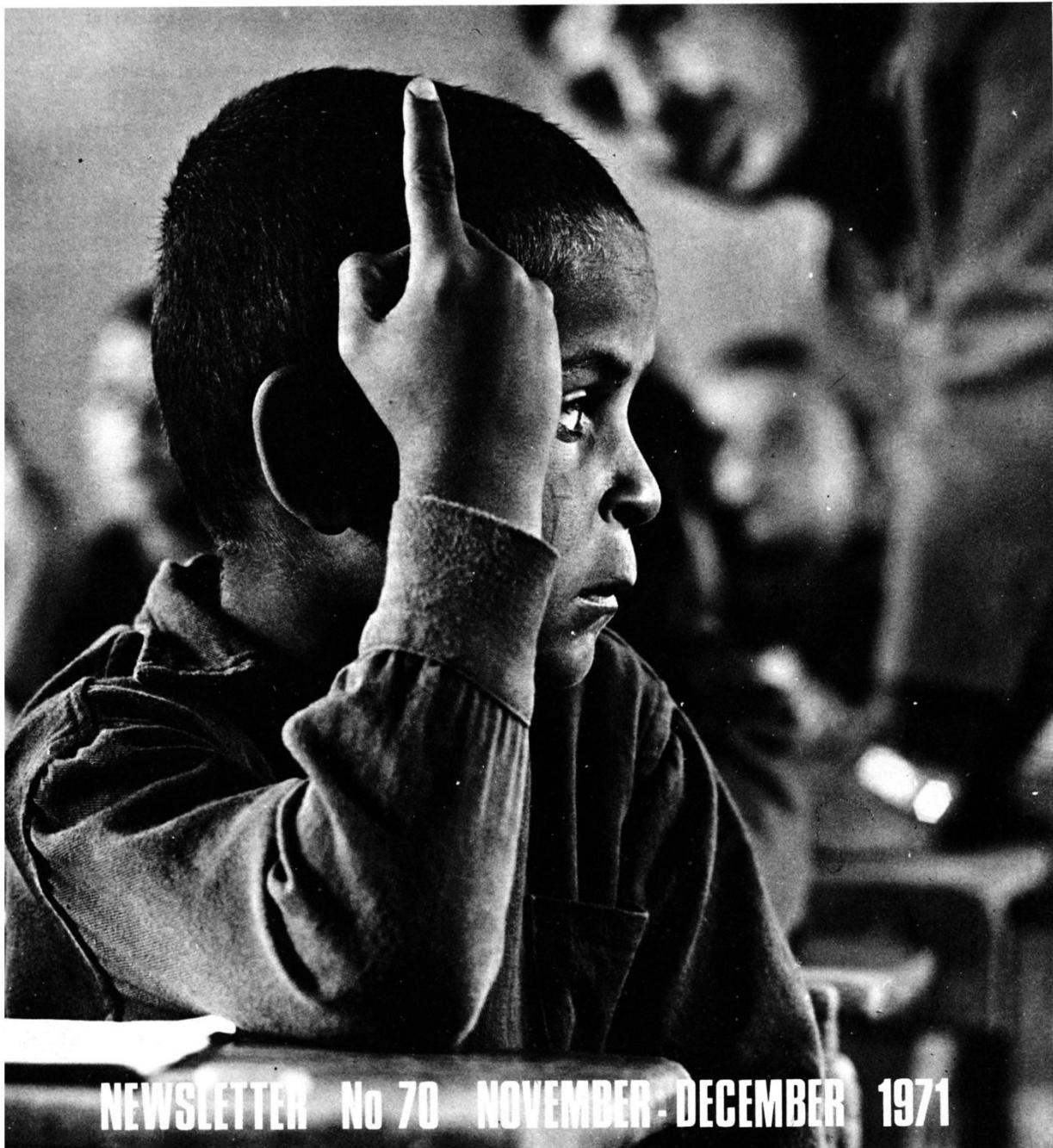


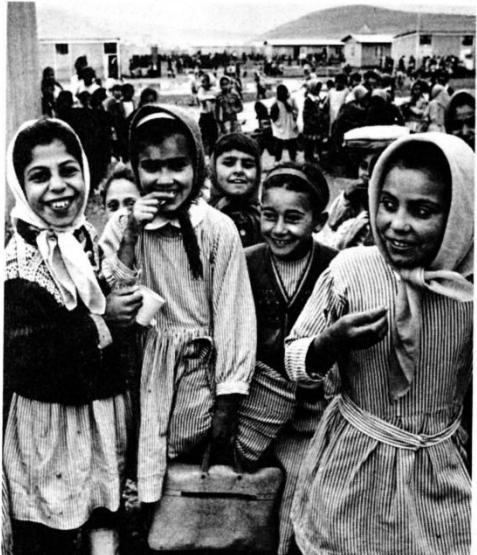
PALESTINE REFUGEES TODAY



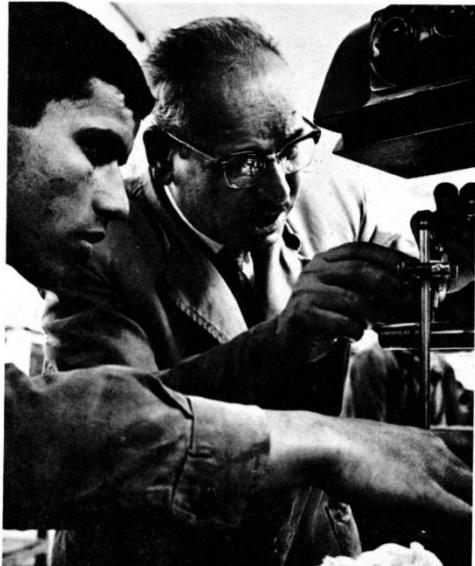
NEWSLETTER No 70 NOVEMBER-DECEMBER 1971



**UNITED NATIONS RELIEF AND WORKS AGENCY
FOR PALESTINE REFUGEES IN THE NEAR EAST**



The financial crisis threatens both general education, a human right in the modern world, and ...



Vocational training, "the most constructive aspect of the Agency's work".

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Front Cover: One of nearly 200,000 refugee children in UNRWA/Unesco elementary schools. Between this school year and the next, enrolment in elementary schools is expected to increase by 12,000, requiring 300 additional teachers.

FURTHER INFORMATION MAY BE OBTAINED FROM:

UNRWA Public Information Office
Museitbeh Quarter
Beirut
Lebanon

UNRWA Liaison Office
Palais des Nations
Geneva
Switzerland

UNRWA Liaison Office
United Nations
New York
U.S.A.

WORKING GROUP REPORT EMPHASIZES 'THE GRAVITY OF THE SITUATION'

Confronted with the disappointing results of the Pledging Conference in late November 1970, on 7 December the General Assembly set up a Working Group on the Financing of UNRWA. The necessity for the establishment of such a group was further demonstrated by the deficit incurred by UNRWA every year since 1963 except 1967.

Nine states accepted membership in the Working Group: Turkey (Chairman), France, Ghana, Japan, Lebanon, Norway, Trinidad and Tobago, the United States and the United Kingdom. The purpose of the group was to explore possible sources of assistance to meet UNRWA's immediate cash crisis and to propose methods of dealing

with the separate, long-term financial problem.

