



Sixth session
Agenda item 24

PALESTINE

(a) REPORT OF THE UNITED NATIONS CONCILIATION COMMISSION
FOR PALESTINE

(b) ASSISTANCE TO PALESTINE REFUGEES: REPORT OF THE DIRECTOR
OF THE UNITED NATIONS RELIEF AND WORKS AGENCY FOR
PALESTINE REFUGEES IN THE NEAR EAST

Report of the Ad Hoc Political Committee

Rapporteur: Dr. Guillermo SEVILLA-SACASA (Nicaragua)

1. The General Assembly, on 11 December 1948, adopted resolution 194 (III) establishing the United Nations Conciliation Commission for Palestine. The resolution instructed the Conciliation Commission to render progress reports periodically to the Secretary-General for transmission to the Security Council and to the Members of the United Nations. Pursuant to that resolution, the Commission presented to the Secretary-General its latest progress report covering its activities during the period from 23 January to 19 November 1951.^{1/}
2. During its fourth session, the General Assembly, on 8 December 1949, adopted resolution 302 (IV), creating the United Nations Relief and Works Agency for Palestine Refugees in the Near East. The resolution requested the Director of the Agency to submit an annual report and such other reports as the Agency might wish to bring to the attention of Members of the United Nations, or its appropriate organs. In accordance with this resolution, the Director of UNRWA/PNRE submitted to the President of the General Assembly on 28 September 1951 an annual report covering the period 1 May 1950 to 30 June 1951.^{2/} and on

1/ A/1985, Official Records of the General Assembly, Sixth Session, Supplement No.1

2/ A/1905, Ibid., Supplement No. 16.

29 November 1951, a special report signed by himself and the Chairman of the Agency's Advisory Commission,^{3/} containing recommendations for the future conduct of the programme of assistance to the Palestine refugees.

3. The General Assembly, at its 341st plenary meeting on 13 November 1951, decided to include the above-mentioned reports on its agenda as item 24:

"Palestine: (a) report of the United Nations Conciliation Commission for Palestine; (b) Assistance to Palestine refugees: report of the Director of the United Nations Relief and Works Agency for Palestine Refugees in the Near East". The General Assembly, at its 342nd plenary meeting on the same day referred the item to the Ad Hoc Political Committee for consideration and report.

4. The Ad Hoc Political Committee, at its 33rd meeting on 7 January 1952, agreed, on the suggestion of its Chairman, to discuss sub-items (a) and (b) separately.

(a) REPORT OF THE UNITED NATIONS CONCILIATION
COMMISSION FOR PALESTINE

5. The Committee considered sub-item (a) at its 33rd to 41st meetings between 7 and 15 January 1952.

6. The Chairman at the beginning of the 33rd meeting on 7 January, invited the Chairman of the United Nations Conciliation Commission for Palestine to the Committee table. The representative of the Hashemite Kingdom of Jordan, at his request (A/AG.53/L.26), was also invited to participate without vote in the discussion of the question.

7. At the same meeting, the Committee had before it a joint draft resolution submitted by France, Turkey, the United Kingdom and the United States of America (A/AG.53/L.22). The four-Power draft resolution, after recalling General Assembly resolutions 194 (III) and 394 (V), noting that agreement had not been reached between the parties on the final settlement of outstanding questions, and considering that the governments concerned had the primary responsibility for reaching a settlement, would (1) urge the governments concerned to seek agreement with a view to an early settlement of their outstanding differences

^{3/} A/1905/Add.1, Ibid., Supplement No. 16A

in a spirit of justice and realism and on the basis of mutual concessions, making full use of United Nations facilities; (2) express appreciation to the Conciliation Commission for its efforts; (3) note with regret that the Commission had been unable to fulfil its mandate; (4) consider nevertheless that the Commission should continue to be available to the parties; (5) authorize the Commission in its discretion to designate a representative or representatives to assist it in carrying out its functions; (6) decide that the headquarters of the Commission should be transferred to the Headquarters of the United Nations, a representative of the Commission being maintained at Jerusalem; and (7) request the Commission to make reports periodically to the Secretary-General for transmission to Member States.

8. At the 35th meeting of the Committee on 9 January, the Union of Soviet Socialist Republics submitted a draft resolution (A/AC.53/L.24) proposing the abolition of the Conciliation Commission in view of the latter's failure to cope with its allotted tasks of settling the questions at issue in Palestine between the parties.

