement made on behalf

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of the Secretary-General of the United Nations who had said, with reference to this point, that he accepted the principles contained in the amendments proposed by the Egyptian, New Zealand and Norwegian delegations.

In the directives he might be called upon to give to the Director of United Nations Palestine Refugee Relief, the Secretary-General would specify that in the equitable distribution of relief, account would be taken (apart from other considerations) of the numerical size of the communities to be helped, and that the distribution of relief would take place according to needs and regardless of race, colour, religion or political belief.

4. Amendment concerning countries of refuge

The New Zealand and French delegations proposed that the draft resolution should contain a clause requesting the Governments of the countries of refuge to continue and extend the assistance measures so generously taken by them so far. This proposal was rejected by the Sub-Committee and elicited an important statement from the representative of Egypt - one of the countries referred to in the New Zealand-French proposal. He said inter alia that Egypt and some other countries, without waiting to be asked, had already opened their frontiers to a large number of Arabs who had been rendered homeless. He pointed out that Egypt was an over-populated country with a very poor subsoil, but that it nevertheless intended to continue to offer asylum to the refugees, while fully realizing that this could not represent a permanent solution; the only permanent solution was the return of the refugees to their own homes. (Document A/C.3/SC.2/SR.8).

5. Amendment on relationship between the refugee problem and the political situation in Palestine

The Polish delegation submitted an amendment under which the General Assembly, considering that the problem of Palestinian refugees was a result of the existing political situation in Palestine, which had not yet been settled, declared that the political problem of Palestine was one requiring a solution at the earliest possible moment. The majority of the Sub-Committee felt unable to accept this amendment on the grounds that it could not deal with the political aspects of the problem of Palestine and was strictly limited to assistance to refugees.

6. Statement on behalf of the International Children's Emergency Fund

In the course of the general discussion, Mr. Pate, Director of the United Nations International Children's Emergency Fund, at the invitation of the Chairman of the Sub-Committee explained the assistance to Palestine refugees that had already been given by that institution. In August 1948 the Executive Board of the International Children's Emergency Fund had allocated a sum of approximately 450,000 dollars for relief to children and
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mothers among the Arab and Jewish refugees from Palestine. The supplies purchased with that sum had already been delivered the previous week. The Executive Board had voted an additional amount of 6,000,000 dollars for the same purpose, and some of the supplies obtained under the allocation were at present being sent to Beirut. Mr. Pate also made certain references to the relief plan submitted to the Sub-Committee in a Memorandum by the Secretary-General (document A/C.3/SC.2/W.1). He stated that his extensive personal experience of relief work led him to consider this plan a wise one, and that the principle of decentralization on which that programme was based had already been successfully applied by the Children's Emergency Fund which, with a very small international staff, primarily made use of the bodies already existing in the various countries to carry out its work. The small staff which the Children's Emergency Fund was at present maintaining in the Middle East was working in close liaison with the United Nations in this task of bringing relief to refugees from Palestine a task which was of an extremely urgent nature inasmuch as the reports sent by that staff testified to the conditions of profound distress under which the Palestine refugees were living (document A/C.3/SC.2/SR.5).

III. REPORT OF THE FIFTH COMMITTEE

The Sub-Committee, before proceeding to a detailed discussion of the plans submitted for its consideration, took note of the Report of the Fifth Committee (document A/C.3/323) the contents of which are as follows:

"The Fifth Committee has considered the financial implications of the draft resolution contained in A/C.3/315 and is herewith reporting directly to the Chairman of the Third Committee as requested by the President of the Assembly.

"1. The Fifth Committee has found it necessary to limit its consideration to paragraph 9 of the draft resolution in the absence of specific administrative proposals from the Third Committee.

