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UNITED NATIONS INTERNATIONAL CHILDREN'S EMERGENCY FUND

PROGRAMME COMMITTEE

Report on U.N.I.C.E.F. Operations in the
Middle East

1. At its session held on 17 August in Geneva, the Executive Board approved an emergency two months programme for immediate assistance for mothers and children among refugees from combat areas. (E/ICEF/75). The cost of this programme was not to exceed \$ 411,000, apart from shipping costs. The Board determined that the distribution should be in conformity with the principles of the Fund, and subject to the usual type of agreements.

Supply Aspects

2. Following the Board action prompt steps were taken to procure and ship food on the first available vessels to Beirut. The first two shipments of approximately 110 tons each, for a total value of \$ 136,275, sailed from New York on the 24 August and 1 September. The first shipment of UNICEF food arrived at Beirut on 15 September, less than a month after the Board action.

3. The supplies for the first two shipments were purchased in the United States and included items of the highest priority, namely dried whole milk, margarine, canned meat and sugar. In addition, a small quantity of salt and four tons of DDT were included.

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4. After screening of additional foodstuff requirements by the Chief of UNICEF Mission in the Middle East, the additional purchases were made and are now on their way to Haifa and Beirut. These foodstuffs consist of approximately 102 metric tons at a value of \$ 60,000 to Haifa (dried whole milk, dried skim milk, meat, margarine, cod liver oil and rice), and to Beirut approximately 374 metric tons at a value of \$ 156,500 (canned mutton and beef, margarine, sugar, dried whole milk and dried skim milk and D.D.T.).

5. In addition to the above shipments, the European Headquarters of the Fund has procured 30 tons of cheese from Belgium, 110 tons of rice from Italy, 16 tons of fiskaroni from Norway and 50 tons of dried fruit from Greece. The fiskaroni has already arrived in Beirut, and the other items will be there within the next ten days.

6. Feeding operations began in all Lebanese camps on 1 October and supplies were sent the following week to Transjordan, Syria and Northern Palestine, where feeding has already started in some places and will begin by the end of October in the others.

7. The procedure of distribution is that the supplies are received by the United Nations Chief Supply Officer in Beirut and put into a warehouse. They are then re-shipped in the following way:- In Lebanon, Syria and Transjordan, the government is responsible together with U.N. officials, for the reception of supplies and distribution to the camps. In Arabic Palestine, where there is no government, the Palestine Refugee Committees will be responsible, together with United Nations officials.

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/ 8. Organisation

Organisation of UNICEF Mission

8. The UNICEF staff in the Middle East consists of a Chief of Mission, Dr. Pierre Descoedres of Switzerland, (formerly Chief of the UNICEF Mission to Hungary), a Supply Officer, a Field Observer, and an Administrative Officer. All the staff members had arrived in the Mission's Headquarters in Beirut, Lebanon, by 21 September. The UNICEF Mission has worked in the closest co-operation with Sir Raphael Cilento, Director of the United Nations Disaster Relief Project, and his staff. The UNICEF Chief of Mission is a member of the Allocations Board established by Sir Raphael. The Chief Supply Officer of UNICEF is also acting as Chief Supply Officer for the whole disaster project. In order to avoid duplication, a close exchange of information is maintained with representatives of voluntary organisations working in the affected areas, (International Red Cross, League of Red Cross Societies, various National Red Cross and Red Crescent Societies, World Council of Churches, etc.)

Agreements with Governments

(a) Arab States

9. In order to facilitate the distribution of supplies received, agreements have been concluded between the Mediator and Egypt, Lebanon, Syria and Transjordan. These agreements provide for admission of relief supplies duty-free and free warehousing and transportation both within the country and in transit. (annex I).

10. Letters were sent on 23 September to the Ministers of Foreign Affairs of the Arab States, pointing out that UNICEF aid was conditioned upon agreement to the additional principles of UNICEF aid established by General Assembly Resolution 57(I) created UNICEF and by the Executive Board of UNICEF. (annex II).