9. At the 36th meeting on 10 January, Colombia submitted an amendment (A/AC.53/L.25) to the Four-Power draft resolution (A/AC.53/L.22), to (1) replace the first paragraph of the preamble by a new text recalling all the General Assembly resolutions on the question of Palestine; (2) amend operative paragraph 1 to the effect that the governments concerned would be urged to observe strictly the resolutions of the General Assembly and to seek agreement with a view to an early settlement of their outstanding differences in a spirit of justice and realism and on the basis of mutual concessions, making full use of United Nations facilities; and (3) add after operative paragraph 6 a paragraph requesting the Conciliation Commission to ensure the strict observance of the resolutions of the General Assembly and to report to the next session of the Assembly on the manner in which the governments concerned had observed those resolutions.

10. At the 37th meeting on 11 January, Canada submitted an amendment (A/AC.53/L.27) to the four-Power draft resolution (A/AC.53/L.22), to (1) delete the third, fourth and fifth paragraphs of the preamble and paragraphs 1 and 5 of the operative part; (2) insert a new operative paragraph 3 whereby the General Assembly would consider that the governments concerned had the primary responsibility for reaching a settlement of their outstanding differences; (3) amend operative paragraph 4 to the effect that the General Assembly would consider nevertheless that the Conciliation Commission should continue to be available to the parties, in

accordance with past resolutions of the General Assembly, to assist them in reaching agreement on outstanding questions; and (4) amend operative paragraph 6 to the effect that the General Assembly would decide that, without prejudice to the maintenance of a representative in Jerusalem, the headquarters of the Conciliation Commission should be transferred to the Headquarters of the United Nations. At the 39th meeting of the Committee on 12 January, the representative of the United States accepted, on behalf of the sponsors of the four-Power draft resolution, all the parts of the Canadian amendment (see A/AC.53/L.22/Rev.1).

11. Also at the 37th meeting, Pakistan introduced a draft resolution (A/AC.53/L.28 and Corr.1), whereby the General Assembly would, inter alia, (1) instruct the Conciliation Commission to implement the General Assembly's resolutions on the Palestine problem; (2) decide to empower the Refugee Office provided for in paragraph 2 of General Assembly resolution 394 (V) to administer the movable and immovable properties of the refugees, and to collect and pay to the refugees the blocked accounts, rents and other rights pertaining to them in the territory under the control of Israel or elsewhere; (3) urge the governments and authorities concerned to assist the Conciliation Commission and the Refugee Office in carrying out the provisions of this resolution and the previous resolutions of the General Assembly on Palestine; (4) decide that the Conciliation Commission should be composed of seven members, the four additional members to be designated by the General Assembly before the end of the present session; and (5) instruct the Conciliation Commission to submit to the Secretary-General progress reports on its activities which would be communicated to the Member States.

12. At the 39th meeting on 12 January, Israel introduced a draft resolution (A/AC.53/L.29) which was divided into two parts. In part A, the General Assembly would resolve to discontinue the Conciliation Commission for Palestine. In part B, the General Assembly would resolve to establish for the calendar year 1952 a United Nations Good Offices Committee, with its seat at the Headquarters of the United Nations, consisting of the representatives of France, Turkey and the United States of America, which would be available to the parties at their request to assist them in the achievement of a peaceful settlement of questions outstanding between them.

13. At the 40th meeting on 14 January, Afghanistan submitted an amendment (A/AC.53/L.30) to the revised four-Power draft resolution (A/AC.53/L.22/Rev.1).

At the next meeting on 15 January, Afghanistan resubmitted the amendment in a revised form (A/AC.53/L.30/Rev.1). The revised amendment would add at the end of paragraph 3 the words "in conformity with the resolutions of the General Assembly on Palestine"; and amend paragraph 4 to the effect that the General Assembly would consider that the Conciliation Commission should continue its efforts to secure the implementation of the resolutions of the General Assembly on Palestine, and accordingly should be available to the parties to assist them in reaching agreement on outstanding questions.

14. Also at the 40th meeting, Colombia submitted a revised text of its amendment (A/AC.53/L.25/Rev.1) to the revised four-Power draft resolution in which the words "and realism and on the basis of mutual concessions" had been deleted from the second paragraph of the original amendment.

