

AMERICAN RELIEF ADMINISTRATION

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23 October 1944

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

TO: Bureau, Division, and Office Chiefs

FROM: P. W. Kup, Deputy Director General in Charge
of the Secretariat

SUBJECT: Relationships Between the American Red Cross and
the American Relief Administration, 1919 - 1923

This digest of the history of the relationships between the American Red Cross and the American Relief Administration, 1919 - 1923, may have pertinence to the relationships between the American Red Cross and UNRRA today. It is based on the documents in the files of the American Red Cross in Washington, on American Food in the World War and Reconstruction Period by Frank M. Surface and Raymond L. Bland, Stanford University Press, 1931, and on papers in the American Relief Administration Bulletin. Copies of the Red Cross manuscripts and references to the printed materials are all available in the historian's office, should anyone be interested in them.

RELATIONS BETWEEN THE AMERICAN RED CROSS AND THE
AMERICAN RELIEF ADMINISTRATION, 1919 - 1923

I. GENERAL POLICY

The relationships between the American Red Cross and the American Relief Administration were cordial, cooperative, and complementary from the beginning of the official Relief Administration. The Red Cross, realizing that it was unprepared to undertake the feeding of the starving multitudes of northern and eastern Europe, welcomed Herbert Hoover's plans to do this work as a governmental operation.

The American Relief Administration was established by Executive Order on 24 February 1919 with a Congressional appropriation of \$100,000,000. Hoover became the Director-General, and the Food Administration Grain Corporation became its commercial and fiscal agent. It organized a relief program amounting to more than \$363,000,000 during the Armistice period and went into liquidation at the expiration of its funds on 30 June 1919. There was no cessation, however, in the relief needs of Europe. To provide food for the destitute children, Hoover set up at once a private charitable organization which retained the name, equipment, and much of the personnel of the American Relief Administration and continued in operation throughout the Reconstruction period. This organization was known as the American Relief Administration European Children's Fund and was incorporated under the laws of New York state. It, in turn, set up the American Relief Administration Warehouses in 1920 and the American Relief Administration Russian Unit in 1921. These agencies were considered branches of the American Relief Administration European Children's Fund, although their financial arrangements were accounted for individually. All three were usually referred to simply as "A.R.A.", both by the Administration in its bulletins and correspondence and by individuals and organizations dealing with them, such as the American Red Cross.

As the Relief Administration passed from an official to an unofficial organization, no changes are evident in its working relationships with the American Red Cross. The first directive of the Red Cross to its field workers on 8 April 1919 established principles of co-operation between the two agencies which subordinated concerns for rank and organizational pride to the need for efficiency and harmony and which continued to the end of the Relief Administration in July 1923. Planning was coordinated by the top authorities of the two agencies. The Red Cross allowed its field personnel to operate under the direction of the Relief Administration to the satisfaction of all concerned. As Robert Olds, European Commissioner of the Red Cross, wrote to Livingston Farrand, Chairman of the Central Committee in Washington, on 30 April 1921, "The attitude of the A.R.A. people is apparently all that we could possibly desire." Some minor frictions arose, of course. There were difficulties over accounting and

hurt feelings about oversights in publicity. The American Relief Administration food drafts and the Russian revolving fund caused periods of misunderstanding, but these were all incidental to a great mutual desire among the personnel of both organizations to work together effectively in the common cause.

The work of the Red Cross in Europe after the founding of the American Relief Administration was largely complementary to it, being confined to special medical services in supplement to the great feeding programs of the Relief Administration or to general relief services in specific areas where the Relief Administration was not operating on an extensive scale. During the Armistice period, however, the Red Cross also contributed large amounts of clothing as well as medical supplies to the relief of northern and eastern Europe.

