I am thoroughly aware of the well-nigh insuperable difficulties that lie ahead of us but it is obvious that the surest road to a defeat would be inaction.

I am looking forward to seeing you early in the New Year,

Sincerely,

FRANCIS H. RUSSELL

No. 942

684A.86/12-2354: Despatch

The Ambassador in Jordan (Mallory) to the Department of State

TOP SECRET   AMMAN, December 23, 1954.
LIMITED DISTRIBUTION   ALPHA
No. 208

Ref: Department's Instruction CA–3378, November 22, 1954

Subject: Approach to Settlement of Palestine Problem

The Department's very interesting instruction on an approach to settlement of the Arab-Israel problem has been read with high interest. It is germane and timely. Due to a series of circumstances, a reply was not prepared prior to the Regional Economic Conference for the Near East held at the American Embassy in Damascus on December 14–16. At that meeting, an extensive discussion of the Palestine problem took place. Possible approaches in general, specific inhibiting factors and problems in individual countries were reviewed. Because of that discussion, participated in by Ambassador George Allen, this reply will be brief. With respect to any approach at this time, it is believed that an effort may well be made during the next six months. With the settlement of attention-catching disputes in other places, failure to approach this one which now looms so acute would raise questions on the sincerity of our motives and on the quality of our international leadership.

There are certain minima which are precedent to a successful outcome. Some should be devised or contrived before an approach is made; some should be ascertained in advance, or at least estimates made. As viewed from Jordan, they are:

(1) Determination or taking the risk that Israel will, in fact, conclude peace;
(2) Realization by Israel that she must agree to the principle of repatriation even realizing that few, if any, Arabs would return and remain in Israel;
(3) Some sort of compensation for Arab properties;