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/ 11. The conditions

11. The conditions set forth in the letter were agreed upon by Lebanon on 24 September, Transjordan 26 September, and Syria 28 September. No reply has been yet received from Egypt which signed agreement with the Mediator on 5 October.

(b) Israel

12. The UNICEF standard agreement was signed in Paris between representatives of UNICEF and the Provisional Government of Israel on 20 September.

Preliminary Plans of Operations.

13. Because of the emergency nature of the problem the Board delegated authority to approve plans of operations to the Chairman of the Executive Board, the Chairman of the Programme Committee, and the Executive Director. (E/ICEF/75). Because of the fluid nature of the problem and the fact that surveys of need of refugee children and nursing and pregnant women are yet to be made by UNICEF in a number of the affected areas, only preliminary plans of operations can be developed at the moment. These preliminary plans will require modification as knowledge of the problem increases.

(a) Arab States

14. Attached as Annex III is a preliminary plan of operations for Lebanon, Syria, Transjordan and Palestine.

15. Certain differences exist between these countries in the nature of their refugee problems. In Lebanon and Syria, the organisation for the care of refugees is relatively good, with camps organised for Palestinian refugees and with the governments providing foodstuffs or money. Transjordan is a small country with a relatively large number of refugees. Only one camp has thus far been organised, the financial resources being almost exhausted for refugees, the government is only providing bread and flour to a limited number of refugees. Arabic Palestine, which contains over 50 percent of the refugees is occupied by armies (Egyptian, Iraqi and Transjordan) and no government finances or machinery are available for assisting refugees. All work among refugees in this area is being carried out by the United Nations and by voluntary agencies.

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16. Because of this situation, it is proposed that assistance to refugee children and mothers in Lebanon and Syria be distributed under conditions subject to control; i.e. in camps, hospitals, central kitchens etc. All children and nursing and pregnant mothers within the camps will receive assistance. In Transjordan it is planned to provide assistance in the camps and in addition a request has been made that UNICEF should aid certain categories of refugees outside camps under the supervision of the United Nations Disaster Project and voluntary welfare agencies. In Central and Northern Palestine, the Palestinian Refugee Committees (organised by the refugees themselves) will be the responsible administering authorities in the four main areas where the refugees are grouped (Nablus, Ramallah, Jericho, Jerusalem), working in close cooperation with the United Nations Disaster Relief Project and voluntary agencies.

17. Column 2 of the preliminary plan of operations (Annex III) contains estimates on the number of refugees in the various Arab countries based on official Government figures and those supplied by United Nations officials and voluntary agencies; column 4 based on the same sources contains estimates of the total number of refugees in the camps or areas where UNICEF will operate. The total number of refugees in column 2 is estimated at 664,000. Based upon his own surveys it is the opinion of the UNICEF Mission Chief that these estimates are too high and that the number of refugees should probably be set at from 400,000-450,000(*). As an example of the overestimation the Chief of Mission cites his survey in Syria where he found slightly over 15,000 refugees in the 4 Syrian camp areas given in column 3. As can be seen from column 4, the estimated figure by official sources had been 30,000 refugees. It is obvious therefore that the preliminary plan of operations is subject to considerable revision as further information becomes available, and as the refugees move from place to place.

(*). This compares to the recent figure of 472,000-500,000 set by the Mediator. (A/689, paragraph 5).

18. The preliminary nature of the plan of operation is further illustrated by the fact that the total number of UNICEF recipients is predicated on the estimate that approximately 76 per cent of the refugee population consists of persons eligible for UNICEF assistance, i.e., children and nursing and pregnant women. (*)

19. Recent surveys in the field (for instance the recent joint survey trip by the UNICEF Chief of Mission and an official of the Disaster Relief Project in all Syria camps) indicate that it is likely that no more than 50 to 60 percent of the refugees fall in the categories eligible for UNICEF aid. On the other hand, the organization of additional refugee centers may increase the total number who can be effectively reached by UNICEF.