II. SUPPLY

A. Finance and Purchasing

1. The total funds expended by the Red Cross toward the work of the Relief Administration was \$7,258,553.10 (\$1,741,740 during the Armistice period - \$5,516,813.10 during the Reconstruction period). The greater part of these funds was used for the children's relief program of the Relief Administration and for medical supplies and services. In general, Red Cross officers were available in areas where Red Cross goods were distributed, but this was not always the case, e.g. Russia, and sometimes the situation was reversed, as in Montenegro, where the Relief Administration turned over its goods to the Red Cross for distribution.

The greater part of these funds represents goods purchased by the Red Cross and donated to the Relief Administration. There were also occasional outright gifts of money, where the participation of the Red Cross in distribution was purely incidental to the donation, as in the case of funds given to the Relief Administration for relief of famine in Armenia and for assistance to the future "Nansen" refugees in Constantinople.

B. Shipping

The Relief Administration was in charge of ocean shipping for all goods donated by the Red Cross. The total costs of shipping were, however, divided in the following ways:

1. Red Cross paid freight charges to the New York office of the Relief Administration.
2. The Relief Administration or the Red Cross paid ocean freight and European charges for goods shipped from the United States. The Relief Administration paid a total of \$369,404.95 for the shipment of Red Cross goods in the Armistice period.
3. The Red Cross paid for the shipment of goods already in Europe when it was necessary to transfer them to another point.
4. Relief Administration shipping facilities were available throughout for the transportation of Red Cross goods, whether the Relief Administration was financially responsible or not.

C. Division of Functions

1. Methods

The main methods for the four steps involved in the transactions - financing, procurement, shipping, distributing - fell into one of the following patterns. There was great flexibility, although the first order seems to have been the most common, particularly in the children's relief program in Central Europe:

- a. The Red Cross financed, procured, and assisted the Relief Administration in distribution. The Relief Administration paid at least part of the freighting expense, sometimes all.
- b. The Red Cross financed, paid part freight and distributed, while the Relief Administration procured and paid part freight. This was the method used in Czechoslovakia and Greece.
- c. The Red Cross financed, while the Relief Administration distributed, and both shared the task of procurement and the freighting charges. This was the system used for Russian relief.
- d. Requisitions on Relief Administration food supplies from Red Cross field representatives were sent to the Paris headquarters of the Red Cross, which notified the London headquarters

of the Relief Administration. Relief Administration field representatives were then directed to turn over the supplies to Red Cross field workers, and the Red Cross in Paris was billed monthly.

2. Children's Relief Program

The most integrated achievement in the field came in the children's relief program. This was primarily a feeding program undertaken by the American Relief Administration in the Armistice period and continued into the Reconstruction period as late as June 1922. It was supplemented by medical and sanitation services supplied by the Red Cross and carried out chiefly in Central Europe and notably in Poland.

III. SPECIAL SITUATIONS

A. Food Drafts

The Relief Administration Food Draft plan was launched in January 1920 and was continued through the last of April in 1921. By this system, people in the United States purchased drafts good for food packages which were delivered by the Relief Administration in Europe from its warehouses there to the people to whom the drafts were endorsed. This operation should never have concerned the Red Cross, had it not been that a misguided public sent to the Red Cross requests for food drafts unsupported by the necessary funds. Neither the Red Cross nor the Relief Administration had funds with which to fill such appeals. The Red Cross finally disposed of this unwieldy problem by forwarding all such requests to its Paris office for investigation and relief on an individual basis.

B. The European Relief Council

The European Relief Council was a group of charitable relief organizations which banded together in the manner of the Community Chest for the purpose of raising one large fund for European aid. The drive was launched on 19 December 1920 and continued until 1 April 1921. Here, the Red Cross broke with its usual precedent of conducting independent fund-raising campaigns to ally itself with the Relief Administration, the Friends Service Committee, the Jewish Joint Distribution Committee, the Y.W.C.A., the Y.M.C.A., the Federal Council of Churches, the Knights of Columbus and the National Catholic Welfare Council.