The Working Group presented its report (A/8476) to the General Assembly on 26 October 1971. Forced by the seriousness of the immediate cash crisis to concentrate on that aspect of UNRWA's financial problem, the Working Group asked the General Assembly for a one-year extension of its mandate in order to allow it to submit proposals for long-range financing of the Agency. In December this one-year extension was given (resolution 2791 (XXVI) see page 20).

Excerpts from the Working Group's report of 26 October appear below:

CONCLUSIONS AND RECOMMENDATIONS

The Working Group has based itself on the assumption that no solution of all the existing problems in the Middle East, including a just and lasting settlement of the problem of the Palestine refugees, appears likely in the immediate future.

Consequently, the Working Group believes that it will be necessary to maintain the activities of UNRWA in the immediate years to come (for which an extension of the Agency's mandate, due to expire on 30 June 1972, would be required).

The Working Group's analysis of UNRWA financing has revealed that the burden of meeting the cost of services to the Palestine refugees during the last two decades since the creation of UNRWA has been consistently borne by the same con-

tributors with a prevailing heavy imbalance among the different Member States in particular, and the various geographic regions in general.

Furthermore, the Working Group's efforts directed to the United Nations family of organizations have shown that there are constitutional requirements to be satisfied before additional assistance from these sources can be received and that in any case, the contribution from these sources can only be marginal.

The Working Group has identified two main problems with regard to the future activities of UNRWA: (a) the short-term problem, i.e. the financing of these activities in 1971 and 1972; (b) the longer-term problem, i.e. the financing of the activities in

the years beyond 1972.

The Working Group has concentrated its work on the short-term problem. According to information received from the Commissioner-General of UNRWA, the UNRWA deficit for 1971, although considerably reduced compared with the original estimates, will nevertheless amount to approximately \$2.4 million, including \$1.4 million in withheld subsidies to Governments.

With regard to 1972, the Commissioner-General has informed the Working Group that a deficit of \$6.5 million is foreseen on the assumption that Government contributions in 1972, including special contributions, will provide the same financial support for operating expenditure as in 1971. This estimate includes \$1.4 million for subsidies to Governments for 1972. It is also assumed that flour will cost \$1.1 million more in 1972 than in 1971.

The Commissioner-General has furthermore informed the Working Group that the estimated deficit for 1971 of \$2.4 million will reduce the Agency's working capital to approximately \$3.2 million by the end of 1971.

After having considered various suggestions which have been made to transfer all or part of the expenses of UNRWA (for example, the salaries of the Agency's international staff), to the regular budget of the United Nations, the Working Group has concluded that the present system of financing by voluntary contributions should be continued.

Consequently, the Working Group is duty-bound to point out and emphasize the gravity of the situation. Extraordinary efforts and exceptional measures are required to secure the maintenance of UNRWA's activities at their present level. The Working Group took note of the Commissioner-General's statement that, unless the necessary voluntary contributions are forthcoming, he will be compelled, during the year 1972, to reduce some activities in one or more of UNRWA's three main fields of operation: relief, health and education, in which case the relevant provision of the Working Group's interim report as approved by the General Assembly in 2728 (XXV) would apply.

A paper prepared by the Commissioner-General showing the possible implications

Camp sanitation provides an "essential service" and gives employment to refugees



and consequences of such reductions is to be found in annex III. The Working Group noted those implications and consequences with concern. The Working Group also noted the opposition to reductions which host Governments have expressed.

Concerning the financing of the UNRWA activities for 1972, the Working Group recommends that:

- (a) in view of the fact that only 65 Governments have made or are expected to make voluntary contributions to UNRWA for 1971, a special and urgent appeal should be made to the non-contributing Governments, some of whom have the financial and economic capacity to make substantial contributions;
- (b) In view of the size of the estimated deficit referred to above, appeals should be made to all Governments to pledge their voluntary contributions as a matter of the highest priority;
- (c) Those Governments which in previous years have given substantial contributions should be requested to consider increasing their 1972 contributions beyond the level of their 1971 contribution;
- (d) A general appeal should be made to Governments and other potential contributors to offer contributions in kind, especially flour, sugar, soap and tinned meat;
- (e) Special efforts should be made in order to identify specific projects or areas of activity in which the other agencies of the United Nations family could assist UNRWA to discharge its responsibilities, by providing appropriate assistance for the Palestine refugees.

The Working Group recommends that the General Assembly request the Secretary-General and the Chairman of the Working Group to consult with appropriate United Nations agencies early in 1972 to consider the possibility of obtaining additional



One of every 10 refugee children below 15 receives a daily meal at an UNRWA supplementary feeding centre.

al assistance from the said agencies, in respect of at least some of the present UNRWA services, in conformity with modalities to be worked out with the agencies and in accordance with their constitutional requirements;

(f) Special efforts should also be made to obtain voluntary contributions from non-governmental sources; in particular, Governments could be urged to draw the attention of commercial enterprises and humanitarian institutions and organizations in their respective countries to the present financial crisis of UNRWA with a view to obtaining voluntary contributions from such enterprises, institutions and organizations (for example, oil companies), particularly those with affiliations in the area;

(g) In order to ease the liquidity crisis of UNRWA, Governments and other contributors should be urged to pay their voluntary contributions for next year as early as possible in 1972;

(h) An appeal should be made to Governments to indicate, if possible, their pledges to UNRWA beyond 1972 at the pledging conference for 1972;

(i) The General Assembly should request the Working Group, on the assumption that its mandate is extended, to follow up all these appeals with Governments bilaterally and with regional organizations, as well as all appeals to other organizations.

With regard to the longer-term problem, i.e. financing of UNRWA activities in the years beyond 1972, the Working Group has come to the conclusion that, in view of the existence of a fundamental weakness in the financing of UNRWA, more than temporary or annual efforts for bridging chronic deficits are required.

The Working Group thus recommends that:

(a) A basic reappraisal of UNRWA's current operation should be undertaken with a view to continuing the comprehensive study of UNRWA finances and to determining the extent to which additional assistance might be obtained from international agencies, in order to establish the operation on more secure and solid foundations;

(b) The feasibility of establishing a high-level international committee comprised of leading and influential philanthropists in each potential donor country should be considered; such a committee might be requested to meet under the chairmanship of the Secretary-General with a view to reviewing past performance in voluntary contributions of each country and indicating targets for coming years, which each committee member would seek to realize for his own country;

(c) The feasibility of issuing special UNRWA stamps, the proceeds of which would in whole or in part be channelled to the

Agency, should be considered by Governments; the feasibility of issuing a special United Nations stamp for the same purpose should also be considered.

In view of the above considerations, the Working Group recommends that its mandate should be extended for another year.

ANNEX III

EXCERPTS FROM PAPER PREPARED BY THE COMMISSIONER-GENERAL OF UNRWA SHOWING THE FINANCIAL EFFECTS AND OTHER IMPLICATIONS OF REDUCTIONS IN UNRWA SERVICES.

On the basis of present (August 1971) estimates of income and expenditure for 1972 UNRWA will incur a deficit of \$6.5 million.

Features of UNRWA's income that are relevant to any consideration of programme reductions are that in 1972 no less than \$13.6 million is expected to take the form of donations of services or of commodities, mainly flour, oil and rice, and that of the cash contributions \$4.1 million will be earmarked by donors for specific items.