20. On the basis of the foregoing, therefore, it seems probable that the total UNICEF recipients in the Arab States number about 220,000. Assuming a maximum of 450,000 refugees, of which children and nursing and pregnant women constitute a maximum of 60%. The total eligible for UNICEF would be a maximum of 270,000. However, as mentioned above, in Lebanon and Syria only refugees in camps or other organized institutions will be assisted.

/ It is estimated that 80,000 to 90,000 refugees are living in family homes in the main towns in Syria and Lebanon and that their basic needs are being met. Included in this number are about 50,000 children and mothers. Therefore the maximum estimate of 270,000 has been reduced by this amount to 220,000.

(*) The basis of this formula was developed by Sir Raphael Cilento, as follows:

	<u>Percent</u>	/Columns
<u>Children</u>		
0 - 1	8	
1 - 3	4	
3 - 6	18	
6 - 15	26	
<u>Women</u>		
pregnant	10	
nursing	<u>10</u>	
TOTAL	76	

21. Columns 10 through 14, show the items of food to be given to the various categories of children. Whole milk is confined to infants under one year. The number of calories in the daily ration will be as follows when all the programmed foods arrive:-

Infants under 1	238 calories
1 - 6	326 calories
6 - 15	253 calories
Mothers	354 calories

(b) Israel

22. The number of eligible refugees in the State of Israel, has been given by that government as 40,500, including both Jews and Arabs. It is the opinion of the UNICEF Chief of Mission from the first survey made by a member of the UNICEF Mission and after consultation with government officials that this estimate seems to **be too high by about 20 percent.**

23. A plan of operations is now being developed by the government and will be submitted to the Middle East Mission by the end of October.

Termination Date of Two-Month Programme

24. Since not all the UNICEF supplies arrive at the same time, and in view of the urgency of utilising such supplies as soon as possible when they do arrive, it will not be feasible for the programme to end precisely in 60 days. Because of the arrival of some of the supplies later than the starting date of 1 October, the programme will extend beyond the original sixty day period.

Communication from Acting Mediator for Palestine

25. On 19 October the Acting Mediator addressed a communication to the Chairman of the Board, expressing the hope that UNICEF would play an important part in the relief operations envisaged in his report to the Secretary General (A/689; A/689 Add.1). The Chairman assured the Mediator that this matter would be called to the attention of the Programme Committee at the session beginning 23 November, and the Executive Board of the Fund at its session beginning 2 November. (Annex IV).

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Copy of Agreement on Relief Operations concluded between
the United Nations Mission and the Arab States

The Government of
And the Mediator of the United Nations in Palestine
Considering that the problem of the Refugees of
Palestine is of primary importance and requires an immediate solution;
Considering that all measures which might aid in
relieving the distress of the refugees should be taken urgently,
Have agreed to the following:-

ARTICLE 1. The Government of _____ agrees to provide without any
charges whatsoever, for the goods, supplies products and equipment
to the refugees in Palestine, residing in _____, the following
services:-

- a) Depots and Warehouses
- b) Protection and watch
- c) Manpower for unloading and handling
- d) Transportation by railway and trucks on the _____ territory.

ARTICLE 2. The goods, supplies, products and equipment for the
refugees of Palestine or from an Arab State, will be admitted in
transit in _____ exempted from all customs duties, taxes or
charges of any kind collected for account of the State, of an
administration or of any company.

The Government of _____ renounces to the right of inspection
of said camps, supplies, product and goods.

ARTICLE 3. The Government of _____ will enter into an agreement
with the other Arab States in order that they might assume the charge
of the services mentioned in Article 1, concerning the goods, supplies,
products and equipments to be provided to the refugees residing on
their respective territories, as well as the payment of all charges
covering services rendered, which might ultimately be claimed by a

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/company

company or a private party.

