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UNITED NATIONS INTERNATIONAL CHILDREN'S EMERGENCY FUND

PROGRAMME COMMITTEE

Report on Progress of

Middle East Operations

General

1. The Executive Board, at its October session in Paris, increased the original \$411,000 allocation for assistance to children and pregnant and nursing mothers who are refugees from combat areas in Palestine by \$6,000,000, including shipping costs. (E/ICEF/82, paragraph 14). Subsequently, at the November session, the Board authorized the Administration to pay administrative costs also of the Middle East Mission in the field out of the \$6,000,000 allocation (E/ICEF/86, paragraph 56). A preliminary plan was approved for the expenditure of the first \$2,200,000 of the allocation, including \$375,000 for blankets and cloth, \$150,000 for medical supplies, \$1,475,000 for food, and \$200,000 for shipping. The Administration, so far as possible, was to utilize currencies for the \$6,000,000 in proportion to currencies received from UNRRA in its September 1948 transfer of residual assets.

Supply Aspects.

2. Supplies against the initial \$411,000 allocation were virtually completely shipped by the beginning of December. By that date UNICEF supplies were being provided to 155,000 beneficiaries, with the number steadily increasing. The supplies required to fulfill the \$2,000,000 supply program were under way as early as the beginning of November, and by January 15, 1949, shipments were en route or completed on all items of food except margarine (55% shipped), sugar (70% shipped), and dried fruits (50% shipped). The first shipment of blankets arrived in early December.

3. The principle of procuring supplies with similar currencies in the same proportion as the currencies received from UNRRA residual assets was adhered to as closely as possible. In contrast to the emergency

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/shipments made 7 pp

shipments made under the first \$411,000 allocation, which were virtually all purchased with U. S. dollars, and the highest proportion of which were purchased in the U. S. itself, supplies for the additional two million dollar program were largely purchased with non-dollar currency and came from widely separated world areas; thus, wheat was purchased with sterling from Abyssinia, wheat flour with Australian pounds from Australia, sugar from Cuba (pesos from UNAC contribution), part of the margarine and meat with Australian pounds, and blankets and a quantity of DDT from the United Kingdom with sterling. The milk and part of the margarine were purchased with dollars, although powdered whole milk and margarine were being delivered from European suppliers.

4. Due to the emergency situation in the Middle East, with the estimated numbers of refugees increased to about 800,000, compared with the estimate of 500,000 in October, and an increase, therefore, in potential UNICEF beneficiaries from 250,000 to 350,000, quick action was necessary to get supplies into position for meeting these growing needs.

UNICEF WORKING ESTIMATES
OF PALESTINE REFUGEES
IN MIDDLE EAST

	<u>October 1948</u>	<u>December 1948</u>	
	<u>Total</u>	<u>Total</u>	<u>UNICEF Categories c/</u>
Lebanon	60,000	120,000 a/	30,000
Syria	80,000	80,000 a/	30,000
Transjordan	85,000	88,000 a/	35,000
Palestine-North	155,000	265,772 b/	130,000
South	85,000	215,000 a/	100,000
Israel	<u>35,000</u>	<u>47,500 a/</u>	<u>25,560</u>
Total	500,000	816,272	350,560

a/ Official government figures; figure for Transjordan believed to be more likely 65,000.

b/ Figure given by U.N. representative.

c/ Based on numbers fed in camps for Lebanon and Syria; other areas on estimates of mother and child categories.

/Despite a shipping

5. Despite a shipping strike which occurred in the U.S. during this period, the Fund was able, due to its world-wide area of operations, to divert cargoes on the way to other receiving countries which had stores for immediate needs and rush these supplies to the Middle East, including shipments to Port Said for Southern Palestine. The supplies are divided approximately 60% to Beirut, 30% for Port Said, and 10% for Haifa.

Administrative Arrangements.

6. The United Nations Disaster Relief Project formally ceased its activities on December 1, 1948. The new organization to handle the over-all relief for refugees, U.N. Relief for Palestine Refugees, with whose operations UNICEF work will be coordinated, is headed by Mr. Stanton Griffis of the United States. I had the opportunity to hold conferences both with Mr. Griffis and Dr. Bayard Dodge, formerly President of the American University in Beirut and now adviser to Mr. Griffis, before their departure to the Middle East. Further consultation by Mr. Davidson, the Director of the UNICEF European Office, was held with Mr. Griffis and with representatives of the International Committee of the Red Cross, the American Friends Service Committee and the League of Red Cross Societies who will organize the field distribution of all United Nations relief supplies, including those of UNICEF. Agreements defining relations with the Program for Palestine Relief and the voluntary agencies were negotiated. The UNICEF Middle East Mission, of course, maintains close working contact with the local representatives of these organizations as well as with the new Chairman of the Palestine Relief Program.