Supplementary feeding: UNRWA operates both a "normal" programme of supplementary feeding for vulnerable groups and an "emergency" programme introduced after June 1967. The normal programme has three elements:

(a) Hot meals: Nutritionally balanced hot meals are provided on six days a week to children from 1-6 years of age who attend Agency supplementary feeding centres and to older children and sick adults on medical recommendation (ceiling for all categories 49,000). The estimated cost in 1972 is approximately \$1.2 million. The result of cessation of hot meals might well be an increase in the incidence of serious malnutrition leading to higher rates of sickness.

(b) Milk distribution: Issues of reconstituted whole/skim or skim milk mixture are made to various categories of refugee children, expectant and nursing mothers and sick refugees. The potential annual saving from elimination of the item is \$250,000.

(c) Extra dry rations: Pregnant women from the fifth month of pregnancy, nursing mothers for one year after delivery, receive monthly 3,000 grams flour, 825 grams pulses and 200 grams of oil or fat and tuberculosis outpatients and all children in the age group 6-10 years receive monthly 500 grams of CSM (corn/soya mixture). The cost of extra dry rations budgeted for 1972 is \$200,000.

Emergency supplementary feeding: This programme was introduced after the 1967 hostilities for categories of refugees most directly affected by their aftermath.

(a) Hot meals: Entitlement to hot meals was extended to displaced children aged 6-15 years in east Jordan and Syria, with a ceiling of 11,500 beneficiaries. The cost of emergency hot meals for 1972 is \$192,000.

(b) Milk distribution: Entitlement was extended to additional categories at a cost estimated at \$31,000 for 1972.

(c) Extra rations: A protein supplement consisting of one 12 oz. tin of meat and 500 grams of CSM monthly is provided to certain categories at an estimated cost in 1972 of \$285,000.

If the entire emergency supplementary feeding programme were eliminated, there would be an annual saving of about \$510,000.

Health services: The estimated cost of the programme in 1972, excluding common costs, is \$5.6 million, of which \$446,000 represents subsidies to governments for medical services provided to refugees payment of which is at present withheld.

(a) Medical services: Medical, dental, and maternity and child welfare services are available to Palestine refugees registered for services in 90 UNRWA health centres.

UNRWA has the use of about 1,700 beds in private or government hospitals, and it-self runs one cottage hospital in the West Bank. Subsidies to governments for the use of hospital beds are being withheld. If subsidies for beds in private hospitals were also withheld, an immediate crisis could be expected. The cost of

general hospital care to UNRWA in 1972, exclusive of subsidies to Governments amounting to \$382,000 is estimated to be \$776,000.

(b) Environmental sanitation: Environmental sanitation is provided by the Agency in refugee camps and is estimated to cost \$1.6 million in 1972. The main items are refuse and sewage disposal (\$1.1 million) and water supply (\$235,000). These are essential services which it would be impossible for the Agency to abandon, unless some other authority were prepared to take them over.

Education services

(a) Elementary education: There are expected to be 197,760 children, with 4,935 teachers, in the elementary cycle in the school year 1971-72, and 209,730 children, with 5,210 teachers, in 1972-73. The cost is expected to be \$10.25 million in the budget year 1972.

(b) Preparatory education: There are expected to be 62,240 children with 2,155 teachers, in UNRWA/UNESCO schools in this three-year cycle in the school year 1971-72, and 64,440 children, with 2,280 teachers, in 1972-73. The cost in budget year 1972 is expected to be \$5.1 million.

If UNRWA has not the funds to continue general education on the present scale, the only alternative authorities in the host countries to take over both schools and teachers are the host Governments, but the undertaking would present them with serious administrative, financial and political problems.

(c) Vocational and professional training: The Agency expects to operate eight training centres in 1972. The cost of these centres in 1972 (including international specialists) is expected to be \$3.25 million, of which no less than \$2.3 million will be met from special contributions earmarked for or identified with particular centres. Savings of \$1,100,000 in a full year, on the basis of the 1972 budget, could be made by eliminating some training centres and concentrating on remainder. The effect would be to curtail severely the most constructive aspect of the Agency's work.

STATEMENT OF THE COMMISSIONER-GENERAL OF UNRWA AT THE SPECIAL POLITICAL COMMITTEE*

Thank you for giving me this opportunity to present the Report of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East for the period ended 30 June 1971 (A/8413).

I believe the Report again fully demonstrates the need for UNRWA's services and their value to the Palestine refugees, and I invite the Committee's attention to paragraph 2 of the Introduction, in which I have sought to dispel misconceptions about the Agency's responsibilities and its task which may have inhibited contributions.

The anxiety of the Agency about the future of the United Nations programmes for the Palestine refugees is deepened by our awareness of the present impasse reached in the implementation of Security Council resolution 242. For so long as there is no peace settlement in the Middle East, which must include a just solution of the refugee problem, the need for UNRWA's services continues, and yet, despite this need, there is still no guarantee that the funds required for their maintenance will be available.

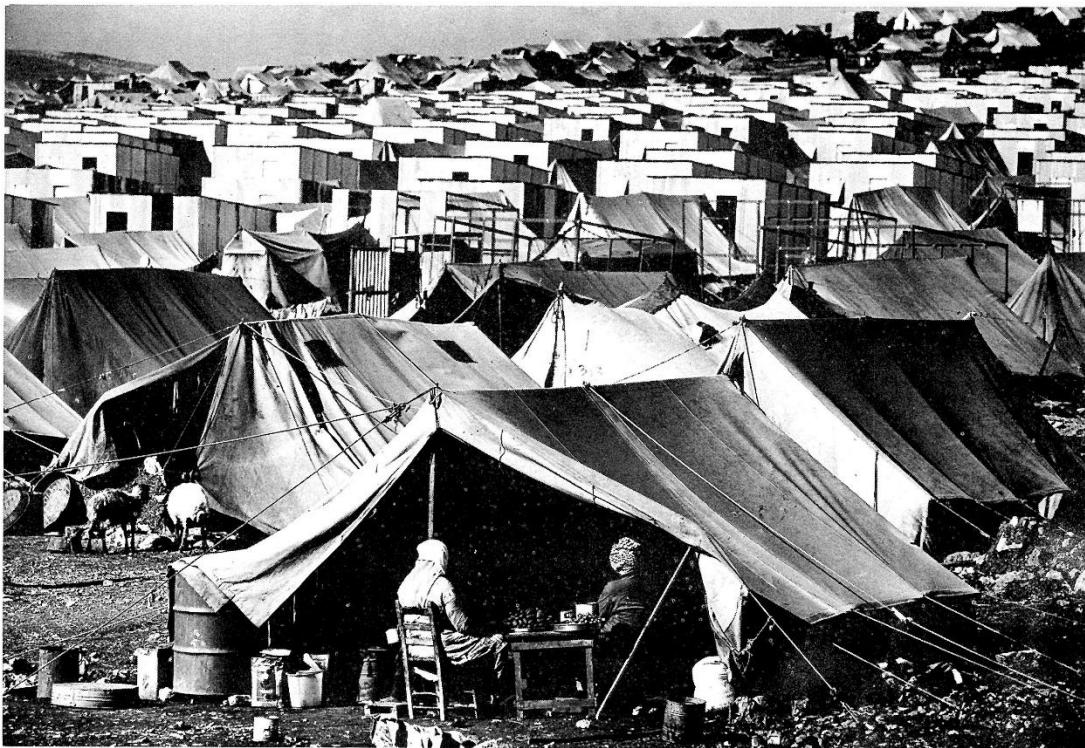
To appreciate the dimensions of UNRWA's programmes it is necessary to look at both the distribution of the refugee population and the nature and the scale of the programmes. Out of a total of over 1,400,000 Palestine refugees registered with UNRWA, more than 500,000 are in east Jordan, including over 200,000 who left the West Bank of Jordan and Gaza because

of the hostilities in 1967; nearly 600,000 are in the occupied territories of the West Bank and Gaza, including more than 300,000 in Gaza; and about 340,000, or less than a quarter, are in Lebanon and Syria. It is obvious that UNRWA is not dealing simply with the consequences of the events of 1948 but with the consequences of those events compounded by the consequences of the events of 1967, and I have sometimes the impression that neither this nor the current task of UNRWA is everywhere understood.

