

2. RELATIONSHIPS WITH OTHER AGENCIES.

Relationships with the representatives of foreign governments in Warsaw continued to be cordial and the usual contacts were maintained with the Embassies.

This Mission has been active during the month in assisting the Government in their plans for securing the service of successor agencies to UNRRA. F.A.O. contemplates the establishment of a service mission in Poland and the Mission co-operated by sending a representative to the F.A.O. meeting in Rome, who, upon his return, submitted a report to the Government and personally presented an oral report to the President of the Central Planning Board and others, regarding the value of such a program in Poland. Questions of transfer of UNRRA personnel to F.A.O. have also received careful consideration during the month, with one transfer definitely scheduled to take place at 1st. April.

The Polish Government is interested in the establishment of a social welfare expert in Poland under U.N. and have requested that an ex-UNRRA Polish Mission employee be selected for the position. Final confirmation as to the action is awaited. There has been some delay in forwarding the request to U.N. by the Polish Government, but it arose through certain misunderstandings and mechanical difficulties rather than through any lack of interest in the project.

The Polish Government is still considering the transmission of a letter to the Interim Commission of WHO regarding its operation in this country. This letter has been discussed with the Ministry of Health, the Ministry of Navigation and Foreign Trade and is now being considered at the top level of the Government. It is anticipated that in the near future a formal invitation will be issued.

The setting aside of funds out of the proceeds from sale of UNRRA supplies for all succeeding agencies has been discussed at length with the Government and detailed plans have been made contemplating adequate local financing of each approved activity. Therefore it can be said with considerable assurance that plans have been made both for the housing and financing of succeeding agencies. In all these relationships the utmost assistance has been rendered the Mission by Dr. K. Załuski, present head of the Bureau of UNRRA Affairs in the Polish Government.

3. SUPPLY AND DISTRIBUTION.

a. SUPPLY DEPARTMENT REPORT.

1) Supply Accounts and Transportation Division.

Ports

Following our report for the month of February, Polish Ports of Gdynia and Gdansk have remained closed during the whole of the month of March owing to continuance of heavy ice conditions in the Baltic and approaches thereto from the North Sea. As a result, no vessels have arrived during the month and further diversions have been effected. These diversions have, however, been limited owing to the fact that the majority of shipments have wherever possible been held at point of loading pending more favourable conditions. As at the date of this report, a total of 19 vessels have been discharged at other European Ports, or are being held there for eventual continuance of voyage to Gdynia and Gdansk.

A general thaw commenced in the Baltic about the 22nd of March and it is now anticipated that present efforts to clear the Kattegat and Skaggeiak by Ice Breakers will be successful around the beginning of next week and that from around the first

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TUBERCULOSIS IN POLAND

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UNITED NATIONS

RELIEF AND REHABILITATION ADMINISTRATION.

Polish Mission. Health Division

TUBERCULOSIS IN POLAND.

A report on present conditions
with proposals for
an emergency programme.

M A Y 1 9 4 6

PART I. PRESENT CONDITIONS

	Page
Introduction	1.
Statistical Chart	
Tuberculosis mortality and incidence	2.
The tuberculosis services	4.

PART II. PROPOSALS FOR EMERGENCY PROGRAMME

Material requirements	9.
Reorganization	11.
Conclusions	13..
Appendix : Tuberculosis Sanatoria in Poland. Beds available	14.

TUBERCULOSIS IN POLAND.INTRODUCTION.

The following report is based on information collected during a six weeks intensive tour of the Polish tuberculosis services. The tour, which covered eleven out of sixteen provinces, included personal visits to 23 sanatoria and numerous hospitals and dispensaries, and discussions with doctors in these places, and in provincial health offices, and at the Ministry of Health.

The situation, a tragic one, must be set against the background of war-time and post-war Poland. The 6 years occupation of Poland represents so grim a period that the people one sees must be considered primarily and constantly as the survivors or part survivors of the occupation. Almost every surviving Pole here has lost relations or lost a home, has starved or has lived in unimaginable conditions.

One meets innumerable people - the village doctor, the boot boy, the university professor - who can roll up a sleeve and show concentration camp numbers tattooed on their arm. The Germans set about systematic extermination of intellectuals and professional people, with the object of reducing Poles to the level of a slave race. Leading medical specialists were taken from the wards and shot in their offices or against a street wall, for no reason. Their equipment and apparatus for research was stolen or deliberately destroyed, as were their documents representing many years of valuable work. Of the 12,900 doctors in 1939, only 6,000 are left. In a rural area we passed through we gave a lift to a country doctor; he is sole doctor for an area with 14,000 people, and has no car. A woman doctor running a health centre we saw, works there all day, has no nurse to help her, and is so overworked she has no time to keep any record of patients; in her district previously there were 72 doctors, now there are only 10. Nurses also are very few in number; half of them were killed during the war. In the sanatoria there are for 100 patients usually 4 qualified nurses, this number including both day and night duty nurses. In one sanatorium for 275 patients, there were 5 nurses. Many dispensary nurses have no time to do any health visiting.

The devastation of Warsaw, Poznan, Wroclaw, cannot be described. Warsaw was destroyed systematically, house by house, street by street. In the shambles that remain, live half a million people. Among this population living in dark cellars and one room flats which by miracle retain four walls and a ceiling, there are several thousand known cases of tuberculosis. The overcrowding, the shortage of food, provide all the tubercle bacillus requires in order to flourish. In devastated rural areas families are living in dugouts, mud huts. Though much has been supplied, millions of acres are still lying fallow for lack of seed, equipment, labour. Some areas have yet to be de-mined. Peasants impatient to plough their land are blown to pieces, and local hospital wards seen were full of injured cases.

To the rural areas are returning peasants and children of peasants who were taken off for slave labour in Germany; many contracted tuberculosis there, and returning home are infecting communities previously untouched by the disease. Many cases are seen like that of a woman who had a satisfactory artificial pneumothorax in 1939, was taken to Germany for forced labour, with no treatment, and is now back a hopeless case.

Literally millions of the people are in a state of migration, recent or present. They return from DP camps in Germany, from the armies, from Russia. Large communities are being transferred from the old eastern provinces to the newly acquired western provinces. People who sought refuge in the country during the war are trying to return to the city, even to Warsaw.

Against this background of devastation and potential chaos, the programme of reconstruction is going on. Some of the work is described in this report. In assessing the services and work done to date, the background must not be forgotten. The work of the public health officers with no records, of professors of medicine with no clinics, of scientists with no laboratory or equipment, needs to be seen here in Poland to be believed.

TUBERCULOSIS MORTALITY AND INCIDENCE IN POLAND.

It is obvious to all medical workers in Poland that there has been an alarming increase of tuberculosis during the war years, and that the disease is now very widespread. To translate these impressions into facts, however, is difficult. Destruction of all pre-war records by the Germans renders detailed comparisons impossible. During the war only such services were allowed to function as would protect the Germans from danger of infection, and public health services worked on a very reduced scale. Towards the end of the war, during the retreat, there occurred wholesale wilful destruction and devastation of public buildings, with all the records. At present these services are being restored, but records are still very limited and fragmentary, since new workers are being trained to replace the many thousands killed and executed, and many new workers are still inexperienced and overworked.

In view of these limitations, statistical information given has been considered carefully, and only that considered valid after personal discussion with the health authorities is given below.

Tuberculosis Mortality : (Deaths per 100,000).

The only figures of value come from large towns. Death certifications outside towns may be by non-medical persons, and are for statistical purposes valueless.

1. Warsaw. The death-rate from tuberculosis already high pre-war rose 300% in the war years, from 155 to the appalling figure of 452 in 1941 and 500 in 1944. Before the war the rate was 4 times higher than in U.S.A. (white population). In 1944 it was 15 times higher.

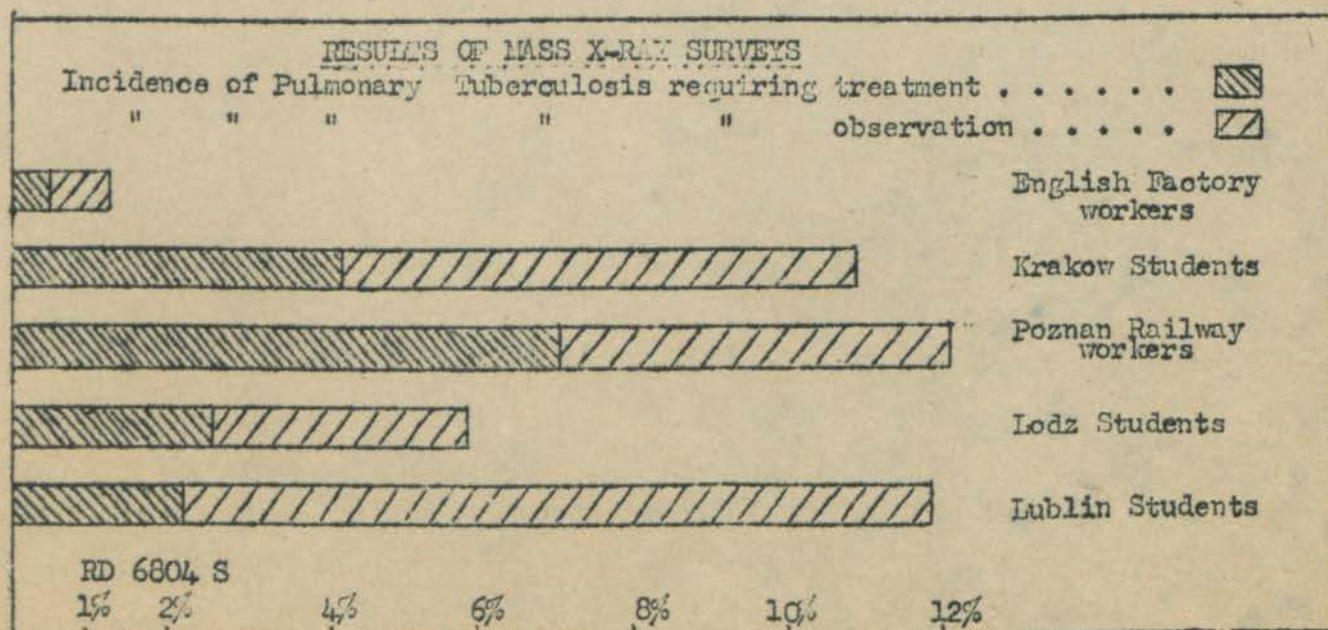
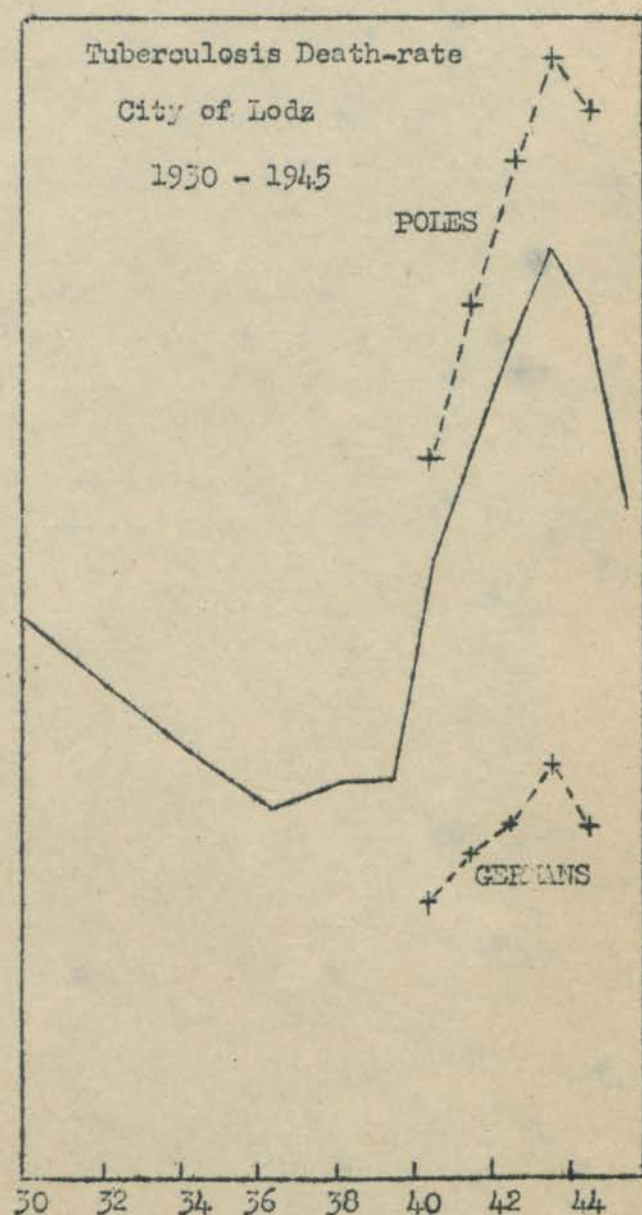
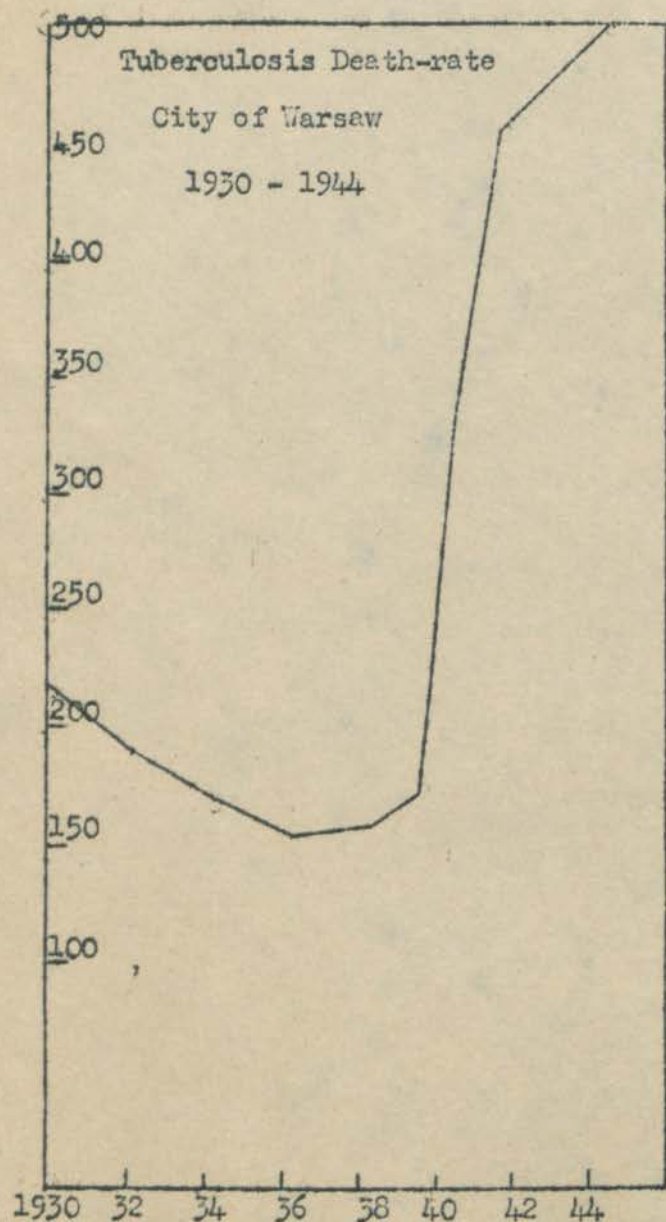
Tuberculosis Mortality in Polish Cities and in other countries.

	1 9 3 8	1 9 4 1	1 9 4 4
	- - - -	- - - -	- - - -
Warsaw	155	452	500
Lodz. All persons.	176	316	371
Germans		139	155
Poles		378	461
U.S.A. Whites	39	35	34
New York. All persons		46	48
Copenhagen	51	44	40
Stockholm	92	75	70

TUBERCULOSIS MORTALITY AND INCIDENCE IN POLAND

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DEATH RATES PER 100,000



In 1945 the registered tuberculosis deaths in Warsaw totalled 1189, which figure for a population of 400,000 gives a death-rate of 271. It must be remembered however that in that year following the destruction of the city, the population numbered only a few thousands in January, and former inhabitants returned during and after liberation, to reach a total of nearing half a million only at the end of the year. If a "mid-year population" figure were available, the rate on this basis would be much higher than 271.

Another significant fact revealed by the recent census is that the proportion of young adults in Warsaw has fallen to an abnormally low level, owing to killing and deportation of all active members of the community; the population age-distribution curve shows a marked dip between the ages of 15 and 30. An adjustment of the death-rate to take into account the absence of this most susceptible age-group would have the effect of raising the rate considerably.

In Jews the death-rate before the war was relatively low, around 80. In 1941 it had risen to 440.

2. Lodz. Here the mortality rose from 176 pre-war to 401 in 1943, dropping later to 371 in 1944 and 288 in 1945. It is important to note however that the wartime rates relate to the combined German and Polish population. For the Poles alone, the figure was 488 in 1943 and 461 the following year, while in Germans the death rate was three times lower.

3. Poznan. Mortality rose from 198 before the war to 360 at the end of the war.

4. Krakow. In 1945 there were 615 deaths from tuberculosis in a population of 221,260, a death rate of 278 per 100,000.

Tuberculosis Incidence.

1. Mass radiography surveys. This is the most valuable method of determining incidence of pulmonary tuberculosis in large communities. A number of such surveys have been done in Poland since the end of the war. There are no similar results covering the pre-war period, but these recent figures are very striking.

a. Krakow University Students

9,387 have been examined by mass miniature radiography

392 (4.2%) are found to have tuberculous lesions considered active.

623 (6.6%) are found to have tuberculous lesions requiring observation.

10.8% require treatment or observation.

b. Poznan Surveys.

4000 University Students 7.0% have tuberculosis lesions requiring treatment or observation.

201 High School students 6.5% " " " " " " " "

463 School Children 7.1% " " " " " " " "

1361 Factory Employees 13.5% " " " " " " " "

c. Warsaw survey by Swedish Unit, 1946.

2000 Warsaw Students 17.0% were found to have lesions of pulmonary tuberculosis requiring treatment or observation.

2. Mass radiology surveys

a. Lodz High School and University students.

4220 examined ... 5.8% have tuberculous lesions requiring treatment or observation.

b. Lublin University students.

1500 examined ... 2.1% have tuberculous lesions requiring treatment
9.7% have tuberculous lesions requiring observation.

Comment :

These figures of the results of mass x-ray examinations are approximately ten times higher than corresponding figures in England or the U.S.A. They confirm the impression given by the very high mortality figures in large towns of Poland.

3. Incidence of known clinical cases. The figures above give an indication of the prevalence of undiagnosed tuberculosis in the general population. In addition, one should consider the number of known cases, diagnosed by ordinary clinical methods.

Tuberculosis is not a notifiable disease in Poland. But some information is provided by the numbers of patients attending tuberculosis dispensaries.

In Upper Silesia in a population of 1,600,000 there are over 16,000 cases known to the tuberculosis clinics, i.e. over 1%. In Poznan, a city of 283,000 there are 3293 cases known to the city dispensary, 1.1%. In the town of Zgierz, 1.7% of the population are known to be tuberculous and requiring treatment.