It was recognized at the time of the organization of the Council that the cooperation of Hoover and Farrand of the Red Cross was the keystone of the drive's success. The Red Cross contributed generously to the funds raised by the drive, donating \$5,000,000 altogether, allowing its local chapters to contribute their surplus funds, earmarking for the drive all gifts received for European relief between 1 December 1920 and 28 February 1921, and contributing \$100,000 toward the liquidation of the drive. The only step which the Red Cross was not willing to take was to use the Junior Red Cross News for fund-raising propaganda, since the News was not used for such purposes even for Red Cross drives and was an educational publication for classrooms throughout the country. The Red Cross was also careful to keep its domestic drive separate from the campaign for the Council.

The drive was conducted by state committees, consisting of a representative from each of the organizations making up the Council. At its conclusion \$28,750,000 had been gathered. The funds donated by the Red Cross were returned to it for distribution and an additional \$5,000,000 was turned over to the Red Cross, part of this latter to be used for medical relief in cooperation with the Jewish Joint Distribution Committee. A similar policy was followed by the Relief Administration, which distributed its own contribution and \$12,600,000 of the drive donations, part of the latter in cooperation with the Friends Service Committee.

C. The Program for Russian Relief, 1921 - 1923

The American Friends had already been operating in Russia at the time that the Relief Administration went in, but they had been told that no other relief groups would be allowed to enter. In July 1921, however, Maxim Gorky, realizing that Russia could not hope to deal alone with the catastrophes of the famine period, sent his famous appeal for help to Hoover and the Relief Administration. Hoover replied that he would be glad to give aid but only with the backing of the Soviet Government. On 20 August 1921 the Riga Agreement was signed, and on 1 September the first distributions began, a sequence which must have established some kind of record for time-saving in this type of operation.

On 24 August the members of the European Relief Council were called together in Washington and, in accordance with President Harding's recommendation to Hoover a few days earlier, agreed to work together through the Relief Administration in Russia, under the terms of the Riga Agreement, to raise funds individually, to appoint representatives to Moscow headquarters if

they decided to send personnel, and to submit to the authority of the Relief Administration in matters of personnel and negotiations with the Soviet authority. The Red Cross representative at this meeting reported that the consensus of all present was that the American contribution to Russian relief should be made by a united front, both for the sake of efficiency and for making a good impression in Russia; for this reason, they welcomed the Relief Administration as the coordinating agency.

The Red Cross and the Relief Administration arrived by trial and error method at an agreement for the financing and furnishing of medical and hospital supplies for the relief of Russia. The following arrangements were finally set up:

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2. The Red Cross was responsible for all purchase of drugs and medicines; the Relief Administration was responsible for purchase of all other hospital supplies, such as blankets, textiles, clothing, etc.
3. No Red Cross personnel operated in Russia.
4. No European supplies were contributed by the Red Cross.
5. The Red Cross financed and transported its supplies to the Relief Administration in New York; the Relief Administration transported goods to Russia and billed the Red Cross; the Relief Administration was responsible for all costs incurred once the goods had reached Russia.

The Red Cross contributed generously to Russian relief and went over its top of \$3,000,000, but it held rigidly to its decision concerning the type of supplies which were to be purchased from these funds. All purchases made out of the revolving fund had to be approved by the Red Cross, whether they were transactions of the Relief Administration or the Red Cross.

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LEGATION OF
THE UNION OF SOUTH AFRICA
WASHINGTON 8, D. C.

17th November, 1944.

File - Official Org.

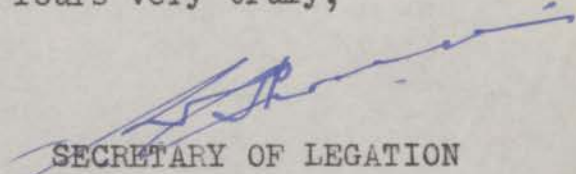
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Dear Sir:

I have to acknowledge receipt of your letter of 14th November, 1944, with which you were good enough to enclose a copy of a letter of 9th November from the Director General of UNRRA to the Canadian United Allied Relief Fund.