15. At the 41st meeting on 15 January, Indonesia and Iran submitted an amendment (A/AC.53/L.31) to the Colombian revised amendment (A/AC.53/L.25/Rev.1) to replace paragraph 5 of the revised four-Power draft resolution by a text whereby the Conciliation Commission, whose headquarters should remain in Jerusalem, should consist of seven members, the four additional members to be designated by the General Assembly before the end of the present session. This amendment was accepted by the representative of Colombia.

16. At the same meeting, the Philippines submitted an amendment (A/AC.53/L.32) to the revised four-Power draft resolution to add at the end of paragraph 2 the phrase "... and that the above-mentioned resolutions have not yet been implemented, in particular with regard to the repatriation of refugees wishing to return to their homes and also with regard to the just and equitable evaluation of and compensation for the properties of those not wishing to return".

17. At its 41st meeting, the Committee proceeded to vote on the draft resolutions and amendments before it in the order of their submission. The revised draft resolution sponsored by France, Turkey, the United Kingdom and the United States of America (A/AC.53/L.22/Rev.1) and the amendments thereto were put to a vote first with the following results:

The Colombian amendment (A/AC.53/L.25/Rev.1, point 1) to the first paragraph of the preamble was adopted by 26 votes to 16, with 11 abstentions.

The second paragraph of the preamble was adopted by 52 votes to none, with 5 abstentions.

Paragraph 1 of the operative part was adopted by 46 votes to 7, with 2 abstentions.

/The Philippine

The Philippine amendment (A/AC.53/L.32) to paragraph 2 was adopted by 28 votes to 13, with 16 abstentions.

The Afghanistan amendment (A/AC.53/L.30/Rev.1, point 1) to paragraph 3 was adopted by 46 votes to 4, with 5 abstentions.

The Colombian amendment (A/AC.53/L.25/Rev.1, point 2) to insert a new paragraph 4 was adopted by 23 votes to 20, with 13 abstentions.

The Afghanistan amendment (A/AC.53/L.30/Rev.1, point 2) to the original paragraph 4 (now paragraph 5) was adopted by 43 votes to 7, with 6 abstentions.

The amendment to the original paragraph 5 (now paragraph 6), submitted by Indonesia and Iran (A/AC.53/L.31) and accepted by Colombia, was adopted by 24 votes to 22, with 11 abstentions, with the exception of the words "whose headquarters shall remain in Jerusalem".

The words "whose headquarters shall remain in Jerusalem" were rejected by 25 votes to 17, with 12 abstentions.

The first part of original paragraph 5, reading "Decides that, without prejudice to the maintenance of a representative in Jerusalem", was rejected by 20 votes to 15, with 17 abstentions.

The second part of original paragraph 5, reading "the headquarters of the Conciliation Commission for Palestine should be transferred to the Headquarters of the United Nations", was rejected by 22 votes to 22, with 8 abstentions.

The Colombian amendment (A/AC.53/L.25/Rev.1, point 3) to insert a new paragraph after the original paragraph 5 was rejected by 20 votes to 19, with 17 abstentions.

Paragraph 6 (now paragraph 7) was adopted by 52 votes to 5, with no abstentions.

Paragraph 7 (now paragraph 8) was adopted by 51 votes to 5, with one abstention.

The revised draft resolution as a whole, as amended, was adopted by 43 votes to 13, with 2 abstentions.

18. The draft resolution submitted by the Union of Soviet Socialist Republics (A/AC.53/L.24) was next put to a vote and was rejected by 48 votes to 5, with one abstention.

19. The draft resolution submitted by Pakistan (A/AC.53/L.28 and Corr.1) and by Israel (A/AC.53/L.29) were withdrawn.

20. The Ad Hoc Political Committee therefore recommends to the General Assembly the adoption of resolution I annexed to the present report.