"2. The Fifth Committee has agreed that a sum up to \$5,000,000 might be made available from the Working Capital Fund by the Secretary-General, in consultation with the Advisory Committee on Administrative and Budgetary Questions to ensure that the Working Capital Fund is not thereby endangered. Any such advance from the Working Capital Fund would be on the basis of the following assumptions:

- (a) That the Working Capital Fund be reimbursed from dollar (US) contributions as received by the Special Fund;
- (b) That particularly for the purpose of paragraph (a) certain Member States assume the responsibility of making contributions early in 1949 under paragraph 3 of A/C.3/315 in dollars rather than in goods or other currencies;
- (c) That wherever possible Members will make their regular 1949 contributions to the United Nations budget as early as possible in 1949.

"3. The Fifth Committee recommends that the draft resolution as a whole or such amended or alternative draft as the Third Committee may approve be referred back to it after action by the Third Committee is completed, in order that further consideration may be given to the financial implications involved."

IV. STATEMENTS BY THE REPRESENTATIVES OF THE
SECRETARY GENERAL

The Sub-Committee, in accordance with the terms of reference given to it by the Third Committee, consulted the Secretary-General on the administrative aspects of the question. Mr. Martin Hill and Colonel Katzin regularly attended all meetings of the Sub-Committee and during the discussions made numerous statements, either spontaneously or in reply to specific questions raised by the delegations. They submitted on behalf of the Secretary-General the plan for the implementation of the United Nations Palestine Refugee Programme as contained in documents A/C.3/SC.2/W.1, A/C.3/SC.2/W.1/Corr.1, and A/C.3/SC.2/W.1/Corr.2. The Secretary-General's representatives stated on his behalf that he was fully aware of the urgent necessity of bringing relief to the Palestine refugees whose situation was becoming desperate, and that he was prepared to collaborate to the best of his ability in the work of relief. At the same time, in his opinion the Secretariat should not be asked to undertake responsibilities which it was unable to assume, for example the distribution of relief. The Secretary-General had expressed the view that the work of implementation, in view of the major tasks of a practical nature undertaken by the United Nations, should be entrusted to specialized agencies or to international organizations.

The Secretary-General stated that on two occasions he had entered into conversation with the International Refugee Organization, but that the IRO, while declining to take over the direction of such operations, had agreed to give its support. The Secretary-General had then approached two important non-governmental organizations with extensive experience in this kind of work. The steps taken on behalf of the Secretary-General by Colonel Katzin had afforded very encouraging results which might serve as a basis for an effective plan of action (document A/C.3/SC.2/SR.1).

The Secretary-General then submitted a working plan and considered that if that plan were adopted, there was a chance that it might be possible to act promptly and effectively to bring relief to the Palestine refugees. The plan provided for a system of administration which would be as simple as possible but could be carried out with a minimum of expense. That plan aimed at concentrating authority in the hands of the Director for Palestine Refugee Relief and of the Secretary-General himself. It had been considered necessary that the Director should be afforded the widest possible powers in order to enable him to deal with problems concerning the optimum allocation and distribution of supplies as and when those problems arose.

The Secretary-General's representative stressed that the latter was convinced of the need to establish a small body as provided for in paragraph 1(e) of the plan (later amended by corrigenda 1 and 2), to which he could refer at his discretion for advice on matters of principle and policy. The existence of this advisory committee would greatly strengthen the Secretary-General's authority. While the members of this committee should have expert qualifications, they must be competent to advise not only on administrative and operational matters but also on questions of general policy which might have political overtones capable of jeopardizing the relief operations. On such occasions the Secretary-General wished to be able to avail himself of the assistance of a group of competent and informed persons who would share with him the responsibility for the decisions he would have to take.

The Secretary-General's representative then answered several of the criticisms expressed by some delegations represented in the Sub-Committee: it had been said that there was little or no use for an advisory committee in view of the fact that distribution of supplies in the field would be performed by voluntary organizations. The truth of the matter was, however, that in negotiating with those organizations the Secretary-General should be able to assure them that they would not be called upon to do anything other than make a success of the execution of the programmes and that they would not be involved in matters which might in any way prejudice their standing.