Yours very truly,


SECRETARY OF LEGATION

Mr. Conrad Van Hyning,
Acting Director - Welfare Division,
United Nations Relief and Rehabilitation
Administration,
1344 Connecticut Avenue,
Washington 25, D. C.

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UNRRA MAIL ROOM

Official org

29 September 1944

TO: Bureau, Division, and Office Chiefs

FROM: P. W. Kuo, Deputy Director General in Charge
of the Secretariat

This brief summary of the organization and work of the Division of History and Records of the A.R.A. has been prepared to further a general understanding of the activities which may be expected of UNRRA's Historian and to reveal data which may be useful to many members of UNRRA's staff.

Attachment 1

A.R.A. PRECEDENTS FOR A DIVISION OF HISTORY AND RECORDS

I Organization for the Collection of Material

Herbert Hoover's knowledge of the disappearance of contemporaneous records during the period of the French Revolution led him to promote the collection and preservation of documents during World War I and the postwar relief period. As Commissioner for Relief in Belgium, he impressed upon his assistants the importance of "preserving records of any and every sort", and he established centres for the collection of historical materials. As Director of the A.R.A., he set up a more formal organization. A department of History and Records was established in the early days of the Paris office and continued until the liquidation of the A.R.A. The headquarters of the department moved from Paris to New York, with a subsidiary office in London. For the Russian unit a special historical section was established, with headquarters in New York and European and Russian headquarters in Moscow.

Several outstanding historians, in turn, directed this historical work with the assistance of fifteen professors and students of history, recruited from the United States Army and assigned to the detailed tasks involved in different areas. Although these men depended on the workers in every relief mission to gather the significant local material, they visited the missions from time to time to check up on the work and to mark such local records as they thought would be of permanent value.

Headquarters attempted to indoctrinate all relief workers with the idea that they should record history while they were making it, that the records of the A.R.A. would contain the best sources of material for the social and economic history of Europe in the early postwar period. Personal diaries were encouraged. A report was requested from the head of each mission as well as from each responsible administrative officer in the A.R.A. The department of History and Records issued a directive for such reports 3 July 1919, suggesting the general types of data desired, but giving wide latitude for the treatment of local conditions and for the expression of individual convictions.

The purpose of an historical division was well stated by Professor Fisher, the last chief of History and Records at headquarters, in a memorandum to the head of the historical division in the Russian unit. He wrote:

- "1. The Division should become the center of all available information concerning the operations of the A.R.A. in Russia.
2. It should have this information in such form that it will be able to supply on short notice such data as may be required by the Director, the Executive or the Chiefs of Divisions.

3. Where information from a certain field of operations or pertaining to a certain phase is lacking or incomplete, the Historical Division should take steps to secure the data that is required.
4. In addition to the information which the Division gathers from the reports and correspondence of the organization, all newspapers, magazines and official pamphlets, etc., will be followed for whatever information they may contain that is of interest to the organization.
5. All such information as in 4 as well as any special reports that may be prepared on any subject should be submitted to the Executive for his information and the Director's. Such of this translated matter as is of special interest to Divisions or individuals should be passed on to them.
6. Any data whatever that comes into the hands of this Division which is of possible publicity value should be placed before the Chief of the Communications Division."

A general memorandum followed, defining the responsibility of the staff towards the historical section:

"All District Supervisors and Division Chiefs shall furnish upon request such information and reports as may be reasonably required by this Division, which is to have free access to all Russian Unit correspondence and other files and to such confidential files as the Director may decide. The information collected, including copies of all correspondence of historical interest, will be forwarded to London as rapidly as it is selected, to the end that upon the close of operations in Russia all material of historical value will have been forwarded, and other material not required in the closing of A.R.A. accounts and affairs may then be destroyed in Moscow or in the districts."