These figures are high compared with similar figures in U.S.A. and Great Britain. Moreover it must be emphasized that not all cases are reported to the tuberculosis clinics in this country; the figure, therefore, falls far short of the total of diagnosed cases.

THE TUBERCULOSIS SERVICES.

1. Between the two wars.

After 1918 legislation placed the onus for establishing and maintaining dispensaries, tuberculosis wards and sanatoria on the smaller local authorities districts or communes - empowering them to unite to form joint schemes. The province (voievodship) was to have an overall responsibility of directing the small local authority as to when and where such services should be established. General control was exercised by the Department of Health of the Ministry of Labor and Social Welfare. Educational and propaganda work was conducted largely by the National Anti-Tuberculosis Association.

The main work of the services was conducted from tuberculosis dispensaries, which numbered 532 in 1937. Of these, 436 were in "health centres" which were administered mainly by the local authority, and provided diagnostic and treatment facilities for venereal diseases, trachoma, tuberculosis, and incorporated also maternity and child welfare services. They were staffed by medical officers who were usually doctors giving time also to private practice and to work for social insurance and other organizations. The social insurance body also conducted a few tuberculosis dispensaries independently.

In 1938 there were 2680 beds for tuberculosis in 137 general hospitals, and 5638 in 45 sanatoria. Only 7 of the sanatoria belonged to local authorities; the rest were owned by the social insurance organization, private bodies, Polish Red Cross, and professional and occupational associations. There was no central or regional control or planning of the institutions.

Payment for hospital and sanatorium treatment was the responsibility of local authorities in all cases not covered by such organization as social insurance. Local authority funds being very limited, this meant in practice that institutional treatment could be provided to only a very small proportion of those unprotected by insurance or private income.

ow.

General control is exercised by the Tuberculosis Control Section of the newly created Ministry of Health; the section is directed by Dr. Telatycki. Regional health control is exercised through the health departments of the 14 provinces and of the cities of Warsaw and Lodz. The Tuberculosis Sub-Committee of the National Health Council acts as an advisory body. The Anti-Tuberculosis Association is being reconstituted.

1. The Dispensary Service.

The services, which suffered severe losses during the war, are being reorganized with more or less the same general structure, and the same unequal division of financial responsibilities. Dispensaries, many of which ceased to function during the war, and which in any case were allowed to serve only as diagnostic centres without being able to provide or arrange for treatment, are now being rapidly restored. 440 are operating at present. There is a serious lack of equipment, X-ray units especially, and a great shortage of doctors and nurses, particularly of specialized personnel. The medical officers of these centres, nearly all of them doing this service in addition to busy private practice, are doing a heavy job of work. Relatively few of them have any particular training in tuberculosis. In the province of Kielce, for instance, for 45 dispensaries, there are 45 different medical officers, only 4 of whom have any particular qualifications. At present then the dispensary service, mainprop of the tuberculosis organization, is for the most part staffed by unspecialized personnel, provided with a bare minimum of equipment, struggling with an ever-increasing tide of tuberculous patients. The chief tuberculosis officer (also part-time) in the provincial health department has actually very little authority either over the dispensary service or over the sanatoria.

Case-finding surveys. Several case-finding schemes are under way; the results of some of these have been given. There are 7 photo-fluorographic units, located as follows :

1 in Warsaw.	In operation.	70 mm.	Swedish Relief Service.
1 in Krakow.	" "	35 mm.	Belongs to Social Insurance Organization
1 in Poznan.	" "	35 mm.	" " " "
1 in Poznan.	Not in operation.	Lens missing.	" " " "
2 in Bydgoszcz.	" " "	" "	Belongs to dispensary service
1 in Katowice.	" " "	Awaiting film.	" " " "

Two more units have been ordered through UNRRA. Enough 35 mm. film for 20,000 examinations has also been brought in by UNRRA, and more is on the way.

The main universities have an excellent diagnostic service for their students resumed on the same basis as before the war. In addition there is a very fine students' sanatorium, probably the first one to have been founded in Europe (inaugurated 1907).

2. Hospital and Sanatorium Services.

A complete picture of these services cannot be given at present, as the situation changes from day to day; only information collected quite recently is presented.

In general hospitals, out of a total of 86,000 beds, 4000 are set aside for the treatment of tuberculosis.

During the six years of war all the sanatoria except one were occupied by the Germans. Towards the end of the war as the Germans retreated they destroyed, looted and burned many of the buildings, stripping them of all the equipment. This was the situation the Poles were faced with a year ago, a country which had been without sanatorium facilities for its tuberculosis population for six years, sanatoria destroyed, sanatoria with no beds, no equipment, no staff. During the past year people have been occupied with the enormous task of restoring these sanatoria with the Polish tuberculosis services. Almost the whole time, for instance, of the Director of the Students' Sanatorium in Zakopane is taken up by the problems of rebuilding, by search for equipment, instruments, drugs. This search in a country plundered systematically during the war is no easy task. Principal items lacking are : thoracoscopes, replacement bulbs for thoracoscopes, surgical sets for thoracoplasty, X-ray film, developer and fixer, X-ray tubes, needles, plaster, laboratory reagents, narcotics.

In spite of the vast material problems, the sanatoria are being restored very rapidly. There are in fact more sanatorium beds now than before the war, thanks to the acquisition of previously German institutions in Lower Silesia. There is a total of 11,580 "potential" sanatorium beds. A description of the situation in Southern Poland, where most of the best sanatoria stand, will help to explain what this "potential" figure means at present.

In Lower and Upper Silesia, and in Zakopane, there are 16 sanatoria with a possible total of 6,188 beds. Of the 6,188 :

1301 are not yet ready (equipment lacking, premises not completed).

1840 are still requisitioned by armed forces.

2937 are available for tuberculous patients.

Of the 2937, 1905 are occupied by patients (of whom 237 are German) and 1032 are empty.

The 2937 beds are in excellent sanatoria, equipped for active treatment of tuberculosis and staffed by competent doctors. Yet 1032 stand empty. The main reason for this lies in the financial difficulties of the health authorities responsible. For some patients cost of hospital treatment may be covered by an insurance organization, or the Polish Red Cross, or the Ministry of Health which assumes responsibility for treatment of repatriates. A few persons may bear the cost privately. But the majority have no protection of any kind, and for them the small local authorities are theoretically responsible regarding provision of treatment for tuberculosis. In fact with the present high cost of maintenance in institutions, ranging from 100 to 200 Zlotych a day, and with few local taxes collectable, most authorities can only afford to maintain in hospital or sanatorium a very small number of patients. Most of their cases, when they do go, are sent only for a short time. From Lublin city dispensary for instance where 1211 new cases were diagnosed in 1945, only 99 were sent to hospital (for an average interval of three weeks) and 9 were sent to sanatorium. They have at this dispensary a list of 646 persons who ought to be placed in hospital or sanatorium and cannot because of lack of funds. Bydgoszcz Provincial Authority possesses a good sanatorium at Smukala, with 124 beds, yet of the 360 new tuberculous patients diagnosed in the first three months of this year, none could be sent to sanatorium.

The Ministry of Health is able to pay for only 1,000 patients for the whole country, and these include repatriates. For patients unprotected by insurance, private income or otherwise, there is little hope of any treatment other than 2 weeks in the local hospital for induction of pneumothorax when this is thought advisable; they are then sent home again. These patients are the ones in the worst economic condition; it is not difficult to imagine the prognosis for such cases, and the risks for their families. Even for insured patients, the limit of stay in sanatorium is usually 3 months.

On the basis of an overall tuberculosis death-rate of 300 per 100,000, and setting the minimum standard of 100 beds against every 100 deaths, there should be

at least 66,000 beds. There are only 11,580, and though half of these are not ready or are still requisitioned, there are still large numbers of beds standing empty because no one can bear the cost. The situation is aggravated by the fact that there is little or no control of sanatorium-bed allocations. Social insurance and other organizations may send into well-equipped sanatoria cases that are moribund or for whom in any case no active treatment is possible. Meanwhile very many thousands of diagnosed open cases lie at home infecting their families, and getting worse for lack of treatment.

The main cost is food. Sanatoria are obliged to buy most of their food in the open market. The cost of food varies from one province to another. In one, 100 Zlotych may cover a relatively adequate diet of about 3000 calories (with nevertheless too high a proportion of carbohydrate); in Lower Silesia 150 may provide only a diet well below the minimum requirements for a healthy person. For example: in Zeylandowo, patients receive a small portion of meat or fish twice a week, no cheese and no butter. For three months they had no milk except in soup, now they have 1/4 litre per day. Nurses are constantly leaving because of the bad diet, since they have the same as patients but minus the milk. In one sanatorium, arriving at 1 o'clock, we partook of the main meal; it consisted of a thin vegetable soup, and a plate of rice.

In several institutions the diet is not more than 2000 calories. From Kamienogura sanatorium we brought away a complete list of all foods consumed during March by the 400 persons in the Sanatorium. An analysis on the basis of figures given by the M.R.C. Memorandum (No. 14, 1945) on "Nutritive value of wartime foods" shows that the average daily diet per person in this sanatorium amounts to 1995 calories, with 348 gms. carbohydrate, 37 gms. fat, and 67 gms. protein (of which 23 gms. animal protein).

We were told in one sanatorium that 80% of open cases are still TB+ they go home. In another sanatorium for 200 patients, the director, when asked the same question, was able to remember two cases within the past 6 months who had become TB-; both were private patients and had food sent from home.

The problem of food is one which both affects the conditions of patients in sanatoria and is indirectly responsible for many beds standing empty. UNRRA is committed to a programme of provision of food to the whole Polish people through the central government, and is unable to undertake tasks of specific allocation and distribution. But any assistance that could be given in provision of food to the sanatoria would go a long way to the solution of their problems.

3. Staffing of the Services.

Several references have been made already to the severe shortage of medical and nursing personnel. There is an average of one doctor for 3,600 people, one nurse for 7,000 people. Concentration of doctors in the towns makes the situation even worse. For instance, there are 400 doctors for the 400,000 inhabitants of Lodz city, or one doctor per thousand, while in rural areas in Lodz province there is one doctor to 15,000.

The lack of specialized personnel is particularly great, as a relatively high proportion of these were killed. The chief thoracic surgeon for Warsaw was shot by the Germans. There are now in Poland 2 surgeons specializing in chest surgery, though many other surgeons undertake it.

Courses are being arranged for doctors; they are planned as intensive courses lasting 2 - 3 months, and will take place in the principal university centres. Grave difficulties are arising in this connection. Owing partly to economic difficulties of doctors, partly to the fact that a country doctor can find no locum to replace him even for a few weeks, there are very few candidates, although the Ministry is offering maintenance and 8000 Zlotych a month to those attending the course.

4. Conclusions on Present Situation.

The incidence and mortality from tuberculosis in Poland is now alarmingly high. Involving usually chronic disease over many years and affecting mainly adolescents and young adults, it involves an immense wastage of human life. Of the toll on health taken by the war and the German occupation, it represents by far the most serious disease, and will continue to be so for many years to come. The fact that it is not an acute epidemic disease renders less apparent the need for an intensive campaign; the need however is urgent. We have seen the lack of equipment and personnel; the equipment lack can be made good rapidly, but acquisition and training of personnel unfortunately cannot follow at the same rate. We have seen also that in face of the prevalence of the disease, institutional accommodation available at present is quite inadequate and yet a large number of beds remain unoccupied.

The situation is such that it must be regarded as nothing less than a national emergency. It demands a programme of material assistance from without on a proportionate emergency scale, and of urgent reorganization along lines practicable under present conditions.

MATERIAL REQUIREMENTS.

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A. Equipment.

During inspection of the services, UNRRA beds, X-ray units, drugs and equipment of all kinds were seen in quantity in many general hospitals, but only a small proportion of this has reached the tuberculosis services. The claims of general hospitals had evidently in the first period highest priority. The needs of the tuberculosis services remain very great, and warrant an UNRRA emergency programme directed specifically to the tuberculosis control section of the Ministry of Health. The requirements listed below are the minimum required for an initial emergency period, and fall very far short of the total required for a complete long-term programme. The allocation of these items is not given here; a separate detailed report has been made on the conditions found and the needs in each service and institution, and allocations may be determined on the basis of that report.

<u>Army Med.</u> <u>Catalogue No.</u>	<u>No. of</u> <u>Units.</u>	<u>Item.</u>	<u>Approx. Cost</u> <u>Dollars.</u>
6091500	20	200 m.a. X-ray units, two-tube. (Spec. radiographic and fluoroscopic shockproof unit complete 200 m.a. two tube. Includes tilting table, tube stand, control stand, fluoroscopic attachment, two shock proof tubes and necessary equipment to function as a unit).	80,000
6090500	30	200 m.a. X-ray units, one-tube. (Spec. as above, save one shockproof double focus tube instead of two tubes).	90,000
	2	Complete photofluorographic units for mass radiography (including 35 mm. camera unit, X-ray unit, electric generator, phototimer, transport, complete with tools and expendables including numbered cards and film to operate for one year).	30,000
	10	Projectors and screens for interpretation photofluorographic film	250
	1,000	gross X-ray film, 30 cm. x 40 cm.	50,000
	1,000	gross X-ray film, 24 cm. x 30 cm.	30,000
1379005	5,000	5.gallon cans of developer X-ray.	9,000
1380000	5,000	5.gallon cans of fixer X-ray.	7,000
6040000	50	illuminators, radiographic.	1,000
	30	Thoracoscopes with cauteries, transformer, connections, fittings,	15,000
	300	Replacement bulbs for thoracoscopes.	150
	20	Instrument sets thoracic surgery	20,000

<u>Army Med.</u> <u>Catalogue No.</u>	<u>No. of</u> <u>Units.</u>	<u>Item.</u>	<u>Approx. Cost</u> <u>Dollars.</u>
3075000	5	Sets bronchoscopy	5,000
7098000	50	Operating tables.	4,000
7099300	10	Orthopedic tables complete	6,800
3716800	5,000	Needles for pneumothorax. Refill.	1,000
	10,000	feet of rubber tubing, 1/4 inch in side diameter, 1/8 inch wall, for pneumothorax apparatus.	200
	50,000	Patient's record cards for pneumothorax refills	100
	1,000	Tubes for blood sedimentation tests.	500
4316000	50	Microscopes binocular	10,000
1489500	5,000	Pkgs. Tuberculin P.P.D. first test strength. 10 doses.	2,500
1489600	3,000	Pkgs. Tuberculin P.P.D. second test strength. 10 doses.	1,500
1208405	500	Vials carbol fuchsin. 10 gm.	100
1290700	500	Vials methylene blue. 10 gm.	100
1252400	500	Boxes 4 ampules Lipiodol.	500
			<u>364,700</u> =====

B. Institutional Treatment.

Of over 11,500 potential sanatorium beds, only about 5,800 are at present available. Maintenance cost of these is borne by the Ministry of Health (1000 beds), the Social Insurance Organisation (1000 beds), local authorities, other organisations and private individuals (2000 to 2500 beds), leaving over 1000 beds empty. As the 5700 beds not at present available become so, the financial problem will become more and more acute. This is in fact the gravest problem before the tuberculosis services at present, and demands emergency measures to cover a period of at least one year.

- (1) It is proposed that of the 250 million Zlotych allocated to the Ministry of Health from the Government UNRRA Zloty fund, 100 million should be devoted to bearing the cost of treatment of tuberculous patients in sanatoria. This sum would, at the daily cost of 150 Zlotych per person, maintain the cost of almost 2000 beds for one year.
It must be stressed that while it would seem at first sight more advisable to expend such a sum on construction of new sanatoria or tuberculosis hospitals, such expenditure would be useless under present circumstances, in view of the fact that it is not at present possible to finance even the beds that are available.
- (2) It is proposed that means be sought to procure and distribute, through Government or outside agencies, at least a part of the food supplies required by the sanatoria. If the main fats and protein foods needed for 10,000 patients could be supplied to the sanatoria during the coming year, the daily cost per patient would be reduced to well under 100 Zlotych, and this, in combination with the foregoing proposal, would make it possible to occupy the full 11,500 beds.

C. Training of Medical Personnel.

It is proposed that there be organized the visit of 6 Polish surgeons to U.K. or U.S.A., for a period of 2 to 3 months each, for the purpose of studying the most recent developments in thoracic surgery. There have been notable developments in this field of work in recent years, and in view of the dearth of thoracic surgeons in Poland, it is suggested that such fellowships would meet a very real need. Again because of the small numbers of surgeons available, the 6 fellowships should be so arranged as not to run concurrently, but spaced over a period of 6 months to one year. The scheme would be rendered more practicable if British or American surgeons could replace the Polish surgeons during their absence.

D. Medical Literature.

In Poland, as throughout the rest of liberated Europe, a constant cry is the need of medical literature covering the war period. In addition, Poland suffered complete and wanton destruction of many medical libraries, public and private, so that she has lost also much valuable medical literature from before 1939. Anything that can be done to make good that deficiency will be welcomed here.

ORGANISATION PROPOSALS.

A. Hospital and Sanatorium Accomodation.

1. Polish sanatoria are concentrated mainly in 3 regions: Silesia (5280 beds), Zakopane (1100 beds), Warsaw province (2087 beds). Other regions, such as Kielce, have hardly any sanatorium beds or none. It is true that patients covered by social insurance may be sent to any sanatorium owned by this organisation, or to beds for which it is financially responsible. But for patients not so protected, and without financial resources, there is little prospect of institutional treatment, particularly where there is no sanatorium in the province. Since the number of sanatorium beds is so low in proportion to the need, it is essential that some control be established.

It is proposed that there be established an allocation plan of sanatorium beds for the 14 provinces. The allocation would be made at first on a population basis, but would be altered as and when adequate morbidity and mortality statistics become available for each province. The total beds allocated to a province would include those to be paid for by Government funds, social insurance, other organisations or private individuals.

2. In view of the very large number of cases awaiting treatment, priority on the following clinical basis should be established in choice of pulmonary cases for sanatorium:

- a. Cases of open tuberculosis requiring active treatment and presenting reasonable prospect of improvement.
- b. Cases of closed tuberculosis requiring active treatment or close medical supervision.

Advanced and chronic cases, presenting no prospect of definite improvement should be directed to tuberculosis sections of general hospitals or to small tuberculosis pavilions in the country set up for the purpose. The need for extending the latter type of accomodation during a programme covering the first five years must be stressed, though erection of new buildings even of barracks type may not be contemplated during the first year emergency period.

3. It is essential that procedure be established to make possible the selection of cases suggested. At present moribund cases may be sent to modern

well-equipped sanatoria, while open treatable cases lie at home. The tuberculosis control section of the provincial health department should control admission of all cases to sanatorium beds allocated to the province. Forms of application for any patient thought to require sanatorium treatment should be channelled through the provincial tuberculosis section, which would decide, on the merits of the case and in relation to the waiting list, if and where the patient should go to sanatorium.

4. Further unification of control is highly desirable. At present considerable confusion arises from division of responsibilities and from unequal financial assets. Łódź city, relatively prosperous, is developing an adequate sanatorium service, while Łódź province with 5 times as many inhabitants has only 50 beds for the tuberculous. Warsaw has 11 sanatoria all belonging to different organisations, and 7 of them with not more than 100 beds, resulting in much wastage, excessive costs and inefficiency. In any large city one may find one tuberculosis dispensary for the city, one for the province, one for the social insurance and little co-ordination between the three.