There had been complaints about the vagueness surrounding the functions, composition, place and time of meetings of the committee. To meet this objection document A/C.3/SC.2/W.1/Corr.1 had been presented under which the committee might consist of seven members nominated by the President of the General Assembly, to meet whenever summoned by the Secretary-General. It might be called upon to hold three or four sessions lasting some three weeks in all, during the whole period of relief operations. As the members of this committee would be experts, their travelling expenses and per diem allowances would be paid by the United Nations and would probably amount to 25,000 dollars, according to tentative estimates. The meetings could be held either at Lake Success or Geneva as circumstances directed.

The Secretary-General's representative also stated that the total administrative cost would have to be fixed later on by decision of the General Assembly, on the advice of the Fifth Committee. The latter would have to establish the total administrative costs on the basis of a percentage of the total sum set aside for the relief action. It was at the moment impossible to give an exact estimate of the total expenditure necessary for the relief operations. He mentioned that this total should be fixed by the Fifth Committee rather than by means of a draft resolution originating in the Sub-Committee.

In reply to various questions raised by the representatives of New Zealand and the Union of Soviet Socialist Republics, the Secretary-General's representative stated that the sum of 29,500,000 dollars was based on the Acting Mediator's report, and that after a careful study of the question it had been recognized that this figure was well founded but that, in any case, the specific changes made in the Secretary-General's plan would be submitted in detail to the Fifth Committee. The 29,500,000 dollars would be applied to such expenditure as food, clothing, blankets, shelter, medicines, sanitary supplies, transportation and the like, mentioned by the Acting Mediator in his report (document A/689). The figure for operational charges had not been included in that report. The staff of sixteen at present working under the Director of Relief were discharging both administrative and operational duties; the latter however were somewhat limited because of the heavy load of administrative duties falling on so small a staff. A staff of 50 would not be adequate to ensure the most efficient distribution and utilization of the supplies furnished by the United Nations. For this reason the Secretariat had drawn up a plan which was to guarantee adequate supervision of the distribution of supplies, and had asked that operational costs should be added to the figure proposed by the Mediator.

The Secretary-General's representative went on to say that he was not able to give a final estimate of the costs of operational services, but on the basis of the experience of other relief organizations working in similar fields, operational expenses might represent from five to seven and one half per cent of the total cost of the relief programme. The additional amounts needed for administrative and operational expenses would therefore be of the order of one and one half to two million dollars. The question would, however, be discussed in the Fifth Committee.

The Secretary-General's representative stated that administrative costs included expenditure for a staff of 25 who would serve under the Director of Refugee Relief. The Fifth Committee would have the final decision on whether certain items referred to in the Mediator's report (such as transportation) should more correctly be included under operational costs or under supply costs.

With regard to the currencies that would be required, the Secretary-General's representative stated that he could say nothing for the moment, but that a large sum could presumably be spent in soft currencies. It would not, however, be possible to draw up final estimates for a month or so.

It was difficult to know whether the five million dollar advance from the Working Capital Fund represented the sum that would actually be necessary. Moreover, some States would not perhaps be able to supply the urgently needed goods requested, or would not be able to supply them in sufficient quantities; they might then offer other goods which would not necessarily be equally useful. It would, of course, have to be accepted as a fact that the contribution of some States would take a form different from that contemplated. Thus, for example, the Arab States might more easily provide, instead of foodstuffs, a contribution in the form of transport, payable in local currency.

The Secretary-General therefore thought that while it was natural to wish to fix exactly the amount required for relief, both in funds and in kind, such an attitude might prove harmful and hinder the smooth working of the relief programme.

Thus it was impossible to fix the percentages of the contributions to be obtained from each country in dollars and in kind. The repayment of sums drawn from the Working Capital Fund would take place according to a procedure which would develop automatically under the Secretary-General's control.