It will also enter into an agreement with the other Arab States in view of taking over the charge of the services mentioned in Article 1, concerning said equipments, products, supplies and goods for the refugees of Palestine, on Palestine territory, as well as the payment of the taxes referred to in the preceding paragraph.

ARTICLE 4. The goods, supplies, products and equipments introduced into _____ in accordance with the preceding articles remain the property of the United Nations or of the donor Organisation until their distribution to the individual beneficiaries.

They cannot be sold or exchanged.

ARTICLE 5. In order to safeguard the regularity of above mentioned operations, the goods, supplies, products and equipment will be accompanied by a certificate from the United Nations, describing the articles concerned and the statement that they are destined to the refugees in Palestine only.

ARTICLE 6. The Government of _____ takes the engagement of granting to the representatives of the United Nations affected to the service of the refugees in Palestine, all privileges, exemptions and facilities generally granted to the diplomatic staff, and which are required in view of the accomplishment of their mission, this for the persons as well as for all the objects used by them in that connection.

In witness whereof, the Minister of Foreign Affairs of _____ for the Government of _____ and the Mediator of the United Nations have approved and signed the present agreement.

Executed in two copies, on

Beirut, 23rd September 1948

The Director of the United Nations Aid
to the Refugees from Palestine

and

The Chief of the United Nations International
Children's Emergency Fund Mission
in the Middle East Areas

to

The Minister for Foreign Affairs.

BEIRUT Lebanon

AMMAN Transjordan

DAMAS Syria

We have the honour to inform your Excellency of the arrival here of a Mission of the United Nations International Children's Emergency Fund (UNICEF), an agency created by the United Nations General Assembly by Resolution No. 57, approved 11 December 1946.

The Executive Board of UNICEF in its meeting of 17 August 1948, in Geneva, decided to allocate a part of its funds for the benefit of children and adolescents and expectant and nursing mothers who are refugees from the combat areas of Palestine.

The first cargo, containing mostly foodstuffs has already been unloaded; a second ship has just arrived in Beirut.

Amman -Sep. 21st
Damas -Aug. 28th

The Director of UNICEF for Europe and the Middle East Areas, and ourselves, base our aid to the refugees on the principles contained in the agreement concluded on 6 September last between your Government and the United Nations Mediator.

We wish, however, to state some additional aspects of aid to special categories of refugees (children, expectant and nursing mothers) on which UNICEF is concentrating its efforts and for which it wishes to receive your agreement:

/Your government ...

Your government undertakes to see that these supplies are dispensed or distributed equitably and efficiently on the basis of need, without discrimination because of race, need, nationality status, or political belief.

No ration plan currently in force for these children, adolescents, and nursing and expectant mothers will be reduced by reason of supplies furnished by UNICEF. It is agreed that these supplies are to be in addition to, and not in substitution for, the budget charges which your government has established for similar activities.

The UNICEF and your government will be able to consult each other with a view to studying the quantities and the nature of foodstuffs and other supplies in order to achieve an adequate plan which would provide the best possible aid for this particular category of refugees.

UNICEF supplies are to be reserved, as far as possible, for the above mentioned categories of refugees, and these supplies should bear such distinctive markings as UNICEF may deem necessary.

Your government will provide UNICEF with such accounting and statistical documents, reports and information as UNICEF may find necessary to the discharge of its responsibilities.

It is understood that your government will permit authorized officers of the UNICEF entire freedom to observe distribution of the supplies from time to time, and from place to place, and to examine the processes and techniques of distribution and make observations with respect thereto to the appropriate government authorities.

Your government will afford the UNICEF opportunity for, and will co-operate with the Fund in, making public information regarding the delivery and distribution of the supplies.

The limitations as to certain categories of refugees, etc., mentioned above concern only foodstuffs made available by UNICEF. These limitations will not be applied to foodstuffs received as a result of the appeal made by the Mediator which constitute the greater part of what will be put at the disposal of your government by the Director of the United Nations Aid to the Refugees from Palestine.