The 14 provinces constitute units of an ideal size (averaging 1 - 2 million) for the planning of a complete tuberculosis programme. The provincial department should control all tuberculosis activities within its area. If this is not immediately attainable in respect of social insurance organisation, there should be appointed a joint committee of the provincial office and the social insurance, to cover all important features of the tuberculosis programme. For the Łódź and Warsaw areas, it is suggested that city and province should form a joint authority for tuberculosis control.

B. Follow-up Records.

There is at present little liaison between the sanatorium service and the dispensary. Except in social insurance cases, patients are directed to sanatorium with little or no covering information, and similarly on returning from sanatorium little or no information is given to the dispensary regarding treatment given and progress made in sanatorium. It is suggested that there be established a uniform system of permanent follow-up record for each patient, this record to accompany the patient wherever he is directed for treatment or observation. (Specimens of such record papers have been transmitted to the Ministry of Health).

C. Staff of Tuberculosis Services.

1. At present in some provinces there is no medical officer to cover the work of tuberculosis control; in others the work is undertaken by a medical officer covering infectious diseases generally; in all provinces the medical officer concerned is vested with little real authority in tuberculosis control. The work of this section of the provincial public health office should be in the hands of a competent medical officer with special training in tuberculosis; he should be able to devote the major part of his time to this work alone, to the planning and supervision of dispensary, hospital and sanatorium services, to the control of institutional accommodation, to the clinical work of the central tuberculosis dispensary, and to the collection and analysis of statistics relating to tuberculosis in the province.

It is realised that lack of personnel renders impossible the immediate implementation of such proposals, but it is suggested that the requirement take high priority in the programme for the coming year.

2. The deficiencies of staff covering the country dispensaries cannot be remedied within a first year programme. However, maldistribution coupled with the overall shortage of doctors is so grave at present that some degree of direction seems essential if any solution is to be found. It is suggested as a minimum requirement that young doctors entering general practice or the public health service should be required to work in rural areas for 3 years at least.

Final year students, or newly qualified doctors, should be required either to take a 2-3 months university course in tuberculosis, or to work for an

equivalent period in an approved sanatorium. Doctors with such training would have at least a minimum qualification to cover the work of tuberculosis dispensaries.

In one district visited the dispensary service is efficiently covered twice weekly by the medical officer of a neighbouring sanatorium; where possible such participation of sanatorium personnel in the work of local dispensaries should be suggested and encouraged.

3. In view of the importance of tuberculosis here as related to other health problems (the ratio of tuberculosis deaths to deaths from all causes is 16% ; compare with 6 in England and Holland, and 8 in France), greater opportunities should be afforded for training in tuberculosis. It is suggested that a chair in tuberculosis be set up in the main universities, and that the university tuberculosis department work in close conjunction with the provincial tuberculosis section in establishing courses for students and for graduates.
4. Official salaries are so low that it is not possible to suggest at present that tuberculosis officers (and other public health officers) be required to abandon private practice and work full-time for the public service; nor would the present national economy justify proposals for a considerable rise in salary of one selected group. It is suggested however that this step will have to be considered ultimately in a long-term programme, since in a country with a tuberculosis problem of such dimensions, the service cannot be covered efficiently except by teams of trained tuberculosis officers who will carry out the dispensary work of a whole province.

D. Notification of Tuberculosis.

The need to plan a tuberculosis service in relation to the incidence at least of clinically diagnosed cases renders imperative the compulsory notification of all cases of tuberculosis. Cases should be notified within 48 hours by the doctor making the diagnosis, to the provincial health department. Diagnosis should be based on clinical or radiological evidence of tuberculosis disease, and not on the results of tuberculin test alone.

CONCLUSIONS

It is not claimed that the above proposals are in any way comprehensive. They have omitted reference to nurses (training-school projects are under way), and to rehabilitation and after-care requirements. The object has been to formulate the immediate needs in terms as practicable as possible. There is no doubt that tremendous progress has been made in re-establishment and re-equipment of the services; but these services started almost from zero after liberation a year ago; equipment is still in very short supply, organisation is still defective.

The task that lies before the Ministry of Health is no mean one: it is that of planning tuberculosis control in a country which has been systematically devastated, which has a very high incidence of tuberculosis, which is lacking equipment, doctors, nurses and trained administrators, and which must concentrate its economy mainly on reconstruction. In a long-term 5 year programme far more equipment will be required, particularly for the establishment of tuberculosis hospitals to raise the total to 30,000 beds; more radical reorganisation will be necessary if the service is to be well staffed and to come within a single national plan of attack upon the disease; a much greater proportion of the national budget will require to be devoted to the anti-tuberculosis campaign (before the war the proportion was exceptionally low).

Only after the initiation of such a programme, and after a raising of the living standard which will of necessity be slow, can any important and continuous decline in this disease be expected in Poland. In addition, however, though much will depend on the Polish people themselves, wartime devastation has been such that assistance from without will be needed for a long time and on a generous scale.

Marc Daniels.

	A.	B.	C.	D.	E.	F.
<u>Sanatorium</u>	<u>Potential</u> <u>total</u> A = B+E+F.	<u>Actual Beds</u> <u>available</u> B- C+D.	<u>Occupied</u>	<u>Empty</u>	<u>Requisi-</u> <u>tioned</u>	<u>In pre-</u> <u>paration</u>
<u>Wroclaw</u>						
Gerbersdorf.	1,000	160	136	24	840	
Kamieniegura, (Landerhut)	580	580	304	276		
Schmiedeberg,	150	150	134	16		
Zeylandov, (Buchwald).	223	223	213	10		
Wysoka Zaka, (Hoenwiese).	300	90	48	42		210
Twardow, (Herbersdorf).	60	60	50	10		
Horrenprotsch.	1,000				1,000	
Oberniki.	800					800
<u>Katowice.</u>						
Isteb.	500	400	90	310		100
Glucholazy.	275	220	166	54		55
Bystry.	150	150	?	?		
Siewierf.	140	140	?	?		
<u>Krakow.</u>						
"Warszawianka", Zakopane.	100	100	71	29		
Bystre, Zakopane.	250	250	98	152		
Polish Red Cross. "	350	250	200	50		100
Teachers. "	200	150	62	88		50
Students. "	200	114	114	-		86
Krakow City.	100					100
<u>Warsaw.</u>						
Otwock - children. (Swedish Unit.)	300					300
Kruk.	800	800	?	?		
Warsaw City Sanatorium.	240				240	
Otwock District Sanatorium.	100	100	?	?		
Palladium	100	100	93	7		
Ostrowek	60	60	60	-		
Polish Red Cross	47	47	47	-		
Swider.	100	100	100	-		
School League	80	80	80	-		
Rudka	160	160	?	?		
Miedzylesie	100	60	?	?		40
<u>Poznan.</u>						
Luchwikowo	200				200	
Kowanowko	300	300	?	?		
Chodziez	190	190	158	32		
Torzebiechow	200					200

	A	B	C	D	E	F
<u>Sanatorium</u>	<u>Potential</u> <u>total</u> A = B + C + D + E + F	<u>Actual Beds</u> <u>available</u> B = C + D	<u>Occupied</u>	<u>Empty</u>	<u>Requisi</u> <u>tioned</u>	<u>In pro</u> <u>paratio</u>
<u>Bydgoszcz</u>						
Smukata	174	102	102	-		72
<u>Kielce</u>						
Busko	140	140	140	-		
Rabsztyń	220	220	?	?		
<u>Łódź</u>						
Tuszyń	800					800
Lagiewki	150					150
Lagiewki. Old Sanatorium	60	60	60	-		
Pirzyski	50					50
Łódź	80					80
<u>Lublin</u>						
Włodowa	200					200
Kazimierzówka	50	50	50	-		
<u>Gdańsk</u>						
Kochanów	200	200	?	?		
<u>Pomorskie</u>						
Hohenkrug	100				100	
TOTAL:	11,579	5,806		1,100 at least	2,380	3,393

This belongs to
561 ~~113~~ folder

A

NS DIVISION

ING SLIP

Date

12/10

Director

Special Asst. to Director

Welfare Branch

Medical Branch

Regis. & Repat Branch

Operating Services Branch

①
②
③
④

DRG
MHB

From

L.V.

- ☐ For Signature
- ☐ To note & pass to
- ☐ For necessary action
- ☐ For remarks
- ☐ For your information
- ☐ For approval
- ☒ To note, initial & return
- ☐ For file

UNRRA MISSION TO POLAND

884

With the Compliments
of the

REPATRIATION DIVISION

Mr Bond

23/4

UTTRA ITALIAN MISSION
DISPLACED PERSONS OPERATIONS

ROUTING SLIP

FROM	TO
INTERNAL	
✓ : Deputy Chief Of Mission & Chief, D.P.Ops:	:
: Deputy Chief, D.P. Ops	:
: Division, Health Services	:
: Division, Finance & Administration	:
: Division, DP Welfare Services	:
: Division, Repatriation & Resettlement	:
EXTERNAL	
: Chief Of Mission	:
: Bureau of F & A	:
: Bureau of R & D	:
: Other	:

FROM Signature Date

REMARKS -

M. Bond - return to info 460(a) for file

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

MISSION TO POLAND
W A R S A W

CHIEF OF MISSION'S MONTHLY REPORT FOR MARCH, 1947

Mr. Sorien.

CONTENTS	PAGE
1. RELATIONSHIPS WITH THE GOVERNMENT	1
a) Supplemental Agreements Negotiated or in Progress	1
b) General Problems of Relationship	1
c) Relief and Rehabilitation Projects undertaken by the Government with Proceeds from Sale of UNRRA Supplies	1
2. RELATIONSHIPS WITH OTHER AGENCIES	2
3. SUPPLY AND DISTRIBUTION	2
1) Supply Accounts and Transportation Division	2
2) General	3
3) Food and Agriculture	4
4) Industrial Rehabilitation	6
5) Distribution	9
4. RELIEF SERVICES	11
a) Health	11
b) Welfare and Repatriation	12
5. PUBLIC RELATIONS	17
6. ECONOMIC COMMENTS	17
7. ORGANISATION AND ADMINISTRATION OF THE MISSION	18

APPENDICES

- A. Notes of a Press Conference held in the Office of the Chief of Mission, 4th. March at 3 pm.
 - B. Order of the Minister of Supplies and Trade.
 - C. Prime Minister's Appeal to Poles Abroad.
 - D. Personnel of Mission as at 31st. March, 1947.
 - E. Summary of Food and Agricultural Machinery Shipments Diverted.
 - F. February Monthly Report.
Summary of Supplies Delivered to Poland through UNRRA During the Month of February.
 - G.1. Amount and Utilisation of Proceeds from Sale of UNRRA Supplies January, 1947
 - G.2. Amount and Utilisation of Proceeds from Sale of UNRRA Supplies February, 1947.
 - H. Budget of Government for Relief and Rehabilitation Projects.
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1. RELATIONSHIPS WITH THE GOVERNMENT.

a. Supplemental Agreements Negotiated or in Process.

The status of the buildings occupied by UNRRA, namely, the office building at 35 Hoza Street and the apartments at Solariego and Sucha Streets, had never been clearly defined, but during the month an agreement was reached whereby UNRRA pays nominal rental for the use of these buildings during its life with the understanding that the remainder of the cost of repair to buildings will be chargeable to the proceeds of sale of UNRRA supplies and will not therefore come out of administration expenses. It is further agreed that these buildings will be made available, after the close of UNRRA, for use by (1) successor international agencies, or (2) voluntary agencies approved by the Government. It is clearly understood that recognized successor agencies with international character will have priority in use of these facilities. A further agreement was reached with regard to the now unused portion of the building at Hoza Street, whereby voluntary agencies co-operating with UNRRA and the Polish Government can be housed on these premises.

b. General Problems of Relationship.

The Government is becoming increasingly alarmed at the impending shortage of food and the extremely short supplies in sight. Partly at the suggestion of the Mission, the Government arranged two special meetings regarding the food situation; namely - (1) Mr. Lechowicz, Minister of Supply and Trade, with the assistance of Mr. Bobrowski, President of the Central Planning Board; Dr. Grosfeld, Chief of the Ministry of Navigation and Foreign Trade; Mr. Dab-Kocioł, Minister of Agriculture; and other experts, met with members of the UNRRA staff and the American and British embassies and discussed in detail the food position in Poland. (2) The second meeting was a press conference arranged by the Minister of Supply in which the Minister and his assistants presented the food situation to the correspondents. UNRRA was represented at this meeting by an observer.

The Mission felt justified in urging these meetings in order that the friends of Poland in other countries might know what the true situation is regarding the food and agriculture situation within the country.

c. Relief and Rehabilitation Projects undertaken by the Government with Proceeds from sale of UNRRA Supplies.

Discussions were held with the Government regarding an exchange of letters at the closure of the Mission, which will describe in detail the status of the relief and rehabilitation fund as at June 30th, and the disposal of the remainder of the proceeds during the years 1947, 1948 and 1949. As a result, a draft of a letter from the Mission to the Government has been drawn up and submitted to the Government for comment. This letter includes a proposed form of quarterly reports, which will continue to be submitted by the Government, either to E.R.O., or to another international organisation designated by UNRRA, during the lifetime of the fund after the closure of the Mission.

During the month negotiations were conducted with the Government regarding the immediate opening of accounts for the local currency requirements of other international organisations operating in Poland in 1947, and of the foreign voluntary agencies. The Mission has requested that 100 million zloyts be made immediately available for the international organisations, and that another 100 million zlotys be made available to meet the needs of the foreign voluntary agencies during their lifetime. The foreign voluntary agencies will, of course, have to receive budgets from the Government based on their actual programmes of operations in Poland.

of April, vessels may be able to proceed to Poland.

Rail Transportation

A. Receipts

The following is a record of allocations and arrivals of Rolling Stock as at the 31st. March and it will be noted that this program is almost complete.

During the month of March, no railcars were delivered from France and Belgium. Of the total allocation of 2,000 boxcars, 1944 have arrived, 22 have been detached en route, leaving a balance of 34 to be delivered. Of the 435 gondolas allocated, 404 have arrived. 16 have been detached en route, leaving a balance of 15 to be delivered. Of the total of 745 boxcars from the U.K., 645 have arrived to date and 7 are still to be delivered. 93 boxcars were delivered to the Polish Government in France. 336 of these wagons were delivered in March. No U.S. gondolas from Yugoslavia were delivered to Poland in March. Of the total of 460 despatched, 456 have arrived in Poland. Twenty wagons carrying 182.25 tons of Agricultural Supplies which were unloaded from the Edward Kavanaugh at Trieste arrived in Poland during the month.

B. Despatches

During the month a procurement of 85 tons of Polish Fodder Beet Seed was effected for shipment to Austria of which 70 tons have been, or will be shipped by the 31st. of the month and the balance to go forward the first days of April.

Supply Accounts

There is nothing of special interest to report for the month. The summary of supplies delivered during the month of February is attached as Appendix F.

General

With the thaw, and in common with most other European countries, Rail and Road traffic in Poland has been much dislocated owing to heavy floods. Many road and rail bridges over the Vistula and other rivers have been carried away by flood waters and a heavy strain has therefore been placed on the transportation system. At the same time, by the use of alternative routes, communication between the principal centres of Poland has been generally maintained.

2. General

Flood Conditions

Poland has had one of the severest winters since 1899. The main rivers have been frozen to a depth of more than a metre. In spite of the precautions taken to clear the ice, with the spring thaw, there has been a most severe flood damage. Estimates run from 280,000 to 300,000 hectares of land flooded, about fifty per cent of which is arable and the other fifty per cent is pastures and meadows. In these figures on flooded areas, swamp and forest lands were not included. Approximately 250,000 to 300,000 people have had to move to get out of the way of the flood. Death losses are still being reported: the last figure furnished us by the Government was 60, but subsequent reports indicate that this number will be greatly exceeded. The flooded areas include the valleys of the principal rivers and also there was a great deal of damage done by the secondary streams.

Emergency measures are being taken to provide food for the people displaced by the flood. Many thousands of these people

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Emergency measures are being taken to provide food for the people displaced by the flood. Many thousands of these people

now requiring food relief were self-suppliers and not heretofore included in any ration program. This emergency is creating many acute problems in a country where there is already such a great shortage of food. The additional burden put on their limited supplies of food is causing revision in the whole food program, even though only one per cent of the population is effected.

In addition to the loss of life, loss of livestock and the food situation, the flood has very seriously affected transportation. While we do not have as yet an official figure on the number of bridges destroyed, some 15 or 20 are known to be out. These include highway as well as railroad bridges. In the immediate vicinity of Warsaw, four bridges are gone, two railroad and two highway. Where the water has stayed on the land for any length of time in secondary bottoms it will mean re-planting of the fall grain. Many thousands of tons of potatoes that were stored in the ground will be largely destroyed. It is estimated that some 50,000 ~~or~~ 60,000 tons of seed potatoes will be needed for this area, as well as 10,000 to 12,000 tons of grain.

Ice in the Baltic Area

The last ship to come in was on the 12th. February and it is not known how early in April it will be possible to get the first ships in. This has obviously delayed the entire shipping program and we are vitally concerned as to the effects this is going to have on the livestock aboard ships tied up in the ice. The meagre reports that we receive from the ships are to the effect that the death losses have already been heavy and the animals are in bad condition. Every effort is being made to expedite the handling of the cargo as soon as it is received. Mr. Mills, our Supply Accounts Officer, is now in the ports and Mr. Pasto and Mr. Malczewski, of the Agricultural Rehabilitation Division, are arranging to spend sufficient time at the ports to look after the livestock and the other agricultural supplies and arrange for immediate distribution. This delay in the receipt of tractors and horses will effect materially the spring planting. There are some 3,000 tractors in the cargo, either at sea or being loaded, as well as some 5,000 horses. This agricultural power is needed immediately, but the delay in shipping of a month to six weeks will mean that much of this power will not be available as early as it should have been for maximum results in spring planting. Plans are made to distribute the tractors as soon as received; however, we anticipate that it will also be a month to six weeks before the horses coming in now will be available for farm work. If this reconditioning could have been accomplished during the period preceding the thaw, the situation would not have been so serious.

F.A.O.

The Chief of the Supply Department attended the F.A.O. Conference called in Rome by Mr. Henson and reviewed with them the F.A.O. program. This matter has been presented to the F.A.O. Committee of the Government and they are now developing projects. It is anticipated that by the 10th. April the first group of projects will be submitted to F.A.O. by the Polish Government. The Government is extremely interested in the fact that certain phases of the Agricultural Rehabilitation program will be continued and hopes to obtain maximum utilization of this service.

3. Food and Agriculture

Food Position.

The food position in Poland has generally deteriorated during the month, due to shipments being held up by ice in the

Baltic. There are at the present time, aboard several ships 49,000 tons of corn, wheat and wheat flour in grain equivalent, and also some small quantities of rye and barley. These shipments may arrive within the next two weeks.