II. Nature of Records Collected

The department of History and Records of the A.R.A., as well as the informal arrangements of the C.R.B., amassed an enormous amount of material which is now available in the Hoover Library on War, Revolution, and Peace at Stanford University. The following list of the general categories of the A.R.A. records will show the all-inclusiveness of the A.R.A. program:

1. Reports, correspondence, financial, commodity, and other records of the offices and missions, dealing especially with food, general economic matters, transportation, health, finance.
2. Press summaries and other information on current political and social developments.
3. Documents dealing with food and other conditions in Italy, Switzerland, and the northern neutral countries.
4. Records of organizations closely connected with A.R.A., such as the blockade, commercial censorship, courier, telegraph and telephone communications, transportation (including the Allied Railway Mission and the Inter-Allied Danube Commission), prisoners of war, the European Coal Commission, the Rotterdam Food Mission, the Polish Typhus Mission, etc.

5. Personal collections of A.R.A. directors, e.g., George Barr Baker, Walter Lyman Brown, Philip H. Carroll, Vernon Kellogg, Edgar Rickard, etc.

6. Background records

Because of Mr. Hoover's many executive posts and the interest in his historical project which he aroused among governments and war agencies, the background material which his organizations amassed or had given them is most impressive. Among these collections are:

a. Government records

The official government publications of 60 states, making a total of 25,000 volumes.

b. Newspapers

1724 titles (including fragmentary files) in 26 languages cover the press in 40 states, in some instances comprehensively including all important groups of opinion and regions, in others by one or two files only.

c. Propaganda material

War propaganda agencies of both allied and enemy countries turned over the materials which they had used during the war.

d. Memorabilia

Exiled monarchs, political leaders, and other individuals gave their diaries and other personal papers to the Hoover collection.

III Application of These Precedents to UNRRA

UNRRA might well adopt as basic to its record procedures the philosophy of history embodied in the Hoover program. There should be no thought, however, of attempting to amass materials for a great library. The background records collected should bear directly on relief policy. The general nature of reports required from the field should be defined for field workers at the beginning of each mission, and a plan for the selection of records of permanent value and the destruction of duplicates and other unnecessary material should be put into effect at the close of each mission. The final aim of UNRRA's record program should be to have a complete, well organized picture of policy and operations of the Administration at headquarters and in the field with sufficient background material to make clear the conditions under which UNRRA worked and which, directly or indirectly, shaped policy.

G.F.

12 September 1944

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Herbert Hoover's knowledge of the disappearance of contemporaneous records during the period of the French Revolution led him to promote the collection and preservation of documents during World War I and the postwar relief period. As Commissioner for Relief in Belgium, he impressed upon his assistants the importance of "preserving records of any and every sort", and he established centres for the collection of historical materials. As Director of the A.R.A., he set up a more formal organization. A department of History and Records was established in the early days of the Paris office and continued until the liquidation of the A.R.A. The headquarters of the department moved from Paris to New York, with a subsidiary office in London. For the Russian unit a special historical section was established, with headquarters in New York and European and Russian headquarters in Moscow.

Several outstanding historians, in turn, directed this historical work with the assistance of fifteen professors and students of history, recruited from the United States Army and assigned to the detailed tasks involved in different areas. Although these men depended on the workers in every relief mission to gather the significant local material, they visited the missions from time to time to check up on the work and to mark such local records as they thought would be of permanent value.

Headquarters attempted to indoctrinate all relief workers with the idea that they should record history while they were making it, that the records of the A.R.A. would contain the best sources of material for the social and economic history of Europe in the early postwar period. Personal diaries were encouraged. A report was requested from the head of each mission as well as from each responsible administrative officer in the A.R.A. The department of History and Records issued a directive for such reports 3 July 1919, suggesting the general types of data desired, but giving wide latitude for the treatment of local conditions and for the expression of individual convictions.