We are hoping to receive by letter your agreement as soon as possible so that distribution should not be delayed.

The Director of the
United Nations Aid to
Refugees from Palestine

Sir Raphael Cilento

The Chief of the United
Nations International Children's
Emergency Fund in the Middle
East Areas

Dr. P. Descoedres

Annex III

PRELIMINARY PLAN OF OPERATION (Jewish Territory not included)

1 October 1948

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COUNTRY (1)	Estimated Total No. Refugees in Country (2)	Camp or Area where UNICEF Operating (3)	Estimated total No. Refugees Corresponding Column 3 (4)	Total No. of UNICEF Recipients (5)	Categories of UNICEF Recipients			Pregnant Women and Nursing Mothers (9)
					0 - 1 (6)	1 - 6 (7)	6 - 15 (8)	
LEBANON	58,000	Myet-Myet	2,831	2,151	226	662	697	566
		Baalbeck	2,530	1,850	152	556	636	506
		Karouhn	2,300	1,848	184	506	598	560
		Anjar	<u>1,700</u>	<u>1,292</u>	136	374	442	340
			9,361	7,141				
SYRIA	110,000	Alep	10,000	7,600	800	2,200	2,600	2,000
		Homs	8,000	6,080	640	1,760	2,080	1,600
		Hama	7,000	5,320	560	1,540	1,820	1,400
		Lattaquia	<u>5,000</u>	<u>3,800</u>	400	1,100	1,300	1,000
			30,000	22,800				
TRANSJORDAN	88,315	El Zerka	3,218	2,444	257	707	837	643
		Salt (Clinic)	<u>200</u>	<u>200</u>	100	45	55	-
			3,418	2,644				
PALESTINE Central	237,072	Jerusalem	6,000	4,560	480	1,320	1,560	1,200
		Jeriche	10,000	7,600	800	2,200	2,600	2,000
		Ramallah	89,000	67,640	7,120	19,580	23,140	17,800
		Nablus	<u>47,000*</u>	<u>35,720*</u>	3,760	10,340	12,220	9,400
			152,000	115,520				
SOUTHERN PALESTINE (Occupied by Egyptian Troops)	150,570	Gaza						
		Bureije Camp	7,100	5,396	568	1,562	1,846	1,420
		Nuserat "	2,400	1,824	192	528	624	480
		Bethlehem (Clinics)	<u>300</u>	<u>300</u>	150	67	83	--
			9,800	7,520				
TOTALS	<u>643,957</u>		<u>204,579</u>	<u>155,625*</u>	<u>16,525</u>	<u>45,047</u>	<u>53,138</u>	<u>40,915</u>

* The number in column (3) for Nablus, Syria should be increased to 127,000 if account is taken of the refugees in surrounding territory near the front lines who can now be effectively reached; the number in column 4 would thus be increased to 96,520 and the total of UNICEF recipients, column 5 "Total" would be increased by 60,800 to 216,425.

1st October 1948

ANNEX III
PRELIMINARY PLAN OF OPERATION (Jewish Territory not included)