I should like to invite the attention of delegates to Annex III of the Report of the Working Group on UNRWA's finances (see pages 6 & 7) which sets out the activities that comprise UNRWA's programmes, their cost and some of the implications of reductions in them. I hope this information will illuminate the Agency's problems for this Committee also, and will illustrate just how painful the choices will be if, for lack of funds, the programmes cannot be maintained at their current level.

Delegates will note that many of the Agency's services are similar to those provided by governments for their own people, frequently with the assistance of international agencies. The Working Group has referred to the possibility of further assistance from the specialized agencies, noting, however, that there are limitations on such assistance. It could, nevertheless, make a useful marginal contribution if sufficient flexibility were possible to take account of the special circumstances of the Palestine refugees and

*17 November 1971



At "home" in Huson emergency camp, east Jordan, where refugees live in pre-fabricated shelters but retain their tents as additional "rooms".

the staffing arrangements of UNRWA. I invite attention, for instance, to the supplementary feeding of children and other vulnerable groups and to the preventive and curative medicine carried out in the network of maternity and child welfare clinics. Notably, of course, there is the programme of education and vocational training, described by the Director-General of Unesco, in co-operation with whom it is conducted, as "the most ambitious educational undertaking under international administration". When I said in the paper reproduced as Annex III of the Working Group's report that education was a "major cause" of the Agency's financial difficulties, I did not, of course, mean that the educational programme was to be criticised on this ground but simply that its growth had made the financial problem more acute. On the contrary, it is the

Agency's most constructive programme and there can be no doubt about the value the Palestine refugees place on it.

But paragraph 22 of the Annex to the Working Group's report shows how, under the joint pressures of population growth and the more widespread demand for education common to the whole world, the number of children in UNRWA/Unesco schools has almost doubled in the last decade to reach the figure of nearly a quarter of a million. The importance of this programme to the Palestine refugees cannot be exaggerated: for it means that, whatever the future may hold for them, they will not be handicapped in their individual efforts to become self-supporting by lack of educational opportunity in the present. In addition to the system of nine years of general education, there are the training



Gastro-enteritis: this little boy lived...

centres and the scholarships which offer education to several thousands of young Palestinians each year, enabling them eventually to help their families, and to contribute to the further education of their brothers and sisters, while at the same time they supply skills essential to the economic development being carried out by the host and other governments on which the availability of employment for all who live in the region will depend. It would be tragic if this educational opportunity were to be denied to refugee children and there were to be a retreat in their respect from the principle of equality of educational opportunity which the United Nations supports and which the UNRWA/Unesco educational system has so

far been able to practise.

And yet, as delegates will realise from Part V of the Working Group's report and from Annex III, there is now an immediate threat of such a retreat, (despite) a substantial improvement in the Agency's income this year. The present position is that total income, at more than \$46 million, will be higher than ever before, and the deficit, including provision for withheld subsidies to governments amounting to \$1.4 million, is now expected to be about \$2 million, against an expected deficit of between \$5.5 and \$6 million just after the Pledging Conference last year.

I should like to express my appreciation on behalf of UNRWA to the governments whose contributions made possible this improvement and to those who launched or supported appeals for new or increased contributions. In this connection the efforts of the Chairman of the Working Group, Ambassador Eren, and of the Director-General of Unesco, who was supported by a series of visits on his behalf by Dr. Mansour Khaled, were most helpful. The Agency has, of course, also done what it can, not without some success. I would recall, however, that my predecessor said on more than one occasion that the duty of raising the funds required for the Agency's programmes is one that the General Assembly has never laid upon the Commissioner-General.

I believe this improvement in income justified deferment of further reductions during 1971 in order that the General Assembly might be able to reconsider the problem in the light of the Report of the Working Group and provide some guidance on the policy it would wish to see followed. Unfortunately, the outlook for 1972 is very discouraging. In order to maintain the Agency's present programmes, with higher unit costs and more children in the schools and therefore more teachers, expenditure of \$51 million approximately will be required; while even if all government contributions are maintained at the level reached in 1971, and there is as yet no certainty in that respect, income will fall short of expenditure by



... This little girl didn't.

about \$6 million (including provision of \$1.4 million for the government subsidies). This will be more than the working capital remaining at the end of 1971, and the implication is clear: the Agency will not be able to maintain its programmes unless a substantially higher level of income is assured by the results of the Pledging Conference to be held on 30 November. If there is no such assurance, then, preparatory action to curtail expenditure will, regrettably, have to be taken. Moreover, unless the Agency can obtain substantial immediate payment of 1972 contributions in January, or can take advantage of short-term assistance from the United Nations, as authorised by the General Assembly at the last session - and the Fund may be fully committed to the United Nations' own requirements - there will be a cash crisis as early as January.

What reducing services will mean in practice, I have tried to describe in Annex III in factual terms, but the Committee can readily imagine the impact on the refugees, on the host governments and, by

repercussion, on UNRWA and on the United Nations as a whole. I have explained why the scope for effective savings on basic rations is so limited: the commodities comprising these rations are mostly donated in kind and for the most part a reduction would not release funds for the maintenance of other programmes. I should perhaps remind the Committee that only about 830,000, or less than 60%, of the refugees registered with UNRWA now receive basic rations. A ceiling was put on the number of rations to be issued many years ago. In any event the only ration commodity the Agency now purchases is sugar, at an approximate annual cost of \$800,000, which represents the only cash saving possible in the basic cost of rations.

The one programme in relief services which offers scope for saving money which could be used to maintain other activities is supplementary feeding. It is a relatively expensive programme, directed to the vulnerable groups, mainly young children, who most need a supplement in their diet, given the calorific and

protein deficiencies of the basic rations (and the exclusion of many children from basic rations because of ceilings). I must make quite clear that my medical advisers foresee an increase in the incidence of malnutrition if this programme has to be eliminated. It is not an easy option.

It will be appreciated also that this is the kind of programme many governments provide for their own children, with or without the help of international agencies. Like much UNRWA does, therefore, it can be regarded as part of a broader humanitarian programme which is not confined to refugee children, but in which UNRWA is the international community's instrument for serving a population for which the United Nations feels a special responsibility.

Before leaving the relief programme I should mention that in the emergency camps established after June 1967 in east Jordan and Syria the replacement of tents by more substantial shelter will be completed from funds in the 1971 budget. It has been a long job because UNRWA's financial difficulties have made it dependent on the availability of special contributions.

The main emphasis of the health services provided for the refugees is on preventive medicine. The Agency is directly responsible for only one small hospital (though it shares responsibility for a tuberculosis hospital in Gaza), and where hospital services are provided for the refugees by governments, it has been obliged to withhold the payment of subsidies for lack of funds. I appreciate that this action has thrown an additional burden on the governments concerned and I am afraid that at present I see no prospect that payments can be resumed.