A conference was held with the Minister of Supply and Trade and his immediate staff on March 18th, to discuss the food situation thoroughly and to determine what further steps might be taken to alleviate the situation. It appears from the conference that the Government was doing all it could to obtain grain and other foodstuffs and effect their speedy distribution. A regulation, which went into force on February 15th, provided that all millers must sell to the Government, at current free market prices, the equivalent of two months normal toll collections which represent the millers' payment in kind for milling grain. This amounts to 10% of the grain milled. About 11,000 mills in the country were affected by this regulation. This regulation will cease on April 15th, the object during the two months while it is in force being to force grain into the consumer channels faster than would normally be accomplished.

Because of the lack of shipments of bread grains, the amount of bread the ration card holders were previously entitled to was cut down in many centres, and it was decided to help make up for the shortage of bread by providing sugar instead, in the ratio of 1 kilogram of sugar for 7 kilograms of bread. At the present time the price relationship in the cases of both fluid milk and grain is such that farmers would be encouraged to sell both these food items rather than processing or feeding them to their livestock. For example, the cost of milk is z1.25 per litre and the cost of butter about z1.450 per kilo. Inasmuch as it takes about 30 litres of milk for the manufacture of 1 kilo of butter, the value of the butter fat in terms of fluid milk in the 30 litres would amount to z1.750, or about z1.300 more than the milk processed into butter. So long as this relationship exists, it is felt that all the milk that it is possible to move will move into direct human consumption.

Land Drainage

During the month a land drainage specialist visited the country for about ten days and together with the Government drainage experts, made a study of the land drainage work in the Vistula delta area near Gdansk. Because of the breaking of the dykes and general lack of maintenance during the occupation, about 110,000 hectares were flooded. At the moment, only 4,000 hectares have been freed of water and put back into agricultural use, although it is expected that some additional land will be ready for spring farming operations. The soil of this delta area is largely fertile but agriculture there is entirely dependant on the condition of the river banks and the efficiency of the pumping stations by which its drainage water is lifted into the rivers. Wartime destruction left the pumping equipment in a very bad state, and though about 50% of the pumping plants have been repaired the great variety of types of pump, in use, and the difficulties of obtaining spare parts, especially bearings, has imposed a makeshift policy on the engineers.

Among the principal recommendations made was that of making an effort to obtain field ditching equipment adaptable to cleaning out the smaller lateral ditches. At the moment, the work is progressing very slowly because hand labour only is being used. It was also recommended that the reclamation work be done in as large blocks of land as possible, to mitigate rice infestation, and to help the counter measures which are being employed.

The land drainage specialist also gave a lecture at the College of Agriculture, at Warsaw, and paid a visit to the

University of Kraków.

Farm Machinery

The school in Poznan for tractor operators continued throughout the month with a high degree of success. Much credit is due to Mr. Clar, the Director of the school, who, with his assistants, has arranged the well planned courses. Their lectures are good, and they have a fairly comprehensive range of demonstration pieces and instruction material of all types.

Twenty two Mennonites have arrived in Poland and are now in Poznan for orientation, before being assigned to field points. These men who are practical tractor operators were also given very intensive instruction in the United States, before leaving for Poland. It is expected that all these men will be assigned to various tractor stations throughout the country within the next two weeks.

4. Industrial Rehabilitation Division

General

The Chief of the Industrial Rehabilitation Division has left Warsaw for Rome to represent the Supply Department of the Mission at the conference of the Chiefs of Mission which will take place early in April.

The bad weather during the month has prevented extensive field trips on the highway and this factor has prevented some services which might otherwise have been rendered and which were needed. This applies especially to the heavy construction and vehicle maintenance phases of the Division's efforts.

Transportation and Telecommunication

No important changes have occurred in the budget.

Highway Transport

During the month of March, representatives of the Government including engineers from the Ministries of Industry, Reconstruction and Agriculture, conferred with equivalent members of the Czechoslovakian, Austrian and Yugoslavian Governments regarding the problem of post-UNRRA repair parts procurement. Mission representatives of the countries concerned attended this conference which was held in Prague. From the UNRRA point of view, much good was accomplished in the sense that the people in Poland concerned with the procurement of parts for UNRRA purchased equipment now know the problems of the other countries and how these countries are meeting their problems, and can adapt some ideas to their own use. They know who to contact in these other countries if they have problems which might be solvable in mutually advantageous manner. From the Governments' point of view several concrete suggestions evolved during the conference. Each delegate agreed to submit to his Government concrete proposals regarding pooling of requirements, exchange of parts (either locally manufactured or purchased) and the possible exchange of equipment to concentrate models of equipment in particular countries. It was decided during the conference that there would be proposed to each Government the possibility of assigning a permanent delegate to a special commission with headquarters at Prague whose job would be the co-ordination of requirements and possible available supplies for highway transport equipment, railroads, agricultural machinery and heavy construction equipment.

Railroads

The delivery of box cars from the U.K. is continuing and it now appears that all but 7 cars have been accounted for. Some of the cars from the U.K. have been turned over to the Polish Government at Le Havre.

Telecommunication

Deliveries of telecommunication equipment during the month was about 16 tons including teleprinters and radio tubes.

Public Utilities

Mr. A.W. Harris is in Poland in connection with the installation of the 650 KW steam turbine electric generating plants. Mr. Harris is working in Poznan on the installation of the first of these plants. It is felt that the proper installation of one steam power plant will serve as a pilot plant. Mr. Harris's help in the erection of the pilot plant will be adequate to allow proper installation of succeeding plants without his help if it should happen that the Mission closes before the arrival of all the equipment for all the plants. There is still no news regarding delivery of the boilers, beyond the fact that it is expected sometime next month.

Building Industry

Outside work in the building industry has been held up during the month, first by cold and snow and next by mud and floods, but during this time the Ministry of Reconstruction has done much good work in re-conditioning their mechanical equipment, getting the equipment ready for operation when weather conditions allow. The Ministry of Reconstruction is making great strides setting up shops and a spare parts depot, in order that their equipment will obtain good servicing. The Central Parts Depot of the Ministry of Reconstruction (for heavy construction equipment) will be in Gdansk. It is contemplated that during April the Central Parts Depot will commence operations. The UNRRA Heavy Construction Specialist has made a tour of certain depots of the Ministry of Reconstruction in order to help them recondition the equipment they have.

There remains much to be done in training users regarding the proper operation of their equipment; one machine that had been rented by the Ministry of Reconstruction to a Municipal organisation came back to the Ministry of Reconstruction shops after 110 hours of operation in a very damaged condition, indicating improper operation and maintenance.

The services of the specialist on the vehicle spare parts warehousing problems has been continued and he shall be used, also, to help the Ministry of Reconstruction establish their warehouse in Gdansk. Foremen of various Ministry of Reconstruction depots will visit the vehicle spare parts depot at Lodz to acquaint themselves with proper storage methods.

Mining and Quarrying

The order for Einco Coal Loaders has been cancelled in its entirety (value \$134,412). An I.R. Service Specialist in the use of coal loaders arrived in Warsaw and has been conferring with the Government regarding the use of such coal loaders. Mr. A.E. Lillstrom, the consultant, has completed a survey in the coal mines with respect to the use of Einco coal loaders and has provided advice and instruction on the use of this equipment, including the showing of a film on coal loaders to concerned Government agencies.

Some Einco coal cutters that had been mislaid for some time were located in Czechoslovakia and are now enroute to Poland.

P.O.L.

A survey of the distribution of P.O.L. products has been initiated. This survey will include information regarding the availability of lubricants for highway transport and agricultural machinery and information regarding the use of the lubricants that have come into the country. The Government has been supplied with a statement of supplies brought into the country according to out-turn reports.

Industrial Rehabilitation Services

Industrial Rehabilitation Services activities of the I.R. Services continued in March. Mr. W.A. Taig, a consultant on the matter of mass production of automatic machine products, such as screws, nuts, bolts and rivets, and wire products, has completed a survey of the industry in the Silesian area. In general, Mr. Taig's findings indicated that there was a good organisation in the industry but that there was a very great need of equipment to augment production and to replace obsolescent items. Mr. Taig has returned to England to investigate the availability of new equipment and to advise the Government regarding the employment of consultants to prepare complete plans for a new up-to-date plant for the production of nuts, bolts, nails, wire products, etc.

Mention has been made of the work by Mr. A.E. Lillstron, who has completed a survey in the coal mines with respect to use of Einco coal loaders.

Mr. A.W. Harris, a specialist in steam power plant erection, who had originally come to Poland as an I.R. Service Consultant, has been transferred from I.R. Services to the Mission budget in order that he might stay in Poland after the termination of the I.R. Services program. This step was necessitated by the delayed arrival of the power plants, especially the steam boilers, and the necessity of Mr. Harris remaining until at least one pilot plant had been erected.

Identification and Distribution of I.R. Supplies

The fact that the Baltic had been frozen for over 40 days precluded ships from entering Polish ports, and thus practically no I.R. supplies have come into Poland during the month. A few ships entered the Baltic at the very end of the month, but it has been impossible to ascertain what they carried. Mr. Batori and Mr. Dachowski of the I.R. Division visited the Ports, in conjunction with Mr. Brinkenhoff of the Ministry of Navigation and Foreign Trade, and discussed with the "Office for the Reception of Sea Transport" ways and means of insuring prompt removal of the I.R. supplies from the ports after they had been unloaded from the ships. It was found that there is still not enough facilities in the way of cranes and personnel to handle the shipments that are expected during the month of April, when the traffic will become exceptionally heavy because of the delays resulting from the inability to use the ports during the month of March. This matter is being discussed further with the Ministry of Navigation and Foreign Trade.

The Government has instituted a new system for the distribution of machine tools. This new system was discussed, but it was too early yet to indicate how successful it will be because it is still in its infancy and there are not enough details known to determine its efficacy.

Fellowships

With the return of six Fellows from study in the United States, all I.R. Fellowships have been completed and all the Fellows scheduled to return to Poland have arrived. They have shown great satisfaction and enthusiasm about their studies and have indicated that they have benefited greatly from their investigations and travels in the United States. As a group the engineers are enthusiastic about the possibilities of the application of their new knowledge to Polish problems, and it seems that if they are allowed to participate closely in the planning and operations for the future, in their respective fields the Polish economy will benefit immeasurably.

5. Distribution

Rationing Arrangements and Distribution

The effect of the reductions of category card holders in the rationing system caused by the shortage of food supplies was quite apparent in the month of March. This is seen first of all in the general statistics: ration card holders this month totalled 9,008,580 for the principal categories. This is 872,330 less than in the previous month, a drop of 9 per cent. But in addition, residents in hospitals, boarding schools and childrens homes were entirely dropped from the ration system getting instead cash subventions with which to buy indigenous food on the free market. The various supplementary ration cards were continued and children on "D" cards totalled 2,189,550, mothers with "M" cards, 276,470, heavy workers on "C" cards totalled 600,610, while supplementary rations for city dwellers in Warsaw, Gdansk and Szczecin, totalled 204,500 "S" cards. Coal miners and other miners totalling 353,770 also received supplementary rations.

Reductions in the number of ration card holders provided the occasion for a review of the system to remove inequities and establish more economical use of food resources. The total number of cards that will be eliminated amounts to 2,000,000 from the peak level of December and January. It is expected that the level will be established at about 8,000,000 (compared to a non-agricultural population of 11,000,000) and the ration system will definitely remain until the food situation permanently improves, i.e. Poland becomes a self sufficient food producer. The Ministry of Supply mentioned that approximately 500,000 people had managed to get ration cards through devious, illegal means, some forgeries, listing fictitious employees, temporary workers etc. These abuses are being combatted. In eliminating groups from the ration system the following principles were applied:

- a) Higher income groups were cut out, e.g. people working in firms based on free market prices.
- b) Scattered groups, e.g. State pensioners who would be more economically handled by increasing their pensions and taking away their ration cards,
- c) Students who worked and had incomes, while on the other hand the scholarship fund would be increased from 8 million zlotych in 1946 to 30 million in 1947.

Furthermore, supplements in kind were being eliminated and only the official ration supplements would be kept - "C", "D", "M" and "PZ" cards - which went to the most deserving (children and mothers) and productive sections of the population (heavy workers, miners, etc.). While there will be no general increase of wages or money supplements for those groups losing ration cards, the Economic Council has stated that in particular regions or industries where firms are able and wish to increase wages to replace lost ration cards, this may be done.

The increase will be locally decided upon. As Poland is forced back on her own food supplies the maintenance of the ration system is increasing the Supply Fund requirements; thus in the first half of 1946 this fund spent 700 million zlotych to support the ration system, whereas in the month of January 1947 the fund spent 2 billion zlotych.

The complete ration system as it exists presently, is given in the appendix. However, the above statistics, despite the drop in the number of card holders, does not show the entire situation of diminishing food rations. The Ministry of Supply stated that in March the realization of supplies in the ration system was for category I, 100 per cent in flour, meat and fat; for category II, 70 per cent; for III and IR, 75 to 90 per cent. These figures are probably a little optimistic.

Actually reports from the field show that bread and flour rations were met only for I and IR card holders in the larger cities, e.g. Warsaw, Gdynia, Gdansk, Wroclaw, Katowice and industrial centres generally. In Kraków district, however, 50% of the rations for I and IR card holders were distributed in Kraków and in the mountain and flooded areas. Fats were everywhere in short supply and even I and IR card holders could not get full rations in many districts. Children suffered from the lack of preserved milk supplies - generally children up to three years of age, received shorter rations, 3 instead of 7 litres, but children from 3 - 12 received either chocolate or cocoa in substitution (where available) or no ration of milk. Meat was also in short supply on the ration, but in addition to the using up of remaining supplies, the free market price for meat remained relatively steady in the cities.

The Government has attempted, plus the above measures of helping most in productive centres not close to farms, to follow a flexible policy to deal with the current food shortage. The compulsory sale of grain to the state at free market prices for subsequent distribution to consumers at the controlled price, has been given good co-operation by private traders, mills and farmers. Typical reports from the regions indicate that the sales quotas have been met from 50% to 75% in some regions but these quotas are still less than the grain requirements of the ration system. Moreover, these measures only speed up delivery of supplies without increasing supplies and constitute merely a postponement of the food crisis.

Further Government measures provide for a substitution of sugar for grain at the ratio of 1 kilo of sugar in place of 7 kilos of bread. Other articles, even non food items, are being provided, which may possibly be sold on the free market to get money for buying food. Thus, 100,000 tons of coal and 25,000 tons of coke were allocated to ration card holders. Restaurants were ordered to cut portions of bread and fats served.

Distribution of Agricultural Machinery

During the month, checks were made at the ports and in the regions on the distribution of agricultural machinery. Machines for the spring sowing action are being moved inland more rapidly. In the regions it was found that the area repair shops had been correctly received at repair centres and were being used. Tractors were being loaded for the spring plowing but the shortage of spare parts was an obstacle.

Industrial Rehabilitation Survey

Based on information from the I.R. Division, the Distribution Division has started a survey of the distribution of all POL products received.

Medical Supplies

The Spring thaw which began in mid - March finally made it possible to commence the distribution of the backlog of February shipments from regional health centres to using institutions. The system of distribution is now well organised and presents no problem.

UNRRA Distribution Control Unit

A cable was received that the E.R.O. Distribution Control Unit would arrive in Poland at the beginning of April.

4. RELIEF SERVICES

a. Health

Medical Supplies

The flow of information from Headquarters on supplies still to arrive in Poland is becoming distinctly more detailed and informative despite the fact that an overall picture of the residue of the medical supply program cannot as yet be produced. It appears from reports received during the current month that considerable supplies are scheduled for future shipment, including from the U.K. Actual arrivals during the month have been negligible. Of the much desired detail on the fulfillment of the program the information most urgently required is on artificial limbs, microscopes, dental supplies and the penicillin plant.

World Health Organisation

Preliminary planning for possible assistance to Poland during 1947 continued during the month. Details on the proposed plan are as yet not available.

Communicable Diseases

The trend of communicable diseases since the February report is as follows:-

	Week ending 22nd Feb.			Week ending 28th Feb.		
	Cases	Max.	Incid.	Cases	Max.	Incid.
Typhus Fever	5	-	-	8	-	-
Typhoid Fever	92	(Lwr.Sil. 20)	-	71	(Poznan 14)	-
Dysentery	9	-	-	1	-	-
Scarlet Fever	79	(Warsaw 21)	-	73	(Kraków 24)	-
Diphtheria	187	(Poznan 52)	-	184	(Poznan 40)	-
Malaria	1	-	-	5	-	-

	Week ending 7th March			Week ending 14th March		
	Cases	Max.	Incid.	Cases	Max.	Incid.
Typhus Fever	10	-	-	14	-	-
Typhoid Fever	91	(Silesia 14)	-	75	(Silesia 13)	-
Dysentery	8	-	-	11	-	-
Scarlet Fever	121	(Kraków 27)	-	108	(Kraków 18)	-
Diphtheria	205	(Poznan 37)	-	223	(Poznan 36)	-
Malaria	14	-	-	22	(Silesia 10)	-

The most striking feature of the period under review is a reduction in the average weekly typhoid incidence to 82 cases compared with an average of 214 cases for the previous four weeks. This is the lowest average figure recorded since the commencement of UNRRA operations in Poland. Diphtheria incidence also declined to an average of 202 cases compared with 375 cases for

the previous four weeks.

The present recorded peak of Influenza occurred in the week ended 22nd February when there were 5716 cases of which almost half were in the City of Lodz. Mildness in type is reflected in the total deaths for the week which numbered 5.

Medical Services to Mission

The health of Mission staff continues to be satisfactory. Even minor respiratory infections have been less prevalent than would be expected during the month of March. Records of staff absent daily are set out below as an average figure for the 22 working days in March 1st. to 26th. inclusive. The figures in brackets are for the previous month. Calculations are based on the Mission strength as at 28th. February.

	No. of staff	Average Sick Daily	Per Cent Absent
Imported	63 (67)	0.7 (2.5)	1.1 (3.7)
Local	161 (171)	2.4 (5.0)	1.5 (2.9)
Total staff	224 (238)	3.1 (7.5)	1.4 (3.2)

The general work of the clinical medical officer has included the following:-

Attendances at the dispensary.	Imported staff	91
	Local staff	110
		<u>201</u>
Visits to staff in Hospital		10
Visits to staff in Billets		<u>40</u>
		<u>50</u>

One senior member of the Mission staff was hospitalised for 7 days during the month. Apart from one small air-shipment at the beginning of the month no further medical supplies for Mission use have been received.

b. Welfare and Repatriation

Paris Repatriation Conference

The retiring Chief, Welfare and Repatriation Division, and his successor, the Repatriation Officer, represented the Polish Mission at the Conference, 13 & 15 March. The program for a Spring Repatriation Campaign worked out in Warsaw with representatives of the U.S. Zone and representatives of the Polish Government was adopted. with modifications for all D.P. operations directed toward Polish D.P's & toward Yugoslavian D.P's as well.

The importance of a repatriation campaign during UNRRA's last months was generally accepted, especially in view of the growth, outside of UNRRA, of sentiment for resettlement.

The prevalence of a rumour in Germany that the Polish Government is now opposed to further repatriation, contrary to fact but spread by anti-repatriation elements, was a further argument for the Prime Minister to broadcast an appeal to Poles abroad to return home.