The Secretariat also pointed out that it did not seek to obtain very large sums in dollars and that it had no reason to think that the contributions paid in dollars would prove insufficient. Nevertheless, should such prove to be the case, the Secretary-General would ask the States Members for additional contributions in dollars. If, on the other hand, there was a surplus of dollars, he would ask the States Members to pay the balance of their contributions in other currencies or he would purchase food with the money received. When the contributions in the various currencies were sufficient to fulfil the different undertakings entered into in the financial sphere, the Secretary-General would notify Members.

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As regards the 6,000,000 dollars granted by the International Children's Emergency Fund, these constituted an additional aid intended only to supplement the minimum rations with food required by children and expectant and feeding mothers. This money did not form part of the sum necessary to provide all the refugees with the minimum rations which the General Assembly was trying to ensure for them.

As regards the credits that were required for the setting up of the Advisory Committee, the Secretary-General's representative stated that the United Nations Financial Service had arrived at the estimate of 25,000 dollars by budgeting for a certain number of meetings; but obviously this figure was only approximate, and it would be advisable to leave the Secretary-General a certain latitude in the fixing of credits. If the 25,000 dollar estimate was exceeded, it would not be by a large sum.

The Secretary-General's representative also thought it would perhaps be premature to decide immediately on the place where the Advisory Committee should meet. It would be for the Secretary-General to convene the Committee when he found he needed it, and it would therefore be for him to fix the place of meeting.

The Secretary-General's representative also said in connexion with the Advisory Committee that notwithstanding the existence of the Committee the responsibility for all operations would be divided between the Secretary-General and the Director for Palestine Refugee Relief. He insisted on the fact that the Secretary-General maintained that the help of such an Advisory Committee could not be refused to him since he considered that such a Committee was necessary. If the Sub-Committee did not agree to the creation of an Advisory Committee, he would be obliged to bring the matter up again in the Third Committee and, if necessary, in the General Assembly. The members of the Advisory Committee would be appointed by the President of the General Assembly after consultation with the Secretary-General. The members would be chosen on the basis of technical knowledge, geographical distribution or personal qualities, according to the needs that arose as the working programme developed. At a future stage he would be in a position to elaborate his statement.

The Secretary-General's representative answered questions by certain delegations who wished to know to what extent the voluntary organizations would work on their own responsibility, and stated that there already existed a draft agreement between the Secretary-General and the Red Cross and that it was the Secretary-General's wish that such organizations should preserve their complete autonomy if such an agreement was finally concluded. The Secretariat was short of competent staff on these questions, and the Secretary-General maintained that such voluntary organizations, especially the Red Cross and the Quakers, could work within the limits set by their own constitutions. The voluntary organizations could not work as instruments of the United Nations. They would, however, take charge of the distribution of the supplies provided by the United Nations. These arrangements would come into force as soon as an agreement was reached on the overall plan. The voluntary organizations would wish to co-operate fully with the Director for Palestine Refugee Relief, but this collaboration would be strictly limited to the executive sphere. Their own representatives in the field and not the Director for Palestine Refugee Relief would have full authority over their own personnel. Unless it were possible to establish collaboration of this nature between the Secretary-General and the voluntary organizations, dangerous delays would result since the Secretariat itself would require considerably more time to build up a similar system.

The Secretary-General's representative also stated that the operating voluntary agencies would be responsible for all physical movement of refugees into camps. They would provide the appropriate personnel and would take the necessary steps for the setting up of camps. The voluntary organizations would do the executive work in accordance with the general directives of the United Nations which would be responsible for co-ordination.

The Director for Palestine Refugee Relief could come and go between his mission headquarters and United Nations headquarters as might be required to fulfil his responsibilities to the Secretary-General. The Director of Relief would have his own staff which would include liaison officers. He would perform his duties at headquarters rather than in the field. No control service would be necessary at the ports or for distribution, because the shipping companies could exercise these functions.

The supplies would be handed over on delivery to the distributing services which, in turn, would be responsible for storage transport and distribution.