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Item (10)	Daily Ration per person (11)	60-day Ration per person (12)	Category of Recipients (13)	Number of Recipients (14)	Total Weight Allocated in Kilos (15)	Total Quantity Programmed (16)	Balance (17)
Whole Milk	40 gr.	2400 grs	0-1	16,525	39,660 kgs	70,000 kgs	30,340 kgs
Skim Milk	25 gr.	1500 grs	(1 - 6 (Mothers	55,008 <u>40,915</u> 95,923	143,884 kgs	150,000 kgs	6,136 kgs
Meat	25 gr.	1500 grs	(6 - 15 (Mothers	43,177 <u>40,915</u> 84,092	126,138 kgs	122,000 kgs	Insufficient 4,138 kgs
Fats (Margarine plus cheese)	10 gr.	600 grs	(1 - 6 (Mothers	55,008 <u>40,915</u> 95,923	57,553 kgs	73,000 kgs	15,447 kgs
Sugar	10 gr.	600 grs	(0 - 1 (1 - 6 (6 - 15 (Mothers	16,525 55,008 43,177 <u>40,915</u> 155,625	93,375 kgs	118,000 kgs	24,625 kgs.
Dried Fruits	15 gr.	900 gra	(6-15	43,177	38,859 kgs	50,000 kgs	11,141 kgs
Rice	35 gr.	2100 grs	(1-6	55,008	115,516 kgs	120,000 kgs.	4,484 kgs
Fiskaroni			(6-15 (Mothers		4,138 kgs (To cover deficit of meat)	16,000 kgs	11,862 kgs

D. I. T. Program to be decided later according to needs.

UNITED NATIONS
Palais de Chaillot
Paris (XVI)
FRANCE

Executive Office of the Secretary-General

19th October, 1948.

Dear Dr. Rajchman:

On 13 August Sir Raphael Cilento, on behalf of the late Mediator, Count Folke Bernadotte, addressed to you an urgent request that the United Nations International Children's Emergency Fund should assist the Mediator in carrying out certain of his responsibilities with regard to the Arab refugees from the Jewish-controlled areas in Palestine. That appeal met with an immediate and effective response, the Board deciding on 17 August to carry out (on a two-months basis) a programme of operations on behalf of children, pregnant women and nursing mothers among the Arab and Jewish refugees, and setting aside the sum of \$411,000, exclusive of transportation costs, for this purpose. The supplies received under this programme have already contributed materially toward relieving the most urgent needs.

I am transmitting to you herewith a report which I have to-day submitted to the General Assembly of the United Nations. This report outlines the extreme gravity of the situation which is now developing and the minimum measures which I believe to be required if disaster is to be averted. These measures include the provision of a considerable amount of relief supplies over a period tentatively put at a minimum of nine months from 1 December.

It is earnestly hoped that the ICEF will play an important part in the operation envisaged. The Central Committee of UNRRA has, I understand, recently transferred to the ICEF the residual assets of UNRRA amounting to the equivalent of approximately \$12,000,000 strongly recommending that at least half of the funds so transferred should be used "for the development of a relief programme for Arab and Jewish refugees eligible for UNICEF assistance within the framework of a general relief programme coordinated by the Mediator." I need scarcely say that an early decision by the Fund authorities to contribute on as generous a scale as possible would be deeply appreciated.

Yours sincerely,

(sgd) Ralph Bunche
United Nations Acting Mediator
for Palestine.

Dr. Ludwik Rajchman,
Chairman, Executive Board,
International Children's Emergency Fund,
43, Avenue du Marechal Fayolle,
P A R I S

20 October, 1948.

Dear Dr. Bunche,

I should like to acknowledge receipt of your letter of 19 October 1948, containing your request that the Executive Board of the United Nations International Children's Emergency Fund act quickly upon the recommendations of the Central Committee of UNRRA adopted on the 24 September 1948, "for the development of a relief programme for Arab and Jewish refugees eligible for UNICEF assistance within the framework of a general relief programme coordinated by the Mediator."

A copy of your letter together with the annexures which you were good enough to transmit, have been communicated to the members of the Programme Committee which has been convened to deal urgently with this matter on 23rd October next. I am confident that the Programme Committee will be happy to have you or your representative appear in person to explain more fully the Mediator's programme and the necessity for action on the part of the Children's Fund.

The Executive Board has been convened for 2nd November 1948, to receive the recommendations of the Programme Committee.

Yours sincerely,

L. Rojzman, M.D.,
Chairman
Executive Board.

Dr. Ralph Bunche,
United Nations Acting Mediator
for Palestine,
Palais de Chaillot,
PARIS

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