Effort will be made to work up in Poland publicity on returned D.P's for use in the zones. Polish authorities were asked to have one of Poland's only two sound trucks, with a camera man to make stills, and a reporter, follow a family or group from the reception centre at Dziedzice to the spot at which they settle in the Recovered Territories. This idea is still under consideration.

It was also suggested in Paris that the names and expected date of arrival in Poland of individuals or groups, suitable subjects and highly regarded in their camps, be sent promptly to the Polish Mission so that efforts could be made to visit them after they have settled in Poland and that interviews and broadcasts be arranged. This suggestion was accepted with enthusiasm by Polish repatriation authorities and Radio Polskie and will be acted upon whenever possible. Dates, wavelengths and other particulars will be sent to the zones before any broadcast.

The possibility was discussed of finding one or two repatriated Poles competent to visit camps in the Middle East Region and explain present-day conditions in Poland. This point is being followed up.

It was decided that all useful informational material emanating from Poland be despatched to the field through UNRRA channels, except Polish newspapers, which should continue to be handled by PUR.

Complaints were expressed in Paris against the quality and competence of some Polish Liaison Officers, especially for lack of activity. Field consultants have found that the last visits to camps of some of these officers occurred as much as six or eight weeks previously. It was felt that an effective Liaison Officer should have been recently in Poland, certainly since the war; have travelled around the country; should be preferably from the provinces of which he would speak; have a thorough knowledge of his job and real interest in it; have courage and patience; and should, if possible, pay a short visit to Poland immediately, if he has not been home recently.

This whole question has subsequently been discussed with the Government, which is investigating possible cases of incompetence, but feels that it is definitely too late for any visits at this time, especially when all Liaison Officers are needed at their posts to cope with the expanding wave of repatriation, and since many of them have been home this winter on holiday.

It was decided with the Repatriation Division that copies of reports, (including comments on the campaign) to Headquarters from Field Inspectors should be forwarded to the Polish Mission.

It was brought out that training programs for Polish D.P.'s in Germany are now planned in the light of conditions and needs in Poland.

It was discovered that a report to the Polish Mission from the Middle East Office that the export of sterling from that area was forbidden was incorrect and that returning D.P.'s are allowed to take out with them almost any reasonable sum.

There were many complaints about the failure of D.P.'s to receive any of the letters friends going home had promised to write. This has subsequently been discussed with editors of the "Repatriant" through whose channels such letters are often forwarded. They state that a minimum of 10 kilograms of these letters are placed by their representatives in the German postal system in Berlin each week. Somewhere between the Berlin post office and the addressees in camps in the German Zones these letters disappear. This has been reported to D.P. Operations Headquarters for investigation.

On communications it was decided to establish an UNRRA bag on a weekly Polish plane from Warsaw to Paris, to include mail for onforwarding to Rome, Cairo and Belgrade. Material

for Germany and Austria will continue to go via the Berlin bag on the bi-weekly RAF 'planes.

Warsaw Repatriation Conference

A suggestion put forward by the Polish Mission representatives that a Repatriation Conference be held in Warsaw at the end of April was warmly received. Representatives from the three German zones and from Austria and Italy would be invited. It was felt that the Autumn Campaign might have benefited from such an opportunity of first hand exchange of experience. It is hoped that some of the time in Poland can be spent on a field trip to the Recovered Territories. The tentative date for arrival in Warsaw, the 26th. April, has been postponed to 3rd. May, to avoid conflict with the projected visit to Poland of the Director General.

Spring Repatriation Campaign

Most of the plans outlined for March in the program for the campaign were accomplished. Certain important information materials have been delayed, due to non-receipt from the Ministries concerned, but these should be available and will be dispatched to the field early in April.

The campaign was launched with a radio broadcast by the Prime Minister of Poland on the evening of the 23rd March. (Appendix C) Since the Prime Minister prepared his speech at the last minute, it was impossible to cable the text out to the field before the broadcast. This was done, however, on the 24th. Four recordings of the speech were airmailed immediately to the British and American Zones of Germany, to Austria and to Cairo for rebroadcast. Statements by the Director General and by the Acting Chief of Operations, D.P. Headquarters, were released on the 24th, and statements by the UNRRA Zone Directors, Mission Chiefs concerned, and corresponding Military Commanders, were scheduled for simultaneous release. Before the end of the month the first new transports of repatriates had reached Poland.

Government authorities have stated that registration for repatriation with a Polish Liaison Officer before the 25th April, dead-line for benefit of the Amnesty, will bring any affected D.P. within the time limit, even though actual repatriation takes place later. PUR has sent instructions to all Polish Repatriation Missions on how the Amnesty applies to individuals. The Foreign Office has also sent out detailed information on the Amnesty for Poles abroad, to its various delegations. The Government has agreed to supply the Mission with weekly figures on repatriation, from the 1st. January, and these figures will be supplied to all D.P. Operations as soon as received.

Complaints have been received from the Polish Repatriation authorities that various shipments of the "Repatriant", Polish newspapers and other information material sent out by them have never been received. The Mission has asked for details on specific cases for investigation.

The initiation of another food scheme from the American Zone of Germany has been announced.

Transportation of D.P.'s from the Middle East through Italy

Representatives from the Italian Mission expressed the Italian Government's feeling that Italy is being called upon to do too much in providing all trains for Polish D.P.'s in transit through Italy and stressed the psychological importance of the Polish Government sending at least a few trains for their own

nationals.

The Polish Government agreed to send one train a month fully staffed to Italy. The train for March made a record run, taking only 8 days for the round trip and bringing back 632 D.P's from Italy and Austria. The next Polish trains are scheduled to leave Poland for Italy on April 10th and May 2nd, ECITO in Warsaw is pursuing with the Ministry of Communications the question of extra coal that might be carried on these Polish trains for the use of non-Polish trains coming to Poland.

Another problem was presented by the lack of transit camp facilities in Italy for Poles from the Middle East. The Austrian Mission suggested that the transit camp at Villach be used for the small groups, which are to be shuttled up from Italian ports of debarkation. Up to about 400 D.P's can wait at Villach.

It was decided in Paris to use code words for each separate flight of D.P's from the Middle East.

Transit Charges through Czechoslovakia

Washington has agreed in principle that there is a legitimate claim against Czechoslovakian Proceeds from the Sale of UNRRA Supplies to meet these costs, and has requested the Polish Mission to ask the Polish Government to urge Czechoslovakia to pay out of the Proceeds. It is the strong feeling of the Polish Government, with which the Polish Mission agrees, that the initiative in pressing the Czechoslovakian Government to comply with the terms of the UNRRA - Czechoslovakian agreement lies with UNRRA, through the Czechoslovakian Mission. This question has been discussed by the Chief of Mission at the Conference in Rome.

Tracing and Repatriation of Unaccompanied Children

Regarding unaccompanied children in the Middle East, in the camp at Kolhapur in India, who have been "adopted" by so-called guardians, the Polish Embassy in Washington has made representations to the U.S. State Department against the action of the United States Consulate in Bombay in issuing visas to fifty girls about to be transported to the United States and to the Washington representative of the Indian Government against the action of local Indian Courts in creating guardianships. Later it was learned that the fifty girls left India on the 27th. January and arrived in the United States on "student" visas, although United States Immigration restrictions governing such non-quota visas were apparently overlooked. During the month nominal rolls of the 480 children remaining in the camp at Kolhapur and a nominal roll containing only the names of the fifty girls sent to the United States were received. Many of these children may have parents or relatives in Poland, but it will be difficult to trace them without fuller information. The Polish Government has asked UNRRA for help in facilitating repatriation of unaccompanied Polish children in India and the Middle East.

In Paris the question of relationship and co-operation between UNRRA, Polish Repatriation Mission and Military Authorities was discussed. Lack of uniform and up-to-date directives concerning the the Polish Government's policy in regard to the nationality of unaccompanied children or failure on the part of some Liaison Officers to follow their instructions had led to disagreement. This has been brought to the attention of the Polish Government authorities, who have promised to send immediately revised instructions to all Liaison Officers and to provide the Polish Mission with a copy for forwarding to all UNRRA Headquarters in the field. In the meantime, a copy

of a letter written last August 19th. by Minister Mantel, Chief of the Polish Political Mission in Austria, to UNRRA authorities in Austria and outlining policy regarding unaccompanied children, has been obtained by the Mission and forwarded to all field headquarters concerned.

Repatriation of Jewish Children

A request was received from the Central Committee of Polish Jews for the repatriation of a small number of Jewish children now in D.P. camps in Germany and Austria. The parents of these children are Polish nationals resident in Poland, who sent the children out of Poland last year. Action has been started by the Polish Mission. The Committee has volunteered to pay transportation costs if necessary.

Message Forms for Use of D.P.'s

On approval by E.R.O., copies of blank message forms were sent out to all D.P. Operations headquarters for use of those D.P.'s wishing to communicate with relatives in Poland. Their use will be limited to one for each D.P.

Operation "Grubstake"

Surplus "Grubstake" rations have long been ready for return to the military authorities. By the end of the month surplus rations - both British and U.S. - were forwarded to the authorities in Austria and Germany. No authority for the payment of freight charges has yet been received from either Military authority.

International Children's Emergency Fund

The information received from the Ministry of Labour and Social Welfare and the Ministry of Education, in belated response to the request from Washington, has been cabled, we are assured, by the Polish Government. The Mission has been anxious, nevertheless, to send this information also to Washington. The information from the two Ministries was conflicting at so many points, however, it was felt necessary to ask the Government to reconcile them. We have been assured that this is being done, but have not yet received the co-ordinated information.

Poland's Educational Requirements

UNESCO is compiling lists of educational requirements of the war-devastated countries and has called upon UNRRA for help in assessing the needs of Poland for UNESCO aid. The information required on Poland has been requested by the Mission from the Ministry of Education.

Gift of Children's Shoes

The Polish Committee of America has offered Poland 8,000 pairs of children's shoes in good condition, surplus from its supplies in the Middle East. The Friends Relief Society in Poland have guaranteed up to £60.0.0, which is adequate to meet anticipated transportation charges. From Italy, the shoes will move on a D.P. train to Poland, where the Friends would receive them for distribution. E.R.O. has agreed to charge the costs of transportation by sea against the Middle East Repatriation budget.

Government Recognition of Foreign Voluntary Agencies

The Government was approached on the question of recognition of the Council of Foreign Voluntary Agencies on a semi-diplomatic basis. Government action has been delayed awaiting the return of Minister Grosfeld to Warsaw.

5. PUBLIC RELATIONS

Local Press

UNRRA activities continued to be news in the Polish press, including frequent mention of the many cargoes immobilized in Channel and North Sea ports in ships unable to reach Polish ports throughout the month because of ice conditions.

Instructions to prevent any appearance in the local press of the final closure date for the Mission have been easy to carry out. When it was explained that, like any other reference to the end of UNRRA activities, publication of even an estimated final date could only have an inflationary effect, the local press co-operated wholeheartedly in avoiding any mention of the end of the Mission.

Foreign Press

On the 4th of March, the Chief of Mission held a press conference for foreign correspondents which was well attended. The conference was called for the purpose of discussing Poland's current food position and possible future developments, especially in view of the cessation of UNRRA supplies and the uncertainty of further aid from outside. At the conclusion of the conference, which was a long one, the correspondents expressed great satisfaction, several declaring they had never before obtained so clear an overall picture of the food situation in Poland. A transcript of the questions and answers is included in this report as Appendix A.

Additional collections of letters of appreciation for supplies contributed to Poland by the citizens of Philadelphia have been received by the Mission from other wojewodships (districts) and forwarded to the Division of Relief Services in Washington.

Publications

Printing of the Polish budget at the end of the month monopolized local printing facilities and further retarded the appearance of the hand-bill illustrating UNRRA activities in Poland, of which 1,000,000 copies are to be distributed to Polish school children. The completely revised version is already in the hands of the printers, however, and should appear in April.

Information Activities

All official photographic activities in the Mission have ceased. At the end of the month instructions were received from London to declare all photographic supplies and equipment surplus. The speed graphic camera and attachments have been transferred to the UNRRA Headquarters in Paris.

Four large poster-charts in colour of UNRRA activities in Poland, which were prepared last year and exhibited during the fair in September at Czestochowa, are being turned over to the UNRRA Bureau of the Polish Government for display in their offices.

6. ECONOMIC COMMENTS

Foreign Trade

Great Britain - Negotiations to conclude this important key treaty were conducted throughout the month reviewed, with

reported success in the solution of some of the outstanding problems. In the field of shipping, England agreed to release all Polish tonnage held in service under the U.M.A. agreement. Polish crews have been sent to Gibraltar and other ports to man the ships and bring them to Polish ports. Other major problems such as gold holdings, D.P-s, etc., are being discussed.

Finland - On March 12th, 1947, an additional agreement to the Polish - Finish Agreement, concluded in July, 1946, was signed in Helsinki. Under this agreement, Finland will provide 4,000 wooden house assemblies, cellulose, copper and copper products, while Poland will deliver 495,000 metric tons of coal and coke by July 1st. 1948. Finland also reserved the right to purchase 375,000 tons of coal against transfer of foreign exchange.

Soviet Russia - The impending expiration of the Polish - Russian commercial agreement on April 1st. 1947, initiated discussions in Moscow headed by the new Polish Prime Minister, Mr. Cyrankiewicz, accompanied by Mr. Minc, Minister of Industry. According to a statement made after the return of the Polish delegation from Moscow, the following has been attained:-

- a) Details of a future commercial agreement will be prepared shortly
- b) Poland obtained a loan in gold amounting to \$28,875,000
- c) Russia will turn over to Poland 19 ships of 50,000 tons D.W.T. by May 15th, 1947, in lieu of reparations
- d) Russia will transfer to Poland some rolling stock, notably German locomotives and freight cars
- e) Russia agreed to reduce Poland's coal shipments to that country made in accordance with the existing agreement of August, 1945, by one half
- f) Finally, Russia agreed to have the railroad line connecting the Russian frontier with Upper Silesia changed into normal gauge

While the above statement published concessions made by Soviet Russia, no mention is made of any concessions made by Poland.

Soviet Occupation Zone of Germany - An agreement was signed on 29th. March, 1947, by Dir. St. Broniewicz and Col. Eng. Michin. The agreement concerns trade and clearing and has been concluded for one year; it will be in force till 31st. December, 1947. It provides for trade amounting to 28 million dollars (14 million dollars' worth of import and 14 million worth of export). Poland will export coal, coke and coal products, and will receive potassium salts, shaft props, scrap iron, synthetic rubber and fuel, chemicals, textile machinery (particularly knitting machines), spare parts and needles for textile production, etc. Frontier services (gas, power, etc.) have also been regulated.

7. ORGANISATION AND ADMINISTRATION OF THE MISSION

Reorganisation of Finance & Administration Department

Consequent upon the abolition of the Organisation and Management Division, its functions have been reallocated as follows:-

Outplacement service	Personnel Division
Surplus Property disposal	Supply Accounts Division
Class II personnel	Personnel Division
<u>Budgetary Control.</u>	
Financial	Finance Division
Personnel	Personnel Division

Personnel Division

Reduction in force program

In accordance with the phasing schedule, the number of employees terminated during March was five, four of whom elected to return to their Home Stations immediately, one British employee terminating in the field. Of the remaining four, one was British, one Russian and two American. As a result of these terminations, the total number of personnel remaining with the Mission at the present time is 58 against the authorised personnel ceiling through April of 59.

Outplacement

During the month offers were made by the Food and Agriculture Organisation to three members of the UNRRA Polish Mission staff and the technicalities involving transfer have been referred back for further discussion.

Promotions

Effective promotions during the month of March numbered 4.

Local Personnel

Careful consideration was given during the month to the phasing of local personnel and, as a result of terminations effected during March the number of local personnel on strength at the end of March is 129 which figure includes one UNRRA Fellowship.

Consideration was also given to future phasing of local personnel during the ensuing months in conformity with the ceiling laid down by E.R.O.

Surplus Property

Documentation for this work is now being handled by the Supply Accounts Division in liaison with the Administrative Services Division. Every effort is being made by the Finance and Administration Department to transfer surplus property to the Government as speedily as possible in order that an administrative bottle-neck will not be created during the closing stages of the Mission. The Mission will operate with the minimum of administrative property during the remaining three months.

UNRRA Fellowships

Polish Fellowship students are now returning to Poland on completion of their courses of study. Each student has contacted the appropriate Divisional Chief in the UNRRA Mission in order to discuss his work and prepare any reports still required. The students are required also to report to the Bureau of UNRRA Affairs at the Ministry of Navigation and Foreign Trade in order to report officially to the Polish Government.

Voluntary Agencies

Following upon cable No. 2890 from Washington (repeated London 20571) expressing concurrence with our suggestion concerning the voluntary agencies operating in Poland, we are currently negotiating with the Polish Government for an allocation of 100,000,000 zlotys from the Sale of Proceeds Fund in order to cover the cost of continuing work for those agencies desiring this assistance. The Government has been

supplied with full details concerning the activities of the agencies in the country and we are now concerned with submitting specific budgets for the individual organisations.

Social Insurance

As the result of discussions with the Government, it was ascertained that Polish Law required Social Insurance contributions to be levied on gross rather than on basis salaries. We have reached a preliminary agreement with the Government as to the amount to be paid to cover all our employees adequately.

Records Disposition

Pursuant to instructions contained in E.R. Technical Instructions No's 14, 14.1 and 14.2, a Mission Records Disposal Officer has been nominated and is currently studying the requirements of this work as set out in the instructions cited above.

Accounts and Finance

Mr. H. Berners, Grade 8 accountant, arrived from Prague in order to take up his duties with the Polish Mission on the 26th. March, 1947. Messrs. Dixon and Wright arrived on the 24th. March and in company with Mr. D. Robertson (who returned to the Mission in January 1947) are conducting a complete Mission audit.

Rendering of Accounts

The accounts as at the 28th. February were despatched to London and Washington on the 10th. March.

Cost of Living

The official cost of living index in Warsaw has risen during the quarter from 91.8 on the 27th December to 108.5 on the 22nd March, the latest figures reported. This represents a rise of 45% on the comparative figure of 31st. August of 75.1. The Mission's request for an increase of 25% in subsistence (from Zł. 1,200 to Zł. 1,500) was based on a 25% increase in the index. The latest figures would justify an increase to Zł. 1,700.

Administrative Services Division

The work of the Division has continued to decrease during the month with the exception of the functions of the Office Services and Travel Branches. A substantial reduction has been made in the personnel attached to the Division.

Office Services Branch

New P.X. supplies have arrived and are taken on charge. Discrepancy reports have been furnished to Washington. Surplus office furniture has been handed over to the Polish Government and written off the Mission inventory. Stocks of commissary and P.X. supplies have been reduced in accordance with plan.

Communications Branch

Cable traffic during the month was slightly heavier than during February, 301 outgoing cables were despatched and 395 incoming cables received.

Registry Functions

The Registry Office has been moved in line with the general plan of concentrating the office space occupied by UNRRA. A new Registrar has been installed and it is hoped to tighten up the system of controls in this section. Traffic still remains heavy in this branch of the Division.