The preventive medicine carried out by the UNRWA Department of Health, directed by staff provided by the World Health Organization but employing mostly Palestinian doctors, nurses and other medical workers, can take credit for the absence of epidemic disease among the refugee population, despite their dietary deficien-

cies and their generally poor living conditions, for the low level of infantile mortality, and for some spectacular reductions in the incidence of individual diseases. The number of cases of trachoma, for instance, a communicable eye disease, has been cut in the last ten years from over 15,000 to under 1,200 in a larger population. Cholera appeared for the first time in the area of operations in the second half of 1970. Had it not been for the network of UNRWA clinics, which facilitated early detection and treatment and mass immunization; for the school and the health education services, which had raised the standard of personal hygiene; and for the camp sanitation services, the number of cases and the number of deaths, among the refugee population, and among the general population of the host countries, would undoubtedly have been higher. As regards the sanitation services, I should explain that UNRWA has retained this responsibility since it took over the first camps established for the Palestine refugees. They cost over \$1 million, mainly in wages of labour, but if the responsibility were simply abandoned, and the refugees employed in them discharged, there would be an unacceptable risk of disease. Unless more income can be found, however, a cruel choice may be presented between terminating some sanitation services, closing some clinics, and declining to accept further responsibility for fees for refugee patients in private hospitals where there are no government facilities.

I have already spoken of the education programme, which UNRWA and Unesco, our partners in it, value as highly as the refugees themselves. It has enabled refugee children in the occupied territories to follow the same curricula and to sit for the same examinations as before 1967 and in this connection the association of Unesco with UNRWA has been crucial in regard to textbooks and, in Gaza, the secondary school leaving certificate examination. Paragraph 109 of the annual report records the delivery of a large number of copies of textbooks to schools in the West Bank of Jordan and in Gaza, and paragraph 111 the holding for the second time in Gaza of the secondary school

leaving certificate examination of the Arab Republic of Egypt. This examination has since been held for the third time.

The education programme is a major undertaking, both in size and importance to the refugees. It is, I believe, bigger than the education systems of a significant number of Member States. For the refugees it has been called a lifeline to the future. That lifeline is in danger of being cut. For the main weight of the Agency's cash expenditure is on the education programme.

I do not think anyone with more than a superficial knowledge of UNRWA has ever accused it of being an extravagant organization or even, for that matter, an inefficient or ineffective organization. I do not know of any other international organization that has succeeded, for instance, in cutting its international staff by about one-third while its budget has been increasing in the same proportion - and may I interject here a note of disappointment that the Working Group, for reasons I understand but regret, has felt unable to recommend that the cost of UNRWA's small international staff should be a charge on the United Nations budget, as is the case with the international staff of the High Commission for Refugees. We have not allowed our activities to proliferate and, with the exception of some extension of vocational training, an activity all our contributors commend, and which has been offset by the receipt of special contributions towards the capital and operating cost, our increased expenditure has been the direct result of rising costs and population growth.

Nevertheless, UNRWA's continuing programmes are now in jeopardy. The Palestine refugees, who have suffered so many misfortunes, whose fate has so often been in the hands of others, are now experiencing the agonizing threat of an even darker and more uncertain future, in which the help the United Nations has given them will dwindle by attrition, and with it their hopes for their children. This may be the last chance of preserving intact the United Nations' programmes for the Palestine refugees, and I ask the

delegates in this Committee to consider most earnestly with their governments the desirability of some concerted action in the context of which the total amount required would be insignificant in comparison with other expenditures.



With the UNRWA/Unesco school system endangered, the Palestine refugees face a new threat to "their hopes for their children".

JOINT APPEAL BY ASSEMBLY PRESIDENT
AND SECRETARY-GENERAL FOR FUNDS TO
ENSURE CONTINUATION OF ASSISTANCE
PROVIDED BY UNRWA TO PALESTINE RE-
FUGEES

The following joint appeal by the President of the General Assembly, Adam Malik, and the Secretary-General, U Thant, for funds to ensure the continuation of the assistance provided by the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) was read today in the General Assembly's Special Political Committee by Robert E. Guyer, Under-Secretary-General for Special Political Affairs:

The President of the General Assembly and the Secretary-General of the United Nations have noted with gratitude the efforts exerted in the course of the past year by the Working Group on the Financing of the United Nations Relief and Works Agency for Palestine Refugees in the Near East and the generous response by many Governments, specialized agencies and non-governmental organizations to meet the financial crisis threatening the Agency's services to Palestine refugees.

In spite of these efforts the financial situation of the Agency remains serious. If the Agency is to maintain its present essential relief, health and educational services in 1972, \$6 million more will be required than was provided in 1971 in support of recurrent expenditure on operations.

The President and the Secretary-General feel that a reduction of the Agency's health and educational services to Palestine refugees would not only aggravate the misery and anguish of these long-afflicted people, but would increase the tensions and contribute to the instability of the situation in the area. For both these reasons it is essential that the required funds be obtained.

The President and the Secretary-General appeal to the States Members of the United Nations or members of specialized agencies, as well as to non-governmental organizations and private individuals, to join in this collective humanitarian effort to ensure that the United Nations assistance to Palestine refugees will continue unimpaired. They believe this goal could be achieved relatively easily and without painful sacrifice by any Government if the burden was more widely shared. In the conviction that assistance to Palestine refugees is a collective responsibility of the international community, the President and the Secretary-General earnestly hope that all Governments as well as non-governmental organizations and private individuals, will respond generously to this appeal.

17 November 1971

UNESCO URGES NEW INTERNATIONAL
EFFORTS TO SUPPORT EDUCATION OF PALESTINIAN REFUGEES
- 22 November 1971 -

An urgent plea for renewed international assistance to finance education for Palestinian refugees in the Near East was made at the United Nations today by Alfonso de Silva, Director of the United Nations Educational, Scientific and Cultural Organization Office (UNESCO) for Liaison with the United Nations in New York.

Speaking in the Special Political Committee of the United Nations General Assembly, which is currently considering means to finance the United Nations Relief and Works Agency for Palestinian Refugees (UNRWA), Mr. de Silva states, on behalf of Rene Maheu, Director-General of UNESCO, that, although a number of governments and non-governmental organizations had responded generously to a pressing appeal made at the beginning of this year, contributing approximately \$1,000,000 in cash and an additional \$700,000 in kind, the prospects for continuing UNRWA's educational programme in its current scope during 1972 were disturbing.

The expenses of the programme continue to grow, said Mr. de Silva, simply because of the growth of the school-age population of the refugees. He stressed that, since it was impossible to limit the outlay for basic education, reductions in the programme would necessarily affect technical and professional training.

This reduction would deprive a number of young refugees of the opportunity to acquire those skills which permit them to play an active role in economic and social development.

Underlining the gravity of the situation, Mr. de Silva cited a resolution adopted by the recent session of UNESCO's Executive Board which warned that cuts might become inevitable if new resources were not soon made available.* The Board accordingly addressed a pressing appeal to Member States to "ensure the continuation of the indispensable operation".

* RESOLUTION OF THE UNESCO EXECUTIVE BOARD (PART II)
88th session - 2 December 1971 - 4.1.1

THE EXECUTIVE BOARD,

Having learned with satisfaction that, as a result of the voluntary contributions made in response to the appeal by the Secretary-General of the United Nations and the Director-General of Unesco, no cuts have so far been necessary in the UNRWA/Unesco educational programme;

Thanks the Member States which generously responded to these appeals;

Notes with anxiety, however, that cuts might become inevitable if other resources were not to become available at an early date;

Accordingly addresses a pressing appeal to Member States to ensure the continuation of this indispensable operation;

Requests the Director-General to continue his efforts to this end.