(b) ASSISTANCE TO PALESTINE REFUGEES: REPORT OF THE DIRECTOR
OF THE UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE
REFUGEES IN THE NEAR EAST

21. The Ad Hoc Political Committee considered this item at its 42nd to 47th meetings between 16 and 22 January 1952.
22. At the outset of the discussion at the 42nd meeting, the Director of UNRWAPRNE, at the invitation of the Chairman, made a statement in connexion with the reports before the Committee.
23. At the same meeting, France, Turkey, the United Kingdom and the United States of America tabled a joint draft resolution (A/AC.53/L.34) incorporating the essential points of the programme recommended by the Director and the Chairman of the Advisory Commission of UNRWAPRNE in their special report (A/1905/Add.2). Before the draft resolution was formally introduced, however, the representative of Egypt raised a point of order against its consideration by the Committee, on the grounds that the draft resolution impinged in certain respects upon the sovereignty of the Near Eastern States directly concerned, and was therefore irrelevant to the item under consideration, namely, the question of assistance to Palestine refugees.
24. At the following meeting on 17 January, the Chairman announced that private consultations were being held between the sponsors of the four-Power draft resolution (A/AC.53/L.34) and the delegations of the Near Eastern States directly concerned and that, pending the conclusion of these consultations, both the point of order previously raised and the draft resolution had been withdrawn.
25. At the 46th meeting on 21 January, France, Turkey, the United Kingdom and the United States of America introduced a new draft resolution (A/AC.53/L.36). This draft resolution commended the United Nations Relief and Works Agency for Palestine Refugees in the Near East and endorsed, without prejudice to certain provisions of previous resolutions of the General Assembly relating to Palestine refugees, the three-year programme recommended by the Agency, envisaging the expenditure of \$50 million for relief and \$200 million for reintegration, over and above such contributions as might be made by local governments. The draft resolution, while recognizing the concern of the United Nations in the problem of the refugees, urged the governments of the States in the area to co-operate in the Agency programme, and requested the Agency to explore with the governments concerned both the possibility of their assuming the administration of

/reintegration

reintegration projects and the desirability and practicability of transferring the administration of relief to them at the earliest possible date. Considering that relief expenditure should be reduced in suitable proportion to reintegration expenditure, the draft resolution provided for increasing the funds previously earmarked for these purposes, approved the budget recommended by the Agency for the fiscal year 1 July 1952 to 30 June 1953, and authorized the Agency to transfer funds allocated for relief to reintegration. The draft resolution further urged the governments of Member States to contribute voluntarily to the programme, requested the Negotiating Committee for Extra-Budgetary Funds to undertake the arrangements regarding contributions, expressed appreciation of the assistance rendered by the specialized agencies, the United Nations International Children's Emergency Fund and various religious, charitable and humanitarian organizations and urged them to continue to render such services and assistance in connexion with the projected programme.

26. At the 47th meeting on 22 January, the Committee adopted the four-Power draft resolution (A/AC.53/L.36) by 44 votes to none, with 7 abstentions.

27. The Ad Hoc Political Committee therefore recommends to the General Assembly the adoption of resolution II annexed to the present report.

RESOLUTION I
REPORT OF THE UNITED NATIONS CONCILIATION COMMISSION
FOR PALESTINE

The General Assembly,

Recalling all the resolutions adopted at previous sessions of the General Assembly on the Palestine problem,

Having examined the progress report of the United Nations Conciliation Commission for Palestine^{1/},

1. Expresses its appreciation to the Conciliation Commission for Palestine for its efforts to assist the parties to reach agreement on their outstanding differences;

2. Notes with regret that, as stated in paragraph 87 of the report, the Commission has been unable to fulfil its mandate and that the above-mentioned resolutions have not yet been implemented, in particular with regard to the repatriation of refugees wishing to return to their homes and also with regard to the just and equitable evaluation of and compensation for the properties of those not wishing to return;

3. Considers that the governments concerned have the primary responsibility for reaching a settlement of their outstanding differences in conformity with the resolutions of the General Assembly on Palestine;

4. Urges the governments concerned strictly to observe the resolutions of the General Assembly and to seek agreement with a view to an early settlement of their outstanding differences in a spirit of justice, and for this purpose to make full use of United Nations facilities;

5. Considers that the Conciliation Commission for Palestine should continue its efforts to secure the implementation of the resolutions of the General Assembly on Palestine and accordingly should be available to the parties to assist them in reaching agreement on outstanding questions;

6. Decides that the Conciliation Commission shall consist of seven members; the four additional members shall be designated by the General Assembly before the end of the present session;

1/ A/1985, Official Records of the General Assembly, Sixth Session, Supplement No. 18.

7. Requests the Conciliation Commission for Palestine to render progress reports periodically to the Secretary-General for transmission to the Members of the United Nations;

8. Requests the Secretary-General to provide the necessary staff and facilities for carrying out the terms of the present resolution.