Travel and Transport

Work in the Travel Section has increased by more than 50% over February. 66 journeys have been covered as under:-

Air trips in Poland	5
Air trips out of Poland	3
UNRRA transport in Poland	13
UNRRA transport out of Poland	0
Rail journeys in Poland	21
Rail journeys out of Poland	19
Sea trips	0
Own arrangements	5
Total:	<u>66</u>

No flights per UNRRA aircraft originated in this Mission during the month (information required per E.R.O. cable 129 dated 4th. February).

Approximately 2,820 journeys were covered by pool vehicles. Field trips of more than one day's duration numbered 12, and the total distance covered during March was 64,226 km.

The consumption of petrol and oil has been further reduced to 14,725 litres and 323 litres respectively. At the 31st. March, 21 cars were in operation, 10 major repairs and 127 minor repairs were necessary to the vehicles during March: only one accident has occurred and a separate report has been made.

Billeting Branch

Work in the billeting office has decreased to normal routine in respect of UNRRA personnel. However, the work for the voluntary societies and for field personnel and visitors has tended to increase. A program will be worked out during the course of the coming month by which the Council of Foreign Voluntary Agencies in Poland will assume responsibility for the functions of billeting and travel in progressive stages during the next few weeks. The proposed increase of rates and taxes payable on hotel accommodation occupied by UNRRA personnel has now been cleared. As a result UNRRA is exempt from such charges.

NOTES OF A PRESS CONFERENCE
HELD IN THE OFFICE OF THE CHIEF OF MISSION
4TH MARCH, AT 3 P. M.

MEMBERS OF THE PRESS

Mr. Gruson, New York Times; Mr. Randall, World News Services; Mr. Bimbaum, Svenska Dagbladet; Mr. Cang, London Times; Miss Miller, The Economist; Miss Germanovic, Yugoslavian Govt. Press Agency; Mr. Starobin, New Masses; Mr. Carroll, Sunday Times; Mr. Peet, Reuters; Miss Jaffe, The Day; Mr. Douglas, AllgemeinDeutscher Nachrichten; Miss Lloyd, U.P., Mr. Allen, A.P.

Mr. Sabin:

I think it would perhaps be well if I started this meeting by giving you a brief background of the food situation in the past year.

When the UNRRA programme was first worked out for Poland no food at all was included in the budget because it was assumed that Poland, being an agricultural country, would have no food requirements. It was only after the Mission got started that it was realized how much land was lying idle because of the war and as a result of the occupation. Large food requirements were then presented, especially in grains. Last year U.N.R.R.A. shipped all the cereals they possibly could to Poland out of available supplies, with shipments stopping at harvest time last year. Again it was hoped that, with this year's harvest, there would be no need of grain imports, but that has not proved true. We started to get first estimates of plantings last spring and others during the season. The figures given in the press release are based on the latest crop estimates, obtained by an almost complete coverage by the crop reporters in Poland. Some areas on which they had not received final figures were estimated from adjacent communities. It is likely that these are the Government's final revised figures. They are, of course, subject to error, but we have been surprised how close their crop estimates have been in the past and we have tried every method at our disposal to check both their system and the accuracy of their figures, and we are convinced that they are reasonably correct. We have, though, made some calculations and drawn some conclusions ourselves. The value of the food shipped to Poland by U.N.R.R.A. was roughly a little over 150,000,000 dollars delivered during the calendar year 1946. In addition, there were about 60,000 tons of seed shipped in by U.N.R.R.A.; and 300,000 tons of grain from the U.S.S.R. We are quite satisfied that, on this basis, the average calorie consumption was about 1,700 for the year. The target figure this year was for about 2,000 calories and probably this is the basis on which they have been working during the last two or three months. However, things are turning out worse than we expected and we do not know what is going to happen. In the first place, the U.N.R.R.A. food budget has been adjusted upwards to the limit, in two ways. During the Supply Conference in Washington last fall every effort was made to cut other parts of the U.N.R.R.A. programme and put all available funds into foods, particularly fats and meats. Most of the meat was horsemeat and certain other types of cheap, processed meats. That amounted to roughly \$7,000,000. Around the first of the year the Central Committee of U.N.R.R.A. said that as there were no other agencies yet ready to take care of relief needs, U.N.R.R.A. must use all funds possible for food, as first priority. Under this directive, the Administration of the Central Committee worked out a plan whereby Poland's food budget for the first quarter of 1947 was increased 11,400,000 dollars, which brings the total all time food budget for Poland under the U.N.R.R.A. programme to slightly over \$200,000,000, plus transportation charges. Shipping costs are paid out of a special shipping allotment.

The figures shown on the leaflet of 445,000 tons needed are probably a little under real requirements if this calorie level is to be met, because it has been assumed that February deliveries have been made, whereas, in fact,

they have not. Therefore, probably the figure should be boosted by a few thousand tons. You will find in the first page, second last paragraph, that there are 91,000 tons allocated to Poland. This includes a part of the first quarter allocation and, in addition, the allocations for April which have to be covered by the Government's own resources. I am not one hundred per cent sure of this, but we assume it probably will not come out of U.N.R.R.A. funds because no funds are available and so far no authority exists for the procurement of U.N.R.R.A. funds after the first of April. About one half will have to be financed out of either Polish funds or other relief funds. Beyond April the position looks worse. I do not see how the May and June deliveries of 80,000 tons can possibly be met. I do not think the supplies are available unless shifts or adjustments can be made.

The U.S. has made a tremendous effort to ship all the grain it possibly can this spring, after having one of the biggest wheat crops last year of 1,159,000,000 bushels. Out of this the U.S. are trying to ship everything they can, and it looks as though they are going to do it. The U.S. is having to supply so much of the world. Canada, because of the peculiar freight situation, location of her stocks and continued freezing of the Great Lakes, is behind on commitments to Great Britain and other obligations. Australia had a second short crop. Argentina is not following international allocations but is selling to the highest bidder; and probably will not deliver to any U.N.R.R.A. countries, with the possible exception of Italy. Indian stocks will be used within the vicinity of India and the far East. It falls almost solely, therefore, on the U.S. if imports are to be had and we are advised that there is very little likelihood of additional wheat stocks. We are assuming that the rural population will consume about 2130 calories - generally self-suppliers do eat a little higher calorie diet than city dwellers under an economy like Poland. However, already about 400,000 of the villagers that are usually considered in the self-supplier group have had to be given ration cards because local supplies have run out, and it seems that this figure will be increased by at least another hundred thousand.

Question: What is the average Pole eating now, and what will the average Pole eat unless further imports are forthcoming?

Mr. Sabin:

The city population is eating at about a 2,000 level now, but if supplies above the 91,000 tons listed are not available, I guess that during the next several months the level will drop to somewhere around 1600.

Question: What might be the average meal of the average Pole?

Dr. Robinson:

Unfortunately we cannot say for the town people because it depends on imports and it is very difficult to say what imported foods are going into the diet. However, the agricultural population averages 2130 calories, of which the main items are: rye bread, 913, wheat bread 185, potatoes 552, sugar 105, milk 132, beef 5, pork meat 75, animal fat 30 and butter 33. You will notice the small quantities of calories from meat and fats. In other words, like most European countries at the moment they are living largely on bread and potatoes. I think you will find the town population fares about the same, with perhaps a little less meat and fat than the agricultural population, and the total is perhaps not as large.

Question: How does this compare with pre-war?

Dr. Robinson:

The pre-war figure was 2800. They did not eat such a high proportion of bread and potatoes and had considerably more pork.

Question: In terms of illustrating the plight of Poland as graphically as possible, could you describe one family?

Mr. Perlstein:

Perhaps I can give you such a picture because I lived with a Polish family from September last year to the end of January, and spent some time there not long ago. The family consisted of father, mother and two children. The father worked in a paint and lacquer works and the mother stayed at home. I was amazed at the amount of bread, potatoes and cabbage that constituted the second and third meals of the day. The main meal was eaten about 3.30 or 4 and usually consisted of soup, with some milk in it, potatoes and cabbage, and, as a slight variation, occasionally cucumber soup. Later on in the evening the children would be nibbling on rye bread with some fat in it. In the morning they had tea or ersatz coffee and some bread with fat on it, and very occasionally some sausage meat. The only time meat was eaten was on Sundays and then usually pork, very rarely poultry, and I never saw them eat beef at all. During the season when you could still get fresh vegetables they would have other vegetables besides cabbage, and when eggs were about 10 zl. apiece they would buy eggs now and then, but when the price increased they had no eggs at all.

Question: What was the income of this family?

Mr. Perlstein:

I could not estimate. The house, consisting of eight small rooms, was assigned by the allocation bureau and they paid the very nominal legal rent of 50 zl. per room per month. 3,000 zl. a month was paid in by U.N.R.R.A.

Question: Did the children complain of being hungry?

Mr. Perlstein:

They did not complain, but I could see they were hungry because they would always come around when I had something to eat. They were particularly short of sugar, even eating it raw.

Question: What measures are the authorities taking at the present moment to prevent the crisis from becoming more serious?

Mr. Sabin:

The first step was to take over all grain stocks in private hands.

Question: When was that?

Answer: During February.

Question: Were they paid for it?

Answer: Yes. However, such stocks were very small.

Question: Any idea how much grain was involved?

Answer: No. I have not seen a figure.

Question: In the comparable period last year did the Government resort to giving ration cards to self-suppliers?

Answer: Yes, two million.

Question: Is it your impression that there are any important stocks of grains held by persons?

Answer: No. The usual system of handling grain here is to leave it

unthreshed as long as possible, thereby providing work, etc., during the winter months. Threshing will probably be completed next month. This is the reserve left and it will be coming in throughout the spring.

Question: Has the Government done anything along the line of increased rationing or restriction of food consumption to meet this crisis?

Answer: They have not been able to meet quite all rations and this rather amounts to a restriction of consumption.

Question: Are all Government officials now deprived of their rations?

Dr. Robinson:

No. They still have their ration cards but they receive no more payments in kind.

Question: Does this apply to food and all other things?

Answer: Yes, it applies to all payments in kind.

Question: How many people are affected?

Answer: I have no figures.

Mr. Sabin:

There are two or three other factors in which you may be interested. This severe winter, first in December without a snow cover, caused what they fear is some rather heavy winter killing of the fall sown grain. This is particularly true of wheat, and during January and February the snow cover, throughout the central part of Poland particularly, may have done some damage to the rye. Very frequently in this country when they get continuous snow cover they get a smothering of the crop. The Government is not sure how extensive this is, but as much as twenty per cent in some places. The farmers will be reluctant to give up any additional grain for the market and may need to replant some of it. Certain grains cannot be interchanged. Fall grains are primarily rye and wheat and spring grains, barley and oats.

Question: Is a food crisis upon the country?

Mr. Sabin:

It is very close. I feel that within the next month we are going to see very serious signs of it.

Question: Are you in a position to say whether you think anything could be done that has not been done or whether anything can be done in the future to avert it?

Mr. Sabin:

I presume there will have to be some measures taken locally to make cuts as uniform as possible. The Government realizes there are going to be no supplies coming in. They had been hopeful of additional assistance but I think they realize now that the assistance they will receive will be somewhat limited, and how severely limited no one can say. I have noticed a change in the restaurants lately. How much of it is Government inspired I am not sure at the present moment. There has been some discussion in the Government about cutting restaurants down, I know, but the overall picture is not greatly affected by such cuts.

down to this. There is no extra food. Allocations to Poland are made by the I.E.F.C. and the U.S.D.A. and so far as their allocations are concerned, we have no basis for assuming that there has been discrimination.

Question: Does the Government believe that the German population under British and American Command is better fed than Poland?

Mr. Sabin:

No. There was some talk of this a year ago but it has not come up lately.

Question: Do you think if the crisis is allowed to develop the level will fall below that of the Anglo-American Zone?

Mr. Sabin:

Yes.

Question: Is Poland among the first when considering allocations?

Mr. Sabin:

I think so. I have the feeling that the International allocating bodies have tried to be objective. I have no quarrel at all with them. I do not know whether they fully understand the situation here, but I assume they do. I think the situation is probably desperate in many countries besides Poland.

Question: Is Russia likely to come forward with some aid?

Mr. Sabin:

At one time the Polish Government was quite hopeful that they would be able to help them with grain this year, as last, but the latest information we have is that food is so short in Russia that they will probably be unable to give Poland any assistance. Mr. Waller was here and we discussed the food situation in Byelorussia at some length. He had a feeling that they were on extremely short rations in his portion of Russia and he was wondering what they were going to do to meet the extremely critical food situation in that Republic. I think it rather unlikely that Poland will be getting any material assistance with this condition existing.

Question: Has your Health Division reported any effects so far of the decline in feeding?

Mr. Sabin:

Our Health Division is so small that it is not in a position to make a report at the present time on the effects of the food situation on health. My answer will have to be no because we do not have an adequate staff. However, I do not know whether the food situation has had too much bearing on health so far because supplies have not been too tight. In other words, they have been eating at a calorie level of 2,000 so that they would not have come to our attention in any marked degree. I think Dr. Begg has noticed malnutrition in institutions and various places, but I cannot make any full statement.

Question: A few months ago Mr. Drury estimated that the calorie level of the urban population would fall to 1,300. Why is there this variation?

Mr. Sabin:

The 1600 I would say takes into consideration the 91,000 tons that he did not know about at that time and also assumes some fair imports of meats and fats not in the picture at that time. Also, 1600 may be too high.

Question: What amount of food does go into the restaurants?

Answer: I should say a very small proportion.

Question: Have you any figures on the number of people eating in restaurants?

Answer: I have never seen such a figure, but I would certainly say under one per cent.

Question: How much have food prices increased during the last three months?

Dr. Robinson:

Something on the order of 30 to 35 per cent during the last six months.

Question: If they do not get imports would you say the country faces famine and that prices will continue to skyrocket?

Mr. Sabin:

About famine, I do not know whether there will be actual starvation or whether they can so spread the effects of this thing as to avoid actual starvation. It is possible, but I am not sure. It is going to be a very severe blow to the whole recovery economy.

Question: In terms of affecting industrial production?

Mr. Sabin:

Yes. About prices, I assume that something may happen to prices. I think the Government is going to use everything in its power to fight price rises, but I do not know how successful they will be.

Question: What plans has the Government in this direction?

Mr. Sabin:

The Government plans to use first all the funds they are able to scrape up to buy any allocations that may be purchasable for Poland. They are cutting down other UNRRA budgets to procure food. However, I am not in a position to discuss what other steps they may take. I am not sure what allocations, in addition to the 91,000 tons, can be made available before the next harvest, but present information indicates that even though they have funds they may not be able to get a great deal more. However, allocations are always subject to review. We have had all kinds of changes under the UNRRA programme and by International Food Committees, and it is possible that instead of the U.S., for example, getting out 400,000,000 bushels they may be able, by including a greater proportion of other cereals, to boost it up to 500,000,000. I am hopeful that this 91,000 tons will be exceeded, if funds can be found, but I am not hopeful that the whole 446,000 tons can be obtained.

Question: Would you say that only transport difficulties are making it impossible for America to ship?

Mr. Sabin:

No. The U.S. is doing a good job getting it out of the country. The slowness is due to transport difficulties, yes, but by June the bins in America are going to be pretty well empty.

Question: Is there any reluctance to ship extra food to Poland on the part of supplier countries?

Mr. Sabin:

Not that I have been able to discern here. I think the question comes

Dr. Robinson:

If they receive no imports at all they will probably only have something like 1100 calories. It all depends then on the imports they get as to how high they go. Meats and fats, if they got all of them, would probably account for another 350. You would then have 1450. The remaining number would have to come from grains and if they only get about 90 out of 450 they are getting about a fifth of that; in other words, about 120, which would give you 1570. That is the approximate picture if they get all fats, all meats and the 91,000 tons of grain.

Question: Does this still add up to the 1300 not having been averted?

Mr. Sabin:

Of course there is still some doubt that they will be able to get all meats and fats.

Question: Could you give us a comparison between the situation when Hoover was here and now, taking into consideration the number of people coming into Poland?

Mr. Sabin:

I think this was summarized previously. Last year we shipped in about 500,000 tons of cereals and they received close to 300,000 tons from the U.S.S.R. On the whole food picture we estimate that roughly \$150,000,000 of UNRRA food came in last year, milk, fats, meats and cereals. About \$150,000,000 and 20 per cent added for shipping costs gives you the value of the programme. I think there are one or two other things in which you might be interested. We have almost a month's shipping tied up in various ports. 16 definitely and 5 more en route that may have to be tied up, with a total cargo of about 32,000 tons, 27,000 of which is food, and about 5200 horses.

Question: Is any of this cargo subject to spoilage because of weather conditions?

Mr. Sabin:

There is one ship, the General Altgeld, tied up at Antwerp, that is carrying 8,000 tons of coconut oil and the temperature has to be maintained at 80° F. or it cannot be discharged. We hope it will not have to be discharged. If so, there will be considerable loss. This is the most valuable single cargo ever shipped by UNRRA, valued at almost 4 million dollars. The ship arrived on the 20th February and has been tied up ever since. The temperature must be maintained because it is fluid and cannot be allowed to solidify.

Question: What is it used for?

Mr. Pasto:

For margarine, etc. It is an edible oil.

Mr. Sabin:

Unless you have any further questions, we will bring the conference to a close. I hope the information presented will give you a picture of the food situation in Poland at this time.

O R D E Rof the Minister of Supplies and TradeEffective April 1st 1947

1. Category 1 ration cards are allocated to:

- A. Civil Service employees of the State Administration employed by all State establishments except Militia and Public Security Service.
- B. Employees and workers of all institutions, establishments, unions, and establishments owned or administrated by the State except the following:
 - (a) Workers of the State Trade Office (POH)
 - (b) Bank establishments
 - (c) Polish Press Agency (PAP)
 - (d) Polish Radio
 - (e) The non permanent forestry workers
 - (f) Establishments subject to the Main Liquidation Office
 - (g) Social Insurance establishments and institutions
 - (h) Effective May 1st 1947 - building firms.

Establishments and institutions belonging to the State but administrated by autonomy cooperatives or by private persons are not regarded as State Establishments.

2. Workers of the self governed institutions (autonomical workers) Cat. I ration cards are allocated to:

- A. Workers and employees of the Municipal Managements, and the district and county National Councils.
- B. Workers of the communal public utility establishments (communication, electric power stations, gas works, sanitation department, professional fire brigades, street cleaning department, etc) except the village administration institutions.
- C. Workers of territorial autonomical institutions set up to perform duties in regard to the social needs and requirements which according to the appropriate regulations should be satisfied by the territorial autonomy (health centres, orphanages, municipal schools, etc) except the communal savings banks and village institutions.

Employees and workers of the territorial autonomy institutions not mentioned above (under point B and C) are still entitled to ration cards provided they had these cards as at March 1st 1947, and if, according to the above regulation, ration cards are allocated to workers and employees of the similar branches of the government establishments and institutions. Workers and employees of establishments and institutions of the economic autonomical bodies are not entitled to ration cards.

- 3. Students and scholars attending the professional schools at the lyceum level receive Cat. 1 ration cards.
- 4. Cat. I ration cards are allocated to workers and employees (insured and receiving salaries) of the recognised political parties, Trade Unions, Peasant Self Aid Association, as well as workers and employees of the social associations except tradesmen's associations, handicraftsmen, owners, and free professions.
- 5. Employees of private firms if the firms sell 75% of their production (in money) to the government at fixed prices.