STATEMENT OF THE COMMISSIONER-GENERAL OF UNRWA AT THE AD HOC
COMMITTEE OF THE GENERAL ASSEMBLY FOR THE ANNOUNCEMENT OF
VOLUNTARY CONTRIBUTIONS TO THE UNITED NATIONS RELIEF AND
WORKS AGENCY FOR PALESTINE REFUGEES IN THE NEAR EAST

I am grateful for the honour of addressing the Ad Hoc Committee of the General Assembly on this occasion, especially because it gives me the opportunity of thanking, through their representatives here, the governments who have enabled the United Nations to maintain its programmes of assistance to the Palestine refugees, people in whose fate the United Nations has been uniquely involved and for whom it has accepted a special responsibility.

UNRWA is not charged with the duty of solving the Middle East problem, in which the problem of the Palestine refugees is now embedded: that is a political problem requiring a political solution. UNRWA's task, pending such a solution, is the humanitarian one of providing essential services for the Palestine refugees. In the course of doing so, UNRWA has developed programmes of relief, medical care and education which, it is generally agreed, are indispensable and should be maintained. These programmes are described in some detail in my annual report for 1970-71 and in the paper reproduced as Annex III to the report of the Working Group on UNRWA finances. They are a going concern, operated by UNRWA under a mandate from the General Assembly, with the assistance of Unesco and WHO, and comprising activities that cannot be terminated or drastically curtailed at short notice without causing hardship, turmoil and distress to hundreds of thousands of men, women and children many of whom have already experienced twice the shock of dislocation of their lives.

But the cost of maintaining these programmes has risen under the pressure of natural population growth and price inflation, without a commensurate increase in income. The result has been successive deficits and the reduction of the Agency's working capital to a level at which further deficits cannot be absorbed and there is now an acute liquidity problem. At its last, twenty-fifth, session the General Assembly, realising the gravity of the situation, took special measures in an attempt to redress it, including the establishment of a Working Group on UNRWA's finances and an intensification of appeals for new and increased contributions.

The response was encouraging and on the latest indications, including contributions announced in the course of this session, the deficit for 1971 will be less than \$2 million, compared with an estimated \$6.5 million immediately after the Pledging Conference last year.

Unfortunately, however, if Government contributions reach but do not exceed the level of 1971, and if the programmes are maintained, as everyone would wish, the estimated deficit for 1972 will be about \$6 million. The discussions that have taken place at this session on UNRWA's financial problem have again revealed widespread concern that its programmes should be in jeopardy and an appreciation of their importance to the Palestine refugees. There have already been announcements by some governments that they will increase their contributions. If this generous response could develop into a concerned effort, I believe the gap between income and expenditure could yet be bridged and the Palestine refugees spared a further misfortune. I therefore add my voice to the appeal made by you, Mr. President, and by the Secretary-General.

30 November 1971



At Pledging Conference: UNRWA Commissioner-General Sir John Rennie, President of the General Assembly Adam Malik and Committee Secretary Kurt Herndl.

PLEDGES TOTALLING \$18,882,260 MADE BY 40 GOVERNMENTS
AT PLEDGING CONFERENCE FOR UNRWA *

Contributions totalling \$18,882,260 were announced by 40 Governments this morning at a meeting to hear pledges for financing the 1972 activities of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA).

The pledges were announced at the annual meeting of the Ad Hoc Committee of the General Assembly for the Announcement of Voluntary Contributions to UNRWA.

The amounts will be made available to UNRWA in cash and in goods and services.

Representatives of 42 Governments participated in the meeting and made statements in support of UNRWA. Japan and the United States deferred making pledges at this time, pending final decision by their Governments.

At last year's pledging conference, held on 30 November 1970, 39 Governments pled-

ged the equivalent of \$16,326,067 to UNRWA for 1971. Amounts paid or pledged since that time have brought the estimated total of governmental contributions to the Agency for 1971 to approximately \$43,210,000.

Seventeen countries announced pledges today that represented an increase over the amounts they contributed for 1971. They are Austria, Canada, Cyprus, Denmark, Finland, Ghana, Greece, India, Ireland, Luxembourg, Morocco, Norway, Singapore, Sudan, Sweden, Tunisia and Yugoslavia.

Five countries which did not participate in last year's pledging conference took part in today's meeting: Cyprus, Egypt, Libya, New Zealand and Sudan.

All 131 Members of the United Nations, and 10 other States which are members of one or more specialized agencies, were invited to today's meeting.

*30 November 1971

STATEMENT BY THE COMMISSIONER-GENERAL OF UNRWA TO THE GENERAL ASSEMBLY ON THE OCCASION OF THE REPORT BY THE SPECIAL POLITICAL COMMITTEE ON THE UNRWA ITEM *

Thank you for giving me the opportunity of reporting to the General Assembly on the financial outlook of the Agency for 1972 in the light of the Pledging Conference and such other information about the intentions of governments as I now have.

Forty-two governments were represented at the Pledging Conference and seventeen of them pledged increases in their contributions. Some of these increases were for substantial amounts and will yet, I hope, stimulate increases from other governments. Some were modest, coming from governments whose resources are limited and which have financial problems of their own. Their contribution is most welcome, however, because it demonstrates the breadth of support for UNRWA's programmes, and also, I believe, the growing realisation that they are virtually important to the Palestine refugees and that until the political problem is solved they are the only effective means of providing organized feeding or health care or education for the refugees. This realisation is an encouragement and I hope it will spread.

I should like to express my appreciation to those governments that have pledged contributions, especially those which have been able to announce increases or to hold out some hope of increases. I am also grateful to those members of the Special Political Committee who spoke during the debate to explain why the Agency's financial problem is a matter of urgent importance. I am particularly

grateful to the Host Governments, which can assess the consequences from first-hand knowledge and the opinions of which should therefore carry weight.

I regret to say that despite the increases pledged the situation remains very serious. At the outset of the Committee's discussions I gave the estimated deficit for 1972 as \$6 million. In the light of the Pledging Conference, and assuming that the governments that contributed in 1971 but did not pledge will nevertheless continue their support in 1972 at the same level - and, this is no more than an assumption - the estimated deficit is of the order of \$5 million, including provision for the government subsidies the Agency has been obliged to withhold in 1971. Even if these subsidies are not paid, as seems inevitable, the deficit will be more than \$3.5 million.

It will be clear to representatives that if this situation is allowed to drift on, there will be a financial breakdown of the Agency and the consequences for the refugees will be catastrophic. (The effect on the reputation of the United Nations will, incidentally, be very damaging).