RESOLUTION II

ASSISTANCE TO PALESTINE REFUGEES: REPORT OF THE DIRECTOR OF
THE UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE
REFUGEES IN THE NEAR EAST

The General Assembly,

Recalling its resolution 302 (IV) of 8 December 1949 as amended by resolution 393 (V) of 2 December 1950,

Having examined the report of the Director of the United Nations Relief and Works Agency for Palestine Refugees in the Near East^{1/} and the special joint report of the Director and the Advisory Commission of the United Nations Relief and Works Agency^{2/},

Having considered the three-year programme of relief and reintegration recommended by the Director and the Advisory Commission of the United Nations Relief and Works Agency,

1. Commends the United Nations Relief and Works Agency for the development of a constructive programme which will contribute effectively to the welfare of the refugees;

2. Endorses, without prejudice to the provisions of paragraph 11 of resolution 194 (III) of 11 December 1948 or to the provisions of paragraph 4 of resolution 393 (V) of 2 December 1950 relative to reintegration either by repatriation or resettlement, the programme recommended by the United Nations Relief and Works Agency for the relief and reintegration of Palestine refugees, which envisages the expenditure of \$50 million for relief and \$200 million for reintegration over and above such contributions as may be made by local governments, to be carried out over a period of approximately three years starting as of 1 July 1951;

3. Recognizing the concern of the United Nations in the problem of the Palestine refugees, urges the governments of the countries in the area to assist, with due regard to their constitutional processes, in the carrying out of this programme and to extend to the United Nations Relief and Works Agency, a subsidiary organ established by the General Assembly, their co-operation in the elaboration of specific projects and in the general performance of its functions;

1/ A/1905, Official Records of the General Assembly, Sixth Session, Supplement No. 16

2/ A/1905/Add.1, Ibid., Supplement No. 16A

/4. Invites

4. Invites the United Nations Relief and Works Agency to explore with the governments concerned arrangements looking toward their assuming administration of reintegration projects at the earliest possible date;
5. Requests the United Nations Relief and Works Agency to explore with the governments concerned the desirability and practicability of transferring the administration of relief to those governments at the earliest possible date, and consider that the United Nations Relief and Works Agency should continue to carry the cost of the supply programme, subject to paragraphs 2 and 6, and to provide assistance for the health, welfare and education programme along with the duty of making such inspection and such verification of accounts as may be necessary.
6. Considers that relief expenditures should be reduced in suitable proportion to reintegration expenditures;
7. Decides that the amount of \$20 million provided in resolution 393 (V) of 2 December 1950 should be increased to \$27 million for direct relief for the fiscal year ending 30 June 1952;
8. Decides that, consequent upon paragraph 2 above, the amount of \$30 million provided in resolution 393 (V) of 2 December 1950 for reintegration should be increased to not less than \$50 million, and credited to the reintegration fund provided for in that resolution for the fiscal year ending 30 June 1952;
9. Approves the budget recommended by the United Nations Relief and Works Agency for the fiscal year 1 July 1952 to 30 June 1953, of the equivalent of \$118 million of which \$100 million shall be available for reintegration and \$18 million for relief;
10. Authorizes the United Nations Relief and Works Agency to transfer funds allocated for relief to reintegration;
11. Urges the governments of Member States to make voluntary contributions to the extent necessary to carry through to termination the programme set forth in paragraph 2 above;
12. Requests that negotiations regarding contributions for the proposed three-year programme be carried out by the Negotiating Committee for Extra-Budgetary Funds established by the resolution adopted by the General Assembly on 7 December 1951;^{3/}

^{3/} A/L.4.

13. Expresses its appreciation of the assistance afforded to the United Nations Relief and Works Agency by the specialized agencies and the United Nations International Children's Emergency Fund and urges them to render all services possible to strengthen the programme of refugee relief and reintegration, and to co-operate with the Secretary-General and the United Nations Relief and Works Agency in ensuring that the total assistance of the United Nations to Palestine refugees is rendered with the maximum of co-ordination and efficiency;

14. Expresses its appreciation to the numerous religious, charitable and humanitarian organizations whose programmes have afforded valuable supplementary assistance to Palestine refugees, and again requests them to continue and expand to the extent possible the work which they have undertaken on behalf of the refugees..