On another point the representative of the Secretary-General stated that in the latter's memorandum only the names of the "International Committee of the Red Cross" and the "League of Red Cross Societies" had been mentioned among
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the voluntary agencies, because they were the only ones that had been specifically recognized by the General Assembly in the resolution 55 (1) of 19 November 1946. The Secretary-General was happy to make this statement because the impartiality guaranteed by the Red Cross had thus been recognized and would strengthen his position in all questions relating to equitable distribution. The mention of other voluntary organizations might cause unpleasantness since they could not all be mentioned by name, and it was extremely important to maintain the good relations existing between the United Nations and these organizations. Moreover, recourse to such organizations might cause a certain amount of disorganization since several among them lacked the necessary funds or competent personnel. The Secretary-General would keep in mind to the extent possible the special position of the International Union for Child Welfare.

The Secretary-General's representative also pointed out that the Red Cross had not yet taken a final decision regarding Palestine refugee relief and that it could only do so when it knew the General Assembly's final decision.

The Quakers' position was the same. In general terms, these organizations wished an assurance that funds and supplies would be placed at their disposal for an adequate period before taking steps to carry out the task to be entrusted to them.

The Secretary-General's representative thought he could guarantee that there would be few administrative difficulties as a very small number of voluntary organizations would take part. The geographical distribution of the work among these organizations would be decided in the course of talks between the Director and the organizations concerned, and the distribution could be made on the basis of clearly demarcated areas.

In regard to the staff of 25 members, the Secretary-General's representative stated that the Director of the Relief would probably require a deputy Director, an inspector of operations, two supply officers, one officer for liaison with the voluntary organizations, one programme establishment officer, one accounts officer for contributions received, and one administrative officer; all these officers would also require secretaries.

The Director of Relief should be in a position to refuse at his discretion any gifts which would be unsuitable for the work in hand, or contributions offered in such conditions that they might jeopardize the principle of equitable distribution.

V. TEXT OF THE DRAFT RESOLUTION

The final text of the draft resolution adopted by the Sub-Committee appears as Annex I to the present report.

It was drawn up on the basis of document A/C.3/315, which was the draft resolution submitted by Belgium, the Netherlands, the United Kingdom and the United States of America.

In addition to changes in the order of the paragraphs, a few drafting amendments and translation adjustments, the Sub-Committee made amendments of substance.

The present paragraph 4 (former paragraph 3) includes the following additional amendment:

"and states that to this same end, voluntary contributions of non-member States would also be accepted. Contributions in funds may be made in currencies other than the United States dollar, in so far as the operations of the relief organization can be carried out in such currencies."

The first part of this amendment was proposed by the delegations of Norway and Venezuela and the second part by the delegations of France and New Zealand. After hearing the opinion of the Secretary-General's representative on the subject, the Sub-Committee considers that the adoption of these amendments would facilitate the financing of Palestine refugee relief.

The present paragraph 7 includes two additional amendments: (a) the International Children's Emergency Fund is added to the list of United Nations specialized agencies: and (b) the following text is added to the end of the paragraph:

"with due recognition given that the participation of voluntary organizations in the relief plan would in no way derogate from the principle of impartiality upon which the assistance of these organizations is being solicited."

The name of the International Children's Emergency Fund was introduced at the suggestion of the United Kingdom delegation, and the Committee was unanimous on the subject.

The addition to the end of the paragraph was proposed by the Cuban delegation, after hearing the opinion of the Secretary-General's representative.

Paragraphs 9 and 10 were introduced according to suggestions I(a) and I(c) of the Secretary-General's memorandum (documents A/C.3/SC.2/W.1 and A/C.3/SC.2/W.1/Corr.1). Moreover, paragraph 10 expresses in another way

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ideas similar to those of certain amendments, such as the Peruvian, Bolivian and French-New Zealand amendments. The present texts of these new paragraphs are as follows:

9. REQUESTS the Secretary-General to appoint a United Nations director for Palestine refugee relief, to whom he may delegate such responsibility as he may consider appropriate for the overall planning and implementation of the relief programme;
10. AGREES 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 to which the Secretary-General may submit any matter of principle or policy upon which he would like the benefit of the committee's advice;

The text of the draft resolution which was finally decided upon by the Committee was adopted unanimously.