The Agency's working capital will already have been reduced to \$3.6 million by 1 January 1972, and even if the amount of the withheld subsidies were added, it would make no difference to the liquidity position. Payment of obligations in January will be dependent upon the receipt of sufficient cash contributions during

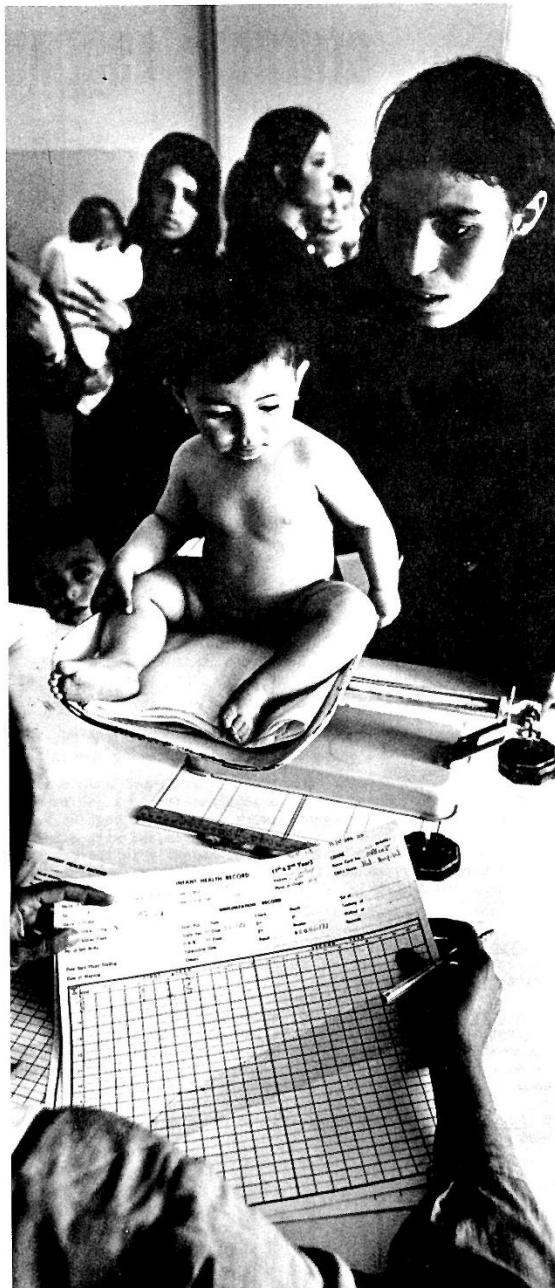
* 6 December 1971

that month. For the result of deferment of reductions in services during 1971 has been a further deterioration of the cash position to the point of virtual exhaustion at the opening of the new year. The Agency can go no further along this road.

In the statement I made to the Special Political Committee on 17 November I said that the Agency would not be able to maintain its programmes unless a substantially higher level of income were assured by the Pledging Conference, and that if there were no such assurance - and, despite the increases pledged, this is now the case - preparatory action to curtail expenditure would have to be taken. What that can mean for the refugees, and for the Host Governments, is indicated in Annex III to the Report of the Working Group. (A/8476)

As Commissioner-General, responsible to the General Assembly for the administration of UNRWA, I believe that I am now confronted with a situation in which paragraph 9 of the interim report of the Working Group applies, as foreseen by the Working Group in paragraph 96 of the Report it presented to the Special Political Committee. Paragraph 9 of the interim report reads as follows: "If despite all efforts the financial crisis should continue, the question of the reduction in services would still confront UNRWA, with all the attendant dangers which everyone would wish to avoid. UNRWA would then be faced with the necessity of reducing services. In such an event the Working Group would assist, as appropriate, the Secretary-General and the Commissioner-General of UNRWA, in reaching solutions to the problems posed by the Agency's financial crisis, in order to enable UNRWA to meet its financial and budgetary responsibilities." (A/8264, paragraph 9)

I intend therefore to seek immediate consultation with the Chairman of the Working Group and the Secretary-General.



Preventive care at the mother and child health centres is increasingly effective.

GENERAL ASSEMBLY RESOLUTIONS

RESOLUTION ADOPTED BY THE GENERAL ASSEMBLY

/on the report of the Special Political Committee (A/8547 and Corr. 1)/

2791 (XXVI). Working Group on the Financing of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

The General Assembly,

Recalling its resolutions 2656 (XXV) of 7 December 1970 and 2728 (XXV) of 15 December 1970,

Having considered the report of the Working Group on the Financing of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, 1/

Taking into account the annual report of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, covering the period from 1 July 1970 to 30 June 1971, 2/

Taking note of the joint appeal made by the President of the General Assembly and the Secretary-General on 17 November 1971, 3/

Recognizing with grave concern that the financial situation of the United Nations Relief and Works Agency for Palestine Refugees in the Near East continues to be acute, thereby imminently endangering the already minimum services being provided to Palestine refugees,

Emphasizing the urgent need for extraordinary efforts and exceptional measures in order to maintain, at least at their present level, the activities of the United Nations Relief and Works Agency for Palestine Refugees in the Near East,

1. Commends the Working Group on the Financing of the United Nations Relief and Works Agency for Palestine Refugees in the Near East for its work and approves its report, drawing special attention to the conclusions and recommendations contained in chapter V of that report;

2. Requests the Working Group to continue its work for one year in accordance with the provisions of its previous mandate and, as appropriate, to pursue urgently with Governments, both bilaterally and on a regional basis, with specialized agencies and other organizations within the United Nations system, and with other organizations and individuals concerned, the implementation of the recommendations approved by the General Assembly in the present resolution, as well as the implementation of other resolutions relating to the mandate of the Working Group;

3. Endorses Economic and Social Council resolution 1565 (L) of 3 May 1971, and in particular urges serious consideration and early implementation of paragraph 5 of that resolution;

4. Supports the joint appeal made by the President of the General Assembly and the Secretary-General to Governments to join in the collective effort to solve the financial crisis of the United Nations Relief and Works Agency for Palestine Refugees in the Near East;

5. Requests the Working Group, after consultation with all concerned, in particular the Secretary-General and the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, and taking into account the views expressed in the course of the debate during the twenty-fifth and twenty-sixth sessions of the General Assembly relevant to the mandate of the Working Group, to prepare and submit a comprehensive report on all aspects of the financing of the Agency to the General Assembly at its twenty-seventh session;

6. Requests the Secretary-General to provide the necessary services and assistance to the Working Group for the conduct of its work.

2001st plenary meeting,
6 December 1971.

1/ A/8476
2/ Official Records of the General Assembly, Twenty-sixth Session, Supplement No. 13 (A/8413).
3/ A/8526

RESOLUTIONS ADOPTED BY THE GENERAL ASSEMBLY

On the report of the Special Political Committee (A/8547 and Corr. 1/)

2792 (XXVI). United Nations Relief and Works Agency
for Palestine Refugees in the Near East

A

The General Assembly,

Recalling its resolution 2672 A (XXV) of 8 December 1970 and all previous resolutions mentioned therein, including resolution 194 (III) of 11 December 1948,

Taking note of the annual report of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, covering the period from 1 July 1970 to 30 June 1971, 1/

Taking note also of the joint appeal made by the President of the General Assembly and the Secretary-General on 17 November 1971, 2/

1. Notes with deep regret that repatriation or compensation of the refugees as provided for in paragraph 11 of General Assembly resolution 194 (III) has not been effected, that no substantial progress has been made in the programme endorsed by the Assembly in paragraph 2 of resolution 513 (VI) for the reintegration of refugees either by repatriation or resettlement and that, therefore, the situation of the refugees continues to be a matter of serious concern;

2. Expresses its sincere appreciation to Mr. Laurence Michelmore, on the occasion of his resignation as Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, for his efficient administration of the Agency during the past seven years and for his dedicated service to the welfare of the refugees;