6. Cat. I ration cards are allocated to workers of the Social Building Office, as well as to workers of "Czytelnik", "Wiedza", "Kaiaska", "Prasa Demokratyczna", "Wydawnictwo Ludowe", "Zryw", (effective May 1st 1947 the words "workers of the Social Building Office as well as "will be cancelled).
7. Workers of the building cooperatives are entitled to ration cards if this would be found necessary and approved by the governmental authorities administrating the said institution (point No. 7 will be cancelled effective May 1st 1947).
8. Cooperative workers not specifically mentioned above are not entitled to ration cards.

9. Entitled because they are Social Welfare cases

Cat. I ration cards are allocated to:

- (a) orphans of parents who participated and were killed in the fights for independence, provided they attend primary or secondary schools and do not receive any other help from the Government.
- (b) Widows of political prisoners who fought for liberation of Poland provided they do not own any commercial or industrial establishment and if they have to maintain more than 2 children up to 16 years of age.
- (c) War and Army invalids who have lost 45% of their ability to work and who have no other income but the invalid pension.
- (d) Blind people outside boarding houses and their guides.
- (e) Widows of workers entitled to Cat. I ration cards, who died because of work accidents.
- (f) Members of the Association of the Veterans of the Revolution in 1905-1918.
- (g) Members of the Association of Veterans of the Silesia Uprisings aged more than 60 and those younger than 60 provided the registered physician will state that they are disabled.

10. Cat. I ration cards are allocated to:

- (a) War and Army invalids who have lost at least 25% of their ability to work and have no other incomes but the invalid pension.
- (b) Nurses who according to the decision of the Medical Commission receive the nurse supplement and are taking care of seriously harmed invalids, receiving Cat. I ration cards.

11. Cat. III ration cards are allocated to:

- (a) people over 60 years of age.
- (b) single persons classified as disabled by the registered physician after submitting certificate of poverty.
- (c) Widows maintaining children up to 16 years of age (certificate of poverty required).

12. Repatriates

Cat. I ration cards are allocated to:

- (a) Repatriates for 1 month from the date of settlement. In case of illness (stated by the registered physician) the right to ration cards may be extended for another month. When the entire family was repatriated, Cat. I ration cards are allocated only to the head of the family the rest receiving ration cards according to the regulations included in the second part of this order.
- (b) Repatriates (miners) from abroad for the period of the first three months besides during the first month they are entitled to the "PZ" supplement.

13. Entitled for other reasons

Cat. I ration cards are allocated to:

- (a) Demobilised army officers as well as those on indefinite leaves and privates for the first three months.
- (b) Wives of active officers and privates of the Polish Army.

Second PartPeople entitled to IR and IIR ration cards

1. Cat. IR ration cards are allocated to:

- (a) Family members of persons entitled to Cat. I and Cat. II ration cards.
- (b) Students living at the private boarding houses.
- (c) Family members of persons active in the Polish Army, except wives.
- (d) Family members of the Security Service officers
- (e) Widows and orphans up to 16 years of age, of political prisoners killed in the fights for independence as well as widows and orphans of the Silesian partisans provided they have no other sources of income/commercial or industrial firms/ and are unemployed.
- (f) Widows and orphans of persons killed by the enemies of the democratic system.
- (g) wives and children up to 16 years of age of persons deported to Germany who up to now did not return home as well as wives and children of the State employees killed while on duty.
- (h) single women maintaining children up to 16 years of age, and children (up to 16) of these women provided they submit a certificate of poverty respectively a certificate issued by the appropriate authorities that there is no work for these people or that they are disabled.
- (i) In case of death of wife of the worker - one of the non working members of the family (mother, daughter) provided that the said person is running the household economy and has no ration cards from other sources.

14. Cat. IIR ration cards are allocated to:

Family members of persons having Cat. III ration cards.

PART IIIPersons not entitled to ration cards

1. Of persons mentioned in part I and II, ration cards are not allocated to the following groups of people:
 1. Owners, tenants and managers of the agricultural and horticultural farms and fish hatcheries larger than 2 hectares of land except the following:
 - (a) persons working in industry, mining, state railways as well as those working in the state and autonomous institutions.
 - (b) blind people
 - (c) repatriates

Family members of persons mentioned under point a and b are not entitled either to IR and IIR ration cards.
- II. Manual workers (and their families) whose main occupation is agriculture, horticulture, forestry, except those engaged by the state and autonomous forestries provided they do not receive allotments in kind.
- III. Owners of private firms (commercial, industrial etc.) even if they are working in those firms as workers or employees nor to any person who for any reason runs the above mentioned firms.
- IV. Persons in the Polish Army and Security Service.

SUPPLEMENT

According to the order of Minister of Supplies and Trade of March 20th, 1947, and effective April, 1947, Cat. I ration cards are reallocated to the following group of employees and workers:

- a) Workers of Polygraphic Industry.
- b) Workers of the Central Managements, Unions and the State Food Industry establishments.
- c) State Monopolies Managements and establishments.
- d) State Publishing Institute.
- e) Central Management of the Graphic Industry and subject institutions.
- f) Publishing cooperatives "Czytelnik", "Wiedza", "Ksiązka", "Prasa Demokratyczna", "Wydawnictwo Ludowe" and "Zryw".

The above mentioned groups of workers and employees will receive the due ration cards through the respective offices.

Joseph Cyrankiewicz, Prime Minister of Poland, broadcast on 23rd. March 1947, an appeal to Poles abroad, urging them to return home. The text follows:

PRIME MINISTER'S APPEAL TO
POLES ABROAD

Fellow Countrymen,

Severe winter interrupted for a few months the possibility of your return home. It has been hard for you. Far from your dear ones and your families, under difficult conditions you waited in the repatriation camps, either compelled to idleness or working for strangers at a time when your country was - and still is in need of your hands. This period proved once more that those who, heedless of difficulties, decided to return were right. Poles were coming back from England, France, Germany; they were coming from the remotest parts of the world - Lebanon, India and Africa to join their friends in the common effort of the rehabilitation of this country martyred by Nazi occupation and devastated by war.

Two million one hundred thousand Poles have already returned from exile. They have contributed greatly to rehabilitation which means to the improvement of our conditions of life.

Poles are coming back. Those whom the storm of war had scattered all over the world. And those who at the beginning of the war managed to cross boundaries of so many countries to fight for the freedom of their own country. And those to whom pre-war Poland could not give the bread they needed, who now, for the good of their native country, are abandoning positions abroad they worked long to attain and are taking part in the reconstruction of their land.

We have started removing rubble and the smouldering ashes, factory chimneys now smoke where ashes smouldered not very long ago. We had to begin at the beginning when the terrible nightmare of the occupation passed. We are rebuilding our life by the common effort of peasants, workmen and intellectual workers. We do it on a new and better basis.

To-day, a peasant or a Polish worker is no longer obliged to seek his bread in foreign lands. The Polish miner returns from France to work for his own country - for himself. More and more of Polish coal flows into the world bringing back machinery and raw materials in exchange. More and more land is sown - nobody is to be allowed to starve in Poland. A million and a half Poles from east of the Bug have received 10 to 15 hectares of land with live stock and agricultural equipment in our recovered territories. They live under conditions which ensure far-reaching possibilities of further development.

It is not only work and wages that the Polish miners, returning from France, where once want and misery drove them, found in the recovered territories; it also was a warm and comfortable home, cultural conditions and Polish schools for their children. Poland becomes strong, thanks to her regained old lands on the Oder and Neisse. We hold our future in our own hands to-day. Thanks to our toil, and recovered territories, though devastated by the retreating enemy, create new riches in their factories and mines, raise the living standard of the whole Polish nation and will continue to do so.

The cultural life of the nation develops. We build schools with great effort. The number of recreation halls, theatres and sports clubs grows together with the professional movement. More and more books and periodicals are being

- 2 -

issued. The cultural level of the people rises steadily and will continue to do so.

Never for a moment can we forget the danger of German rapacity after what our country had to suffer. There is no other nation who felt more acutely what German imperialism is capable of.

To-day, our strength lies in the righteousness of the road we have chosen. We must not and will not deviate from it; we must build a strong Poland. Everybody realises this to-day, even those who, deluded by hostile whisperings, tried to block our way. We were and we are strong enough to forgive them. Amnesty will permit them to join us in our work. And they join us.

The progressing stabilisation of conditions in this country is the best evidence that those were right who saw at once that Poland can only be rebuilt at home and only by work. Poland cannot be built in exile. We lost six million citizens in a war which destroyed our country. Our strength must not be wasted. Our future depends on our co-operation. We cannot remain unconcerned about Poles working at the reconstruction of foreign countries, about Polish hands reconstructing the land of our aggressors - Germany! And Poland lacks labour.

Do not listen to those who want to keep you from returning by means of lies and slander and want to condemn you to a fruitless existence in exile. Do not listen to those who deceive you with senseless speculation on some new conflicts. Life destroys myths. I repeat again, Poland cannot be built in exile. No attempts, either from outside or inside will shake the stability of our conditions.

Compatriots staying abroad! Your place is in your own country who wait for you. Your dear ones are waiting. The soil waits and the work. We have told you this many times. And to-day with spring approaching, I again appeal to you on behalf of the Nation - Come back to us, Poland is waiting!

PERSONNEL OF MISSION AS AT 31st. MARCH, 19471. Classification of Employees on Payroll as at 31st. March by Service

	IMPORTED 1	LOCAL 11	VOLUNTARY AGENCY 111
(a) Displaced Persons	Nil	Nil	Nil
(b) Health **	2	3	Nil
(c) Welfare	4	3	Nil
(d) Agricultural Rehabilitation	5	5	Nil
(e) Industrial Rehabilitation	4	4	Nil
(f) Requirements, Coord & Supply	10	15	Nil
(g) Distribution	7	6	Nil
(h) Camp Operation	Nil	Nil	Nil
(i) F and A Excluding Personnel	18	90	Nil
(j) Personnel	3	2	Nil
(k) Office of the Chief.	5	1	Nil
Transportation	Nil	Nil	Nil
	58 *	129	

* All March terminees off site by 31st. March 1947.

** With effect from 1st. January 1947, Health Division as such no longer exists and the Medical Adviser and staff operate under the office of the Chief.

11. Classification of Employees on Payroll as at 31st. March 1947 by Country or Citizenship

	IMPORTED 1	LOCAL 11	VOLUNTARY AGENCY 111
(a) U.S.	18	1	Nil
(b) U.K.	28	1	Nil
Australian	1	Nil	Nil
Canadian	7	Nil	Nil
(c) Norwegian	2	Nil	Nil
Polish	1	127	Nil
Russian	Nil	Nil	Nil
Dutch	1	Nil	
	58	129	

111. Classification of Employees as at 31st. March 1947 by Sex

	Male	Female	Total
Class 1	27	31	58
Class 11	92	37	129

IV. Classification of Class L Employees only as at 31st. March, 1947
by Grade

Grade	15	Nil
"	14	2
"	13	4
"	12	2
"	11	3
"	10	9
"	9	2
"	8	2
"	7	3
"	6	7
"	5	14
"	4	8
"	3	2
		—
		58
		—

SUMMARY OF FOOD AND AGRICULTURAL MACHINERY SHIPMENTS DIVERTEDF O O D

Name of Vessel	Fish in Long Tons	Macaroni & Spaghetti	Canned Meat	Lard	Oleo Margarin	Tractors & Spare parts	Long Tons	
							TOTAL FOOD	TOTAL TRACTORS
March Port	577	44	2.069				2.690	
Marchdale	118		1.814				1.932	
Jose Bonifacio			771				771	
Falstria				552			552	
Fred W. Taylor			419				419	
Boryslaw			55				55	
Australia Victory			105		132		237	
Mormacsaga			477	1.357	78		1.912	

T R A C T O R S

Australia Victory	440	440
Mormacsaga	744	744

FEBRUARY MONTHLY REPORT

APPENDIX F

	PD No	Total Long Tons	0	1	2	3	4	5	6	7	8	9	Remarks
<u>Ex WESTERN HEMISPHERE</u>													
Southbend Victory	449	129.5							129.5				259 horses - 45 deaths
Mormacparr	436	883.5	354.4	0.6	21.1	292.8	73.4		70.4	68.7		2.1	General
Clarksville Victory	448	348.5							348.5				697 horses - 37 deaths
Dothan Victory	431	1,540.6	749.1						791.5				Food and Tractors
Mormacmail	461	4,038.6	2,194.1	223.5	1.1	265.1	0.3		118.0	211.6	696.3	328.6	Food and General
Mercer Victory	450	368.5							368.5				737 horses - 48 deaths
John G. Whittier	366	2,988.9	2,612.4	29.3		5.9				156.4		184.9	Food and General
Mount Whitney	446	704.0							704.0				1366 horses - 96 deaths;
													39 heifers, 1 bull
Morgartown Victory	447	347.0							347.0				694 horses - 60 deaths
TOTAL		11,349.1	5,910.0	253.4	22.2	563.8	73.7		2,877.4	436.7	696.3	515.6	

Ex Scardinavia

Ulares		433.8	433.8										Food ex Norway
TOTAL		433.8	433.8										

GIFTS TO POLAND

Ex WESTERN HEMISPHERE

Harvard Victory	463	374.0							374.0				748 horses - 30 deaths
Southbend Victory	449	241.0							241.0				482 horses
TOTAL		615.0							615.0				

SUMMARY OF SUPPLIES DELIVERED TO POLAND THROUGH U.N.R.R.A. DURING MONTH OF FEBRUARY
AND THROUGH 28th FEBRUARY 1947

APPENDIX F

(All figures in Long Tons - Bill of Lading weights to nearest Ton)

	0 Food, fats,oils etc.	1 Clothing & textiles	2 Medical	3 IR branch & equipt	4 Transp. & Commnic.	5 Other equipt,	6 A.R.Suppl. & Equipt.	7 Misc.Erd Products	8 P.O.L.	9 Misc.Raw Materials	10 Unclass- ified	Total
<u>SEABORNE</u>												
Month of February												
Ex Western Hemisphere	5,910	293	22	564	74	-	3,492	437	696	516	-	11,964
Ex United Kingdom	-	-	-	-	-	-	-	-	-	-	-	-
Ex other Countries	434	-	-	-	-	-	-	-	-	-	-	434
TOTAL FOR FEBRUARY	6,344	253	22	564	74	-	3,492	437	696	516	-	12,398
add. totals through												
31st. January	930,850	116,191	14,158	16,777	80,067	2,465	309,177	10,580	264,402	26,746	16,627	1,798,040
add. Gift Supplies	8,452	880	-	-	10	3	1,568	113	-	-	-	11,026
TOTAL SEABORNE THROUGH	945,646	127,324	14,180	17,341	80,151	2,468	314,237	11,130	265,098	27,262	16,627	1,821,464
28th FEBRUARY 1947												
<u>AIRBORNE</u>												
TOTAL FOR FEBRUARY	-	-	1	-	-	-	-	-	-	-	-	1
add. totals through												
31st. January	-	-	1	-	4	-	9	1	-	8	-	23
TOTAL AIRBORNE THROUGH	-	-	2	-	4	-	9	1	-	8	-	24
28th February 1947												
<u>OVERLAND(SUPPLIES)</u>												
TOTAL FOR FEBRUARY	-	-	-	-	-	-	-	-	-	68	-	68
add. totals through												
31st. January	56,336	157	-	-	-	-	-	17	33	-	-	56,543
TOTAL OVERLAND SUPPLIES												
THROUGH 28th FEBRUARY 1947	56,336	157	-	-	-	-	-	17	33	68	-	56,611
OVERLAND (Rolling stock)		Locos		Boxcars			Gondolas	cars				
Total for February				275			84					
add. totals through 31st. January		75		2,008			793					
TOTAL OVERLAND Rolling Stock												
through 28th. February 1947		75		2,283			877					

NOTE:- Code 6 ex Western Hemisphere includes 4983 horses, 39 heifers and 1 bull.

UNRRA MISSION TO POLAND
REPORT FOR MARCH 1947.

APPENDIX G.1.

Form E.F.2 (Modified)
Country: Poland
Serial No: 4

AMOUNT AND UTILISATION OF PROCEEDS FROM SALE OF UNRRA SUPPLIES

Date: 31.3.47
Period: Month of
January
Currency Unit: Złoty

TABLE I GROSS PROCEEDS OF SALES AND RENTALS WITH SUMMARY OF UTILISATION			
	Column 1 Cumulative Total to date	Column 2 Current Period	
A. Gross Proceeds of Sales and Rentals	9,990,128,377	1,072,388,756	
B. Distribution Costs	2,285,468,908	56,185,718	
C. Currency transferred to Mission	213,300,000	20,000,000	
D. Supplies and Services furnished to Mission	47,993,810	1,543,171	
E. Supplies and Services furnished to other areas	-	-	
F. Balance of Proceeds available (A minus B,C,D and E)	7,443,365,659	-	
G. Expenditure on Relief and Rehabilitation Projects	1,542,000,000	-	
H. Commitments for Relief and Rehabilitation Projects	-	-	
J. Balance available for future Expenditures	5,901,365,658		

TABLE II GROSS PROCEEDS OF CUMULATIVE TOTAL OF SALES AND RENTALS ACCORDING TO COMMODITY GROUP (Breakdown of Table I Line A Column 1)		
Commodity		Amount
0. Food, Fats, Oil and Soap	}	
1. Clothing, Textile and Footwear		6,643,139,368
2. Medical Supplies and Equipment		47,187,892
3. Industrial Equipment		159,557,720
4. Communication and Transport Equipment		1,600,446,401
5. Other Equipment (except Agricultural)		177,622,167
6. Agricultural Supplies and Equipment		215,789,691
7. Miscellaneous Manufactured Products		34,285,859
8. Fuel, Lubricants and Petroleum		336,399,483
9. Miscellaneous Raw Materials		775,700,000
		<hr/>
		9,990,128,377
		<hr/>

UNRRA MISSION TO POLAND
REPORT FOR MARCH 1947

Form E.F.2 (Modified)
Country: Poland
Serial No: 5

AMOUNT AND UTILISATION OF PROCEEDS FROM SALE OF UNRRA SUPPLIES

APPENDIX G.2.