Nevertheless several delegations, particularly those of the United States of America, Cuba, Poland and the Union of Soviet Socialist Republics, stated that, while voting in favour of the text submitted to them, they reserved their position in the Third Committee. The New Zealand representative likewise said that he had voted in favour of the text but that, if certain delegations re-submitted their amendments in the Third Committee, he reserved his delegation's right to re-submit its own.

The Sub-Committee held a total of 19 meetings between 2 and 12 November 1948.

Documents A/C.3/SC.2/W.1, A/C.3/SC.2/W.1/Corr.1, A/C.3/SC.2/W.1/Corr.2/Rev.1, and A/C.3/SC.2/13/Rev.1 are annexed to the present report.

Paris, 12 November 1948

Dr. Guy Perez CISNEROS,
Rapporteur.

ANNEX I

Draft resolution approved by the Sub-Committee on 10 November 1948
(A/C.3/SC.2/13/Rev.1) and rearranged by its Rapporteur

WHEREAS the problem of the relief of Palestinian refugees of all communities is one of immediate urgency and the United Nations Mediator for Palestine in his Progress Report of 18 September 1948, Part Three, states that "action must be taken to determine the necessary measures of relief and to provide for their implementation" and that "the choice is between saving the lives of many thousands of people now or permitting them to die";

WHEREAS the Acting Mediator in his Supplemental Report on 18 October 1948, declares that "the situation of the refugees is now critical" and that "aid must not only be continued but very greatly increased if disaster is to be averted"; and

WHEREAS 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 GENERAL ASSEMBLY

1. EXPRESSES its thanks to the Governments and organizations which, and the individual persons who, have given assistance directly or in response to the Mediator's appeal;
2. CONSIDERS upon the basis of the Acting Mediator's recommendation that a sum of approximately 29,500,000 dollars will be required to provide relief for 500,000 refugees for a period of nine months from 1 December 1948 to 31 August 1949; and that an additional amount will be required for administrative and operational expenses which shall be determined by the General Assembly on the recommendations of the Fifth Committee;
3. AUTHORIZES the Secretary-General to advance immediately a sum of up to five million dollars from the Working Capital Fund of the Organization, the said sum to be repaid from the voluntary governmental contributions requested under paragraph 4 before the end of the period specified in paragraph 2;
4. URGES all States Members of the United Nations to make as soon as possible voluntary contributions in kind or in funds sufficient to ensure that the amount of supplies and funds required are obtained, and states that to this same end voluntary contributions of non-member States would also be accepted. Contributions in funds may be made in currencies other than the United States dollar, in so far as the operations of the relief organization can be carried out in such currencies;

5. AUTHORIZES the Secretary-General to establish a Special Fund into which contributions shall be paid, which will be administered as a separate account;
6. AUTHORIZES the Secretary-General to expend the funds received under paragraphs 3 and 4 of this resolution;
7. INSTRUCITS the Secretary-General in consultation with the Advisory Committee on Administrative and Budgetary Questions to establish regulations for the administration and supervision of the Fund;
8. REQUESTS the Secretary-General to take all necessary steps to extend aid to Palestinian refugees and to establish such administrative organizations as may be required for this purpose, requesting 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, with due recognition given that the participation of voluntary organizations in the relief plan would in no way derogate from the principle of impartiality upon which the assistance of these organizations is being solicited;
9. REQUESTS the Secretary-General to appoint a United Nations director for Palestine refugee relief, to whom he may delegate such responsibility as he may consider appropriate for the overall planning and implementation of the relief programme;
10. AGREES 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 to which the Secretary-General may submit any matter of principle or policy upon which he would like the benefit of the Committee's advice.
11. REQUESTS the Secretary-General to continue and to extend the implementation of the present relief programme, until the machinery provided for by the present resolution is set up;
12. URGES the World Health Organization, Food and Agriculture Organization, International Refugee Organization, United Nations International Children's Emergency Fund, and other appropriate organizations and agencies, acting within the framework of the relief programme herein established, promptly to contribute supplies, specialized personnel and other services permitted by their constitutions and their financial resources, to relieve the desperate plight of Palestinian refugees of all communities;
13. REQUESTS the Secretary-General to report to the General Assembly on any action he has taken as a result of this resolution.