3. Expresses its thanks to the Commissioner-General and to the staff of the United Nations Relief and Works Agency for Palestine Refugees in the Near East for their continued faithful efforts to provide essential services for the Palestine refugees, and to the specialized agencies and private organizations for their valuable work in assisting the refugees;

4. Notes with regret that the United Nations Conciliation Commission for Palestine was unable to find a means of achieving progress in the implementation of paragraph 11 of General Assembly resolution 194 (III), and requests the Commission to exert continued efforts towards the implementation thereof and to report thereon as appropriate, but not later than 1 October 1972;

5. Directs attention to the continuing critical financial position of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, as outlined in the Commissioner-General's report;

6. Notes with concern that, despite the commendable and successful efforts of the Commissioner-General to collect additional contributions to help relieve the serious budget deficit of the past year, contributions to the United Nations Relief and Works Agency for Palestine Refugees in the Near East continue to fall short of the funds needed to cover essential budget requirements;

7. Calls upon all Governments as a matter of urgency to make the most generous efforts possible to meet the anticipated needs of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, particularly in the light of the budgetary deficit projected in the Commissioner-General's report; and therefore urges non-contributing Governments to contribute and contributing Governments to consider increasing their contributions;

8. Decides to extend until 30 June 1975, without prejudice to the provisions of paragraph 11 of General Assembly resolution 194 (III), the mandate of the United Nations Relief and Works Agency for Palestine Refugees in the Near East.

1/ Official Records of the General Assembly, Twenty-sixth Session, Supplement No. 13 (A/8413).

2/ A/8526

B

The General Assembly,

Recalling its resolutions 2252 (ES-V) of 4 July 1967, 2341 B (XXII) of 19 December 1967, 2452 C (XXIII) of 19 December 1968, 2535 C (XXIV) of 10 December 1969 and 2672 B (XXV) of 8 December 1970,

Taking note of the annual report of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, covering the period from 1 July 1970 to 30 June 1971, 1/

Taking note also of the joint appeal made by the President of the General Assembly and the Secretary-General, 2/

Concerned about the continued human suffering resulting from the June 1967 hostilities in the Middle East,

1. Reaffirms its resolutions 2252 (ES-V), 2341 B (XXII), 2452 C (XXIII), 2535 C (XXIV) and 2672 B (XXV);

2. Endorses, bearing in mind the objectives of those resolutions, the efforts of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East to continue to provide humanitarian assistance, as far as practicable, on an emergency basis and as a temporary measure, to other persons in the area who are at present displaced and in serious need of continued assistance as a result of the June 1967 hostilities;

3. Strongly appeals to all Governments and to organizations and individuals to contribute generously for the above purposes to the United Nations Relief and Works Agency for Palestine Refugees in the Near East and to the other intergovernmental and non-governmental organizations concerned.

C

The General Assembly,

Having considered the special report of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East on the effect on Palestine refugees of recent operations carried out by the Israeli military authorities in the Gaza Strip, 3/ and the supplement thereto, 4/

Noting that both the Secretary-General and the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East have expressed great concern about the effect on Palestine refugees of these operations, in which shelters in refugee camps were demolished and about 15,000 persons displaced, some of them to places outside the Gaza Strip,

Recalling Commission on Human Rights resolution 10 (XXVI) of 23 March 1970, 5/ in which the Commission deplored all policies and actions aiming at the deportation of the Palestinian refugees from the occupied Gaza Strip and called upon Israel to desist forthwith from deporting the Palestinian civilians from the Gaza Strip,

1. Declares that the destruction of refugee shelters and the forcible removal of their occupants to other places, including places outside the Gaza Strip, contravene articles 49 and 53 of the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949 6/ as well as paragraph 7 of General Assembly resolution 2675 (XXV) of 9 December 1970 entitled "Basic principles for the protection of civilian populations in armed conflicts";

2. Deplores these actions by Israel;

3. Calls upon Israel to desist from further destruction of refugee shelters and from further removal of refugees from their present places of residence;

4. Calls upon Israel to take immediate and effective steps for the return of the refugees concerned to the camps from which they were removed and to provide adequate shelters for their accommodation;

5. Requests the Secretary-General, after consulting with the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, to report as soon as possible and whenever appropriate thereafter, but in any case not later than the opening date of the twenty-seventh session of the General Assembly, on Israel's compliance with the provisions of paragraph 3 and on the implementation of the provisions of paragraph 4 of the present resolution.

1/ Official Records of the General Assembly, Twenty-sixth Session, Supplement No. 13 (A/8413).

2/ A/8526

3/ A/8363

4/ A/8363/Add. 1.

5/ See Official Records of the Economic and Social Council, Forty-eighth Session, Supplement No. 5 (E/4816), chap. XXIII.

6/ United Nations, Treaty Series, vol. 75 (1950), No. 973.

D

The General Assembly,

Recognizing that the problem of the Palestinian Arab refugees has arisen from the denial of their inalienable rights under the Charter of the United Nations and the Universal Declaration of Human Rights,

Recalling its resolutions 2535 B (XXIV) of 10 December 1969, in which it reaffirmed the inalienable rights of the people of Palestine, 2672 C (XXV) of 8 December 1970, in which it recognized that the people of Palestine are entitled to equal rights and self-determination in accordance with the Charter and 2649 (XXV) of 30 November 1970, in which it recognized that the people of Palestine are entitled to the right of self-determination,

Bearing in mind the principle of equal rights and self-determination of peoples enshrined in Articles 1 and 55 of the Charter and more recently reaffirmed in the Declaration on Principles of International Law concerning Friendly Relations and Co-operation among States in accordance with the Charter of the United Nations 1/ and in the Declaration on the Strengthening of International Security, 2/

1. Recognizes that the people of Palestine are entitled to equal rights and self-determination, in accordance with the Charter of the United Nations;
2. Expresses its grave concern that the people of Palestine have not been permitted to enjoy their inalienable rights and to exercise their right to self-determination;
3. Declares that full respect for the inalienable rights of the people of Palestine is an indispensable element in the establishment of a just and lasting peace in the Middle East.

E

The General Assembly,

Recalling Security Council resolution 237 (1967) of 14 June 1967,

Recalling also its resolutions 2252 (ES-V) of 4 July 1967, 2452 A (XXIII) of 19 December 1968, 2535 B (XXIV) of 10 December 1969 and 2672 D (XXV) of 8 December 1970, calling upon the Government of Israel to take effective and immediate steps for the return without delay of those inhabitants who had fled the areas since the outbreak of hostilities,

Having considered the report of the Secretary-General 3/ of 27 August 1971 concerning the implementation of resolution 2672D (XXV),

Gravely concerned about the plight of the displaced inhabitants,

Convinced that the plight of the displaced persons could be relieved by their speedy return to their homes and to the camps which they formerly occupied,

Emphasizing the imperative of giving effect to its resolutions for relieving the plight of the displaced inhabitants,

1. Considers that the plight of the displaced inhabitants continues since they have not yet returned to their homes and camps;
2. Expresses its grave concern that the displaced inhabitants have not been able to return in accordance with the above-mentioned resolutions;
3. Calls once more upon the Government of Israel to take immediately and without any further delay effective steps for the return of the displaced inhabitants;
4. Requests the Secretary-General to follow the implementation of the present resolution and to report thereon to the General Assembly.

2001st plenary meeting,
6 December 1971.

1/ General Assembly resolution 2625 (XXV).

2/ General Assembly resolution 2734 (XXV).

3/ A/8366.

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