7. Agreements were signed on December 18th between the Director of the United Nations Relief for Palestine Refugees and the three voluntary agencies embodying all detailed arrangements to implement the relief program. The United Nations agreed to recognize the three voluntary agencies as independent and autonomous organizations which will carry out the distribution of relief supplies received at a port of destination from the United Nations as donor, under their sole responsibility. The three voluntary agencies agreed also to the principle of equitable distribution of relief, taking into account the numerical /importance of the

importance of the respective communities to be assisted, on the basis of minimum essentials without discrimination as to race, creed, nationality or political belief. Further, the three voluntary agencies agreed to recognize the special position of UNICEF in respect to the United Nations relief programme, expecting that an over-all agreement may be reached between the Director of the United Nations Relief for Palestine Refugees, UNICEF and each of the three voluntary agencies to coordinate the work of UNICEF into the over-all program.

8. In view of this situation, the Fund entered into an agreement with each of the voluntary agencies stating that UNICEF placed with these voluntary organizations responsibility for the organization of distribution in feeding centers. UNICEF reserved for itself the right to discuss and agree to any program and plan of operations carried out by the voluntary agencies for the specific UNICEF beneficiary categories and the right to supervise the distribution. Provisions were made to ensure close collaboration between UNICEF and the voluntary agencies as regards requirements and supply programs. The voluntary agencies were also requested to render supply accounts in the usual way on the use of supplies handed over to them by UNICEF representatives, and to refer in their publicity to the origin of all goods and services supplied by the Fund.

9. Although the above plan has been adopted in principle, it will be practically carried out only gradually. The voluntary agencies must also have time to negotiate practical arrangements with the governments concerned to obtain facilities for the handling of supplies in the same way as UNICEF does.

/The Fund will

10. The Fund will for this reason still continue operations on the present scale and only gradually hand over responsibility for distribution, transporting and warehousing, etc., to the voluntary agencies. It is contemplated to set up an allocation board with the representatives of all three voluntary agencies, United Nations Relief for Palestine Refugees and the United Nations International Childrens Emergency Fund, that would coordinate programs, requirements, allocations, etc. A similar coordination will have to be reached between the supply departments of United Nations and UNICEF. UNICEF has in addition agreed in principle to lend its own supplies (in exceptional cases, and when earmarked, such as wheat) for general relief purposes, where the Fund is in a position to put them at their disposal, provided replacement of stocks is assured.

Agreement with WHO

11. Concerning the participation of WHO in the Palestine Relief, an agreement has been reached between WHO, the United Nations Relief for Palestine Refugees and the three voluntary agencies, for the assignment of a member of the WHO staff to coordinate the public health and epidemic prevention aspects of the health problems in all three areas. Dr. G.D. Cottrell, of New Zealand, has been assigned to this task. WHO has declared its readiness to assign as an emergency a limited amount from the one million dollars from UNRRA to Dr. Cottrell to expend on such obviously needed projects as malaria control, etc. UNICEF has similarly accepted Dr. Cottrell as Medical Adviser for any medical projects that would be financed out of the present UNICEF allocations for relief purposes in Palestine.

Field Operations

12. The Executive Officer of UNICEF, Mr. Karl Borders, made a short visit to the Middle East area between the 15th and the 18th of December. Mr. Borders was able to confirm the extremely needy situation of the refugees, both in Lebanon and Israel, and witnessed directly the distribution of UNICEF supplies and feeding operations.

/With the extension

13. With the extension of the area of operations involving the assistance of UNICEF supplies, the Fund now has representatives in Lebanon, Transjordan, Syria, Israel, and Southern Palestine. Ports for the reception of UNICEF supplies are now Beirut for Northern Palestine, Lebanon, Syria, and Transjordan; Port Said for Southern Palestine and Egypt; and Haifa for Israel.

14. Refugees have not only increased in numbers but have shifted from area to area due to military operations, movements from mountain areas to the plains and the progressing organization of refugee areas in certain countries. Generally, Syria, Lebanon and Israel have been able to organize shelter and some food distribution to their refugees; in Transjordan, and in Northern and Southern Palestine, which lack civil governments, conditions have not improved on the whole. Transport difficulties also affect distribution of supplies through to Transjordan and Northern Palestine from Beirut. For Southern Palestine Port Said is being organized as an entry port, but military operations have hindered the widescale organization of relief. The Government has not assumed responsibility for refugees in Southern Palestine.

/The following

15. The following table gives certain basic facts about the field operations:

<u>Area</u>	<u>Date UNICEF Feeding Started</u>	<u>Where UNICEF is feeding</u>	<u>Participating Local Organizations</u>	<u>Govt. Matching</u>
Syria	October 1948	Camps, hospitals with refugees	Red Crescent & Boy Scouts	40 Piasters daily per refugee
Lebanon	October 1948	Camps, milk kitchens	Lebanese Red Cross Belgian Volunteers	60 Piasters for refugees in camps. Flour for others
Transjordan & Northern Palestine	Mid-November 1948	Camps, milk centers & non-organized areas	Transjordan authorities. Local Arab committees	No longer.
Southern Palestine	Late Dec. 1948	El Gaza area.	Int'l Red Cross	None
Israel	Mid-November	Arab villages, Schools, Infant welfare centers	Israel Authorities Mogen David Adam	Food