ANNEX II

Memorandum by the Secretary-General

Originally submitted as A/C.3/SC.2/W.1 and corrected by
A/C.3/SC.2/W.1/Corr. 1 and
A/C.3/SC.2/W.1/Corr. 2/Rev.1

The Secretary-General has the honour to submit the following proposals regarding organizational arrangements which might appear appropriate for the speedy and efficient implementation of a United Nations Palestine Refugee Programme.

In order to assist the Working Committee, the Secretary-General has included in the proposed plan procedures and organizational arrangements which would seem appropriate at all stages of the evolution of the plan.

1. General Assembly

The General Assembly would:

- (a) Authorize the Secretary-General to appoint a United Nations director for Palestine refugee relief who shall be responsible for the overall planning and implementation of the relief programme;
- (b) Request Member nations to:
 - (i) Provide funds for administrative, operational, and supply requirements;
 - (ii) Donate supplies in kind;
- (c) Invite specialized agencies of the United Nations, members of the International Red Cross, and other voluntary relief organizations to assist the relief project to the utmost extent possible;
- (d) Authorize the Secretary-General to provide a sum to be determined, to be applied as a first emergency against needs at (b) (i) above, and to establish a Special Fund into which such sum and further contributions from all sources would be paid;
- (e) Agree 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;
- (f) Provide for the presentation to the General Assembly of a special report by the Secretary-General on any action he has taken as a result of a resolution of the General Assembly concerning relief to Palestine refugees.

2. United Nations Director for Palestine Refugee Relief

The United Nations Director for Palestine Refugee Relief would be responsible to the Secretary-General for the proper performance of his

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He would:

- (a) Receive on behalf of the Secretary-General cash contributions from the United Nations and its Member Governments and would apply them to the purposes proposed at 1 (b) (i) above;
- (b) Solicit and accept or reject at his discretion further cash contributions from international agencies, voluntary societies, and other donors;
- (c) Account for cash received and disbursements thereof in a form acceptable to and approved by the Secretary-General;
- (d) Formulate supply requirements on a relief basis and:
 - (i) Accept or reject at his discretion offers and contributions of supplies from donor Governments, international agencies, voluntary societies and other contributors;
 - (ii) Purchase supplies with the proceeds of cash contributions received by him for this purpose (See Note 1);
- (e) Maintain records of supplies furnished in kind (including their cash value as certified by the donor);
- (f) Arrange for the shipment of supplies and assign port of destination (See Note 1.);
- (g) Appoint an appropriate operational agency or agencies to implement an agreed plan of distribution in the field; in this connexion he would seek the assistance and enter into arrangements with one or more of the following:
 - (i) Appropriate specialized agencies of the United Nations;
 - (ii) The International Red Cross (with due regard to its special position as provided in General Assembly resolution 55 (I) of 19 November 1946;
 - (iii) Voluntary relief organizations; (See Note 2.)
- (h) Approve, under such regulations as the Secretary-General might determine, appropriations for operational expenditures requested by the operational agencies appointed under the provision of sub-paragraph (g), and provide for the periodic submission by them of suitable audited

Note 1. He would not establish a special purchasing or shipping office but would utilize to the utmost extent compatible with economy and efficiency and to the extent to which they are prepared to assist, the purchasing and/or shipping agencies of Member Governments, of the United Nations Secretariat, of international agencies (such as ICEF) or of other appropriate organs.