The purpose of an historical division was well stated by Professor Fisher, the last chief of History and Records at headquarters, in a memorandum to the head of the historical division in the Russian unit. He wrote:

- "1. The Division should become the center of all available information concerning the operations of the A.R.A. in Russia.
2. It should have this information in such form that it will be able to supply on short notice such data as may be required by the Director, the Executive or the Chiefs of Divisions.

3. Where information from a certain field of operations or pertaining to a certain phase is lacking or incomplete, the Historical Division should take steps to secure the data that is required.
4. In addition to the information which the Division gathers from the reports and correspondence of the organization, all newspapers, magazines and official pamphlets, etc., will be followed for whatever information they may contain that is of interest to the organization.
5. All such information as in 4 as well as any special reports that may be prepared on any subject should be submitted to the Executive for his information and the Director's. Such of this translated matter as is of special interest to Divisions or individuals should be passed on to them.
6. Any data whatever that comes into the hands of this Division which is of possible publicity value should be placed before the Chief of the Communications Division."

A general memorandum followed, defining the responsibility of the staff towards the historical section:

"All District Supervisors and Division Chiefs shall furnish upon request such information and reports as may be reasonably required by this Division, which is to have free access to all Russian Unit correspondence and other files and to such confidential files as the Director may decide. The information collected, including copies of all correspondence of historical interest, will be forwarded to London as rapidly as it is selected, to the end that upon the close of operations in Russia all material of historical value will have been forwarded, and other material not required in the closing of A.R.A. accounts and affairs may then be destroyed in Moscow or in the districts."

II Nature of Records Collected

The department of History and Records of the A.R.A., as well as the informal arrangements of the C.R.B., amassed an enormous amount of material which is now available in the Hoover Library on War, Revolution, and Peace at Stanford University. The following list of the general categories of the A.R.A. records will show the all-inclusiveness of the A.R.A. program:

1. Reports, correspondence, financial, commodity, and other records of the offices and missions, dealing especially with food, general economic matters, transportation, health, finance.
2. Press summaries and other information on current political and social developments.
3. Documents dealing with food and other conditions in Italy, Switzerland, and the northern neutral countries.
4. Records of organizations closely connected with A.R.A., such as the blockade, commercial censorship, courier, telegraph and telephone communications, transportation (including the Allied Railway Mission and the Inter-Allied Danube Commission), prisoners of war, the European Coal Commission, the Rotterdam Food Mission, the Polish Typhus Mission, etc.
5. Personal collections of A.R.A. directors, e.g., George Barr Baker, Walter Lyman Brown, Philip H. Carroll, Vernon Kellogg, Edgar Rickard, etc.
6. Background records
Because of Mr. Hoover's many executive posts and the interest in his historical project which he aroused among governments and war agencies, the background material which his organizations amassed or had given them is most impressive. Among these collections are:
 - a. Government records
The official government publications of 60 states, making a total of 25,000 volumes.
 - b. Newspapers
1724 titles (including fragmentary files) in 26 languages cover the press in 40 states, in some instances comprehensively including all important groups of opinion and regions, in others by one or two files only.
 - c. Propaganda material
War propaganda agencies of both allied and enemy countries turned over the materials which they had used during the war.
 - d. Memorabilia
Exiled monarchs, political leaders, and other individuals gave their diaries and other personal papers to the Hoover collection.

III Application of These Precedents to UNRRA

UNRRA might well adopt as basic to its record procedures the philosophy of history embodied in the Hoover program. There should be no thought, however, of attempting to amass materials for a great library. The background records collected should bear directly on relief policy. The general nature of reports required from the field should be defined for field workers at the beginning of each mission, and a plan for the selection of records of permanent value and the destruction of duplicates and other unnecessary material should be put into effect at the close of each mission. The final aim of UNRRA's record program should be to have a complete, well organized picture of policy and operations of the Administration at headquarters and in the field with sufficient background material to make clear the conditions under which UNRRA worked and which, directly or indirectly, shaped policy.

G.F.
12 September 1944