Period: Month of
February 1947
Currency: Złoty

TABLE I GROSS PROCEEDS OF SALES AND RENTALS WITH SUMMARY
OF UTILISATION

	Column 1 Cumulative total to date	Column 2 Current Period
A. Gross Proceeds of Sales and Rentals	10,534,314,503	544,186,126
B. Distribution Costs	2,336,634,378	51,165,470
C. Currency transferred to Mission	223,300,000	15,000,000
D. Supplies and Services furnished to Mission	9,000,000	
E. Supplies and Services furnished to other areas	-	
F. Balance of Proceeds available (A minus B,C,D and E)	7,960,380,125	
G. Expenditures on Relief and Rehabilitation	1,581,981,202	
H. Commitments for Relief and Rehabilitation Projects	-	
J. Balance available for future expenditure	6,378,398,924	

TABLE II GROSS PROCEEDS OF CUMULATIVE TOTAL OF SALES AND
RENTALS ACCORDING TO COMMODITY GROUP
(Breakdown of Table 1 Line A Column 1)

Commodity	Amount
0 Food, Fats, Oil and Soap	
1. Clothing, Textile and Footwear	6,357,224,119
2. Medical Supplies and Equipment	46,187,892
3. Industrial Equipment	198,886,263
4. Communication and Transport Equipment	1,635,662,612
5. Other Equipment (except Agricultural)	214,994,639
6. Agricultural Supplies and Equipment	279,143,747
7. Miscellaneous Manufactured Products	69,125,735
8. Fuel, Lubricants and Petroleum	421,219,553
9. Miscellaneous Raw Materials	778,969,994
	<u>10,534,314,504</u>

TABLE III

BUDGET OF GOVERNMENT FOR RELIEF AND REHABILITATION PROJECTS

A.	Welfare Services	830,500,000
	Welfare Services	100,500,000
	Milk for Children	180,000,000
	Food Fund	550,000,000
B.	Health Services	239,500,000
C.	Rehabilitation of Agriculture, Forestry and Fisheries	-
D.	Rehabilitation of Industries	-
E.	Rehabilitation of Public Utilities and Services	470,000,000
F.	Displaced Persons	-
G.	Council of Foreign Voluntary Agencies in Poland	2,500,000
H.	Supplies and Services furnished to post -UNRRA Agencies	39,431,202
I.	Total	<u>1,581,931,202</u>

UNRRA ITALIAN MISSION
BUREAU OF RELIEF SERVICES
CAMPS OPERATIONS DIVISION

Date.....

TO : *DP Division*
FROM : Maurice ROSEN
Spec. Asst. to the Camps Administrator.

Noted
MR

*Suggest this be
circulated to all
Branch Chiefs*

U.N.R.R.A. Italian Mission
Repatriation and Registration Branch

Routing Slip

Date

16/10/46

FROM	TO	INIT.	FROM	TO	INIT.
Mr Bond	X	<i>[initials]</i>	Mrs Mannock	X	<i>[initials]</i>
Mr Kerr	X	<i>[initials]</i>	Miss Connor	X	<i>mc</i>
Mr Waghorn	X	<i>[initials]</i>	Rep. I Clerks		
Mrs Ponomareff	X	<i>[initials]</i>	Rep. II Clerks		
Mr Belinger			Statistics		
Mr Cohn			Miss Rapp	X	



- Immediate action
- Necessary action
- Remarks & Recomm.
- See me about this
- Information
- Signature
- Register & pas to
- Circulate & file

11/3
Originated by:

Not circulated to Camps
(Per Hunter)

To:-

UNRRA Italian Mission,
H.Q., C.M.F. Rome.

(For the attention of the Relief
Services Officer).

With the Compliments

of the

WELFARE AND REPATRIATION DIVISION,

UNRRA MISSION TO POLAND.

*Warsaw, August 27th
1946*

Rose



POLAND'S NEED FOR ASSISTANCE IN 1947

Poland's need for Assistance in 1947

AGRICULTURE

FOOD

INDUSTRY

THE BALANCE OF TRADE FOR 1947

POLAND'S ABILITY TO PAY FOR IMPORTS.

POLAND'S NEED FOR ASSISTANCE IN 1947.

According to the UNRRA programme of operations, Poland will receive assistance in 1946 to the extent of \$ 333 million. The bulk of this assistance will arrive in the period March - December 1946 since military operations, and port and transport difficulties, delayed operations in the early months. For a country of Poland's size to adjust itself to the abrupt withdrawal of external supplies on this scale would be difficult enough under normal circumstances, but in Poland's present economic situation it would be a serious blow to her rehabilitation.

In both agriculture and industry, the long term prospects for Poland are bright. But this should not obscure the fact that because of the devastation caused by the war, there is still a great task of rehabilitation facing Poland even to put agriculture and industry in running order. And this rehabilitation involves extensive capital investments. In agriculture the need for capital investment takes the form of tractors, agricultural machinery, seeds and fertilisers to restore crop production as rapidly as possible, and livestock and breeding stock to build up the herds of livestock which are essential to Polish agriculture. In industry the need for investment takes the form of machinery and equipment in order to build up and balance her industrial capacity, and imported raw materials in order to maintain production.

It is quite impossible for Poland to provide from her internal resources the investments required on so large a scale. The war has left Poland prostrate and the amount of production she could spare for investment is grossly inadequate for that needed to replace war devastation. It is clear therefore that she is entirely dependent on the continued supply of agricultural and industrial materials from abroad if she is to complete her rehabilitation.

Poland has not sufficient gold and foreign exchange, or other foreign assets, to pay even for a small proportion of her import requirements. If no external assistance can be obtained after the end of 1946

she must face indefinite protraction of her rehabilitation and reconstruction. It is vital that UNRRA assistance should continue into 1947 in order to complete the work of rehabilitation or, failing this, that some other international organisation should take over UNRRA's functions.

Although one solution of Poland's problem may be to provide her with long period loans at a low rate of interest, this, over a period of time, means that Poland herself will pay, to a large extent, for her own rehabilitation. Poland is in her present precarious position because of the part she played in this war and it would seem very hard if the great sacrifices she made in war were to prove in the final analysis, a penalty in peace.

(Note: The following analysis is based mainly on material supplied by the Polish Government to Sir Humphrey Gale).

AGRICULTURE

Although UNRRA assistance to Polish agriculture has been flowing in since early in 1945, only since February of this year have the supplies reached a high level. Thus, the effect of agricultural rehabilitation on Polish agriculture in the farming year 1945/46 has been slight and confined to the sowing and the cultivation of the growing crop. The main effect of UNRRA supplies of seeds, fertilizer and tractive power will not be felt until the farming year 1946/47. The sowing programme for the three bread grains for 1946/47 is 6.4 million hectares which is only some 82% of the 1937/38 level. This level, however, is 39% greater than in 1945/46, and shows the influence of one year's development of Polish agriculture, and one year's UNRRA supplies, on Poland's ability to utilise her arable land.

It must be stressed that this sowing programme is ambitious. It is contingent upon the early completion of the UNRRA import programme for tractors, horses, agricultural machinery and seed, and any short-fall on these items would have adverse effects on the achievement of the target.

The output of bread grains in the farming year 1945/46, with a sowing area of only 4.6 million hectares is estimated at 4.5 million tons. This is not sufficient to provide the population with 2,000 calories per head per day in the food year 1946/47 and at the same time provide seed for the increased sowing area in 1946/47. It is estimated that Poland will need to import about 840,000 tons of cereals in the food year 1946/47 to achieve these two objectives.

Any estimate of the harvest in 1947 must be very tentative, if only because of the normal variability of crop yields. Nevertheless, since yields per acre are at the moment some 40 per cent below pre-war levels, and since imported supplies of fertilizer will be much greater in 1946/47 than in the previous year, the Mission feels safe in assuming a 10% increase in yields in 1946/47. On this basis it would appear that, if the sowing programme is achieved, the bread grain crop will be 6,500,000 tons in 1947. In the following food year, 1947/48, assuming that 450 grammes of grain per head per day are provided for the population, that provision is made for feeding an enlarged livestock population, and for seed for 100% of the pre-war area in the farming year 1947/48, Poland would not only be self-sufficient in cereals, but would have a slight surplus for export.

Poland's self-sufficiency in bread grains in 1947/48 would probably occur even if, after the termination of UNRRA's present programme of operations she received no outside help in 1947. But it should be borne in mind that, before the war, she was one of the most important food exporting countries in Europe. In 1937 her exports included:

Grain and grain products	327,000 metric tons
Seed	16,000 " "
Figs	250,000 head
Cattle	19,000 "
Poultry	Over 1 million
Animal products	90,000 metric tons
Peas and beans	34,000 " "
Sugar	52,000 " "

Since the number of hectares per 1,000 population has increased from 784 to 883 since 1937, it is obvious that, if Polish agriculture can be restored to its pre-war condition, even greater quantities of agricultural products than before the war could be exported. In view of the serious food shortage in Europe it is clearly desirable that Poland should re-commence exports of food at the earliest possible moment. If she could fully utilise her land in the agricultural year 1947/48, and bring yields up to pre-war levels, production of bread grains could be increased to 10 million tons. This would produce a surplus of about $5\frac{1}{2}$ million tons above Poland's own requirements, which could be utilised in the food year 1948/49 either for direct exports of grain or for feeding animals, which in turn would result in exports of livestock and animal products.

In order for Poland to achieve such a programme in the year 1947/48, however, she would require extensive imports of tractors, farm machinery, fertilisers, and possibly seed, during 1947.

It is in regard to the livestock population that Poland is mostly in arrears. She has at present the following approximate percentages of her pre-war livestock population:

Horses	38 per cent
cattle	46 " "
Hogs	32 " "
Sheep	22 " "

It is very desirable that this should be built up at the greatest possible speed to pre-war levels. The soil is such that it requires large quantities of manure which cannot be entirely replaced by chemical fertilisers. Furthermore, the fact that the population is now less than 70% of the pre-war level, and that

before the war livestock and animal products were exported on a considerable scale, means that an increase in the livestock population would soon enable Poland to start exporting such products again.

The plans for building up the livestock population involve keeping down the rate of slaughtering animals to a low level in the agricultural year 1946/47.

Rate of Slaughter

	<u>PRE-WAR</u>	<u>1946/47</u>
Cows	16%	7%
Heifers	18%	3%
Calves	55%	35%
Pigs	100%	80%

With these rates of slaughter, if no livestock were imported, it should be possible to rebuild the pig population within $2\frac{1}{2}$ years and the cattle population within 5 to 7 years.

A rapid increase in the pig and poultry population is highly desirable since pigs and poultry (a) can be fed largely from the very plentiful supply of potatoes in Poland, and (b) are good converters of the unusually large quantities of waste products which are inevitably produced by the system of peasant farming. In effect, the amount of human food used in feeding pigs and poultry produces its own weight of meat, poultry and eggs. In this way a very profitable exchange of high for low protein food is effected.

From the foregoing analysis it is clear that, without external assistance in 1947, Poland would just be able to feed herself. If, however, she is to play the important role she could play in exporting food to meet the European food shortage she will need considerable assistance

- a) in increasing her sowing area, and
- b) in building up her livestock population.

FOOD

During the food year 1945/46 Poland herself produced 1,400 calories per head per day for her population. With the help of imports, the bulk of which were UNRRA supplies, she was able to increase the food available for consumption to about 1,675 per head per day. Owing to the fact that thirteen million of her people are engaged in agricultural pursuits, and that it is difficult to keep down their consumption of food, the non-agricultural population had much less than 1,675 calories per head per day and are on the brink of starvation.

In view of the fact that more food is expected from the 1946 harvest, the Government has decided that the provision of 2,025 calories per head per day is a reasonable target for the food year 1946/47. As the population was under-nourished throughout the whole of the war and as the diet consists primarily of cereals and potatoes, this calorie level does not seem excessive. It is estimated that if the crop in 1946 is up to present estimates, about 1,610 calories per head per day can be provided from the Polish harvest of 1946. But this would have the effect that the non-agricultural population would receive only 1,121 calories per head per day. The Government has therefore established import requirements of grain, pulses, milk, meat, fish and fats which would be sufficient to supply the non-agricultural population with another 880 calories per head daily. This would bring the calories per head per day for the non-agricultural population to 2,000.

Adjusting for the estimated supplies of food which will be imported up to 31st December, 1946, the food import programme for the calendar year 1947 has been estimated as follows:-

Grain	500,000 tons
Pulses	200,000 "
Meat	65,000 "
Fish	52,000 "
Fats	70,000 "
Milk	136,000,000 litres

It is obvious that if the Government are to reach their consumption target of 2,025 calories per head per day these imports must be brought in or the Government will have to reduce the 1946 sowing programme which is the basis of their policy of increasing agricultural production over the next three years. Thus, the amount of seed required in 1946/47 is 1,152 thousand tons, which is 306 thousand tons more than in the year 1945/46; a certain amount of additional food could be

made available by cutting down the increased sowing of grain. This however would mean that the country would still have a deficit in the food year 1947/48. It is obvious, therefore, that if the Polish food problem is to be solved within a period of one or two years these food imports must come in. The provision of food imports for Poland is a capital investment which would ensure an early end to her need for food imports and the resumption of her food exports.

INDUSTRY

At first sight it would appear that Poland, owing to the changes in boundaries, is making very rapid industrial progress. In May industrial production as a whole was 72% of the 1937/38 level and production of coal, pig-iron, steel, wagons, locomotives and cement was greater than before the war. This apparent rapid recovery however is due to the additional facilities taken over in the West; a true measure of the extent to which Polish industry is reaching pre-war rates of operation could only be obtained by taking the output in the whole of the new Poland before the war, plus additional facilities built by the Germans during the war (the area was considered by them to be out of reach of allied bombing), and comparing present output with this base.

The rate of progress achieved so far represents, however, about the maximum rate that could be achieved without replacement of plant and equipment which has been destroyed. Moreover, in order to continue at the present level of operation it must be emphasized that extensive replacements must be made for equipment which is wearing out. During the war, as in every country, replacement was postponed as long as possible, and there is a back-log of five or six years normal replacements which ought really to be made up immediately before any replacement of war losses is undertaken.

There are also certain specific problems in Polish industry which cannot be solved within the country. Thus, steel ingots are produced at a rate which would enable an extra 300,000 tons of rolled steel products to be produced. The only way in which this can be achieved, however, is to import the rolling mill capacity at an expense of about six million dollars. The technical laboratories and research institutes need reequipping with scientific instruments and tools. Furthermore, Polish industry needs heavy machinery for the coal and oil mining industries and complete plant for the manufacture of electric bulbs for the paper industry, and in addition quantities of spare parts for machinery in the textile and leather industries. In addition, Polish industrial output is dependent to a large extent upon extensive imports of raw materials, such as high grade wool and cotton, hides, tanning products, chemicals and industrial fats.

Continuation of Poland's present industrial output, therefore, needs substantial imports in 1947:

- a) to provide essential replacements
- b) to provide special equipment in order to enable her to expand her output.

As agriculture is vitally necessary to the food supply of the country, nearly two-thirds of Poland's labour force is occupied in agriculture. The country has suffered tremendous devastation of its towns and villages and it will be necessary to concentrate a very large proportion of the working population on the task of rebuilding. Thus, for many years to come, it will be very difficult to find manpower for industry and Poland will be unable to manufacture the industrial equipment she needs at the same time as she operates her industries.

Intimately bound up with her industrial problems is Poland's transportation problem. Poland is a country that before the war had, for its size, one of the smallest fleets of motor transport in the world. The total number of motor vehicles was 41,900 and only 8,600 of those were lorries. In agriculture the horse was the standard source of draft power and haulage. At the conclusion of hostilities, the whole transport system was completely dislocated; railways and rolling-stock were largely destroyed, roads were in a very bad state of repair and the canal system was in a bad state of maintenance. Furthermore, the country had lost 1,7 million horses. UNRRA has helped to bring the transport system into working order even if it has been unable to increase the total capacity very considerably. However, the further progress of the rehabilitation of industry will require a considerable expansion of the transport facilities and this is particularly true in the new areas in the West. Furthermore, with a population of 24 million compared with 35 million before the war it may well be that shortage of labour will compel replacement of the horse by the tractor on farms and that, in the same way, the motor vehicle will replace the horse for road transport.

In both cases this means either the import of equipment for the manufacture in Poland of tractors and motor vehicles, or import of the vehicles

themselves on a large scale. Furthermore, such a development would involve imports of oil, or the development of Poland's own oil resources, which again involves imports of industrial equipment.

Looking at Polish industry as a whole, it is clear that at present there is a heavy excess of production of raw materials and a great lack of production of industrial equipment and finished consumer goods. In order to obtain finished consumer goods Poland must import machinery and equipment. She must either endeavour to build up her own capacity to produce consumer goods, which means the import on a large scale of machinery and equipment, or she must import the consumer goods themselves, and to pay for these she must increase exports of raw materials, which again means imports of machinery and equipment in order to enlarge capacity.

To sum up the Polish industrial problem: the transfer of territories in the West has greatly increased her potential industrial capacity; but in the short run it will be necessary to make considerable capital investments in Polish industry before this potential capacity can be utilised. Unfortunately, Poland's production of industrial equipment is so low that it would be impossible for her to provide for investment from her current production, and she has no alternative but to import the industrial equipment required for reconstruction.

THE BALANCE OF TRADE FOR 1947

Both agriculture and industry in Poland require intensive capital investment before the country can resume its economic life and can take its place in the European economy. This investment cannot come from Polish production. Thus, it is obvious that, if the investment is made, Poland must have an adverse balance of trade.

The Polish Government has prepared an estimate of the adverse balance under two alternative assumptions:-

1. That imports will be kept down to meet the minimum essential needs which are necessary to keep the economy running at the present tempo,
 - (a) Expanding agriculture as planned
 - (b) Expanding industrial production, using largely the capital equipment already in existence and merely bringing it into first class repair.
2. That the investment in agriculture and industry is carried out to the optimum level, that is to the highest point which the economy can comfortably absorb in the period considered.

On the assumption that the minimum imports are obtained, the estimated surplus in 1947 which would be available for export is as follows:

	<u>Millions of Dollars</u>
Coal	200
Non-ferrous metals	12
Iron and steel	20
Textiles	21
Chemical materials, earthenware, glass	25
Miscellaneous products	20
	<hr/>
	298
	===

Coal exports are based on a 20 million ton surplus out of a total production of 46 million tons, which is equal to the estimated 1946 production. This is due to the fact that the continuing shortage of skilled miners will prevent any large increase in production in 1947. Increased resources in non-ferrous metals, iron ores and certain chemicals, will enable Poland to export more of these commodities than in pre-war years. Extensive textile manufacturing equipment acquired with the Western territories will make it possible to greatly increase the exports of textiles.

Poland's Import Requirements in 1947.

(in million dollars).

	<u>IMPORTS</u>	<u>MINIMUM IMPORT PROGRAMME</u>	<u>MAXIMUM IMPORT PROGRAMME</u>
FOOD:			
Cereals		32.5	32.5
Pulses		3.1	3.1
Milk		18	18
Meat		43	43
Fish		9	9
Fats		23.25	23.25
Other foods		3.15	3.15
		<hr/>	
Total		132	132
		<hr/>	
AGRICULTURE:			
Horses		22.5	60
Cows		0	100
Breeding livestock		2	25
Veterinarian equipment and medicines		2	5
Agricultural installations		2	10
Tractors and machines		7.5	30
Inland water fishing equipment		1	3
Other tools and machines			8
Laboratory equipment		1	3
		<hr/>	
Total		38	244
		<hr/>	
RAW MATERIALS:			
Cotton		32	32
Wool		35	35
Fibres		20	20
Leather		11	11
Rubber		5	5
Wood pulp for paper		5	5
Ores, ferrous and non-ferrous metals		35	35
Liquid fuel		20	20
Chemical raw materials		40	40
Tanning materials		2	2
Greases		5	5
Wood		3	3
Auxiliary materials		10	10
		<hr/>	
Total		223	223
		<hr/>	
CAPITAL EQUIPMENT:			
Electrical power administration		10	20
Machine tools		10	25
Industrial and agricultural machines		20	70
Transport installations		10	135
Telecommunications equipment		5	