- accounts in respect of monies so approved and advanced;
- (i) Plan and co-ordinate at top levels:
 - (i) The allocation of available supplies;
 - (ii) The activities of the operational agency or agencies;
 - (iii) Assistance offered by voluntary organizations;
 - (iv) Financial, administrative, and general policy;
 - (j) Refer at the discretion of the Secretary-General for advice on matters of policy to the Advisory Committee set up under paragraph 1(e) above;
 - (k) Provide for the submission in suitable form of periodic administrative, operational, and financial reports from the operational agencies appointed under sub-paragraph (g) above, and prepare and present such periodic consolidated reports to the Secretary-General on the overall operation as may be required by him.
 - (l) Select and recruit, through normal Secretariat channels, the administrative staff required by him (estimated at twenty-five persons including secretarial assistance); this staff would be remunerated out of the Special Fund provided for under paragraph 1(b)(i) above and would be engaged under terms and conditions applicable to the members of the United Nations Secretariat;
 - (m) Plan, in co-operation with the Secretariat, the public information aspects of the United Nations relief operation; the Secretariat would furnish the United Nations Director for Palestine Refugee Relief with a public information liaison officer or officers for this purpose;
 - (n) Negotiate requisite legal agreements with Governments and voluntary and other agencies as required, with the assistance of the Secretariat.

3. The operational agency or agencies

The United Nations Director for Palestine Refugee Relief would enter into an agreement with appropriate United Nations and/or voluntary agencies, acting as autonomous bodies, to undertake responsibility, under his overall planning and co-ordination, for the conduct of relief distribution in the field.

Such agreement would provide for:

- (a) The operation of a plan agreed between the United Nations Director

Note 2. In practice it would be organizationally difficult and wasteful to operate in the field through too many agencies. The complete responsibility would be delegated to one or two, or at the most three agencies. Assistance from additional agencies in the form of donations of supplies or the loan of expert personnel as required would, however, be accepted.

- for Palestine Refugee Relief and the participating agency or agencies;
- (b) Co-ordination at top levels with the United Nations Director for Palestine Refugee Relief and their participation in consultations regarding allocations;
- (c) Taking delivery of supplies at ports of arrival and assuming responsibility for warehousing, transporting, and distributing such supplies;
- (d) Negotiation of agreements by them as affecting local supply distribution with Governments, local authorities, and others concerned, requisite to the proper performance of the agreed relief plan;
- (e) Preparation by them of such administrative, operational and financial reports as would be required by the United Nations Director for Palestine Refugee Relief, and the submission by them of audited statements of accounts;
- (f) Establishment and administration by them of such refugee camps or centres as would be required under the relief plan;
- (g) Provision by them of requisite technical and administrative personnel for the proper performance of their responsibilities;
- (h) Reimbursement, on terms to be agreed upon, to the participating agency or agencies of costs involved in the conduct of the operation.

4. The Secretary-General of the United Nations

The Secretary-General would:

- (a) Appoint a United Nations director for Palestine refugee relief, to whom he will delegate such responsibility as he will consider appropriate for the overall planning and implementation of the relief programme;
- (b) Convoke at his discretion the ad hoc advisory committee (referred to in 1(e) above) to which he may submit any matter of principle or policy on which he would like the benefit of their advice;
- (c) Furnish the United Nations Director for Palestine Refugee Relief with his accommodation, transportation and like requirements at Lake Success or Geneva;
- (d) Provide such advisory assistance on the administrative, financial, legal and public information aspects of the programme as the United Nations Director for Palestine Refugee Relief might require;
- (e) Assist in the planning of and agree to the form of accounts to be maintained by the United Nations Director for Palestine Refugee Relief, and submit an audit of such accounts to the General Assembly;

- (f) Assist in the planning of the form for and the control over the budget of the Special Relief Fund to be set up under paragraph 1(d) above;
- (g) Reproduce such reports and documents as would be required by the United Nations Director for Palestine Refugee Relief;
- (h) Report to the General Assembly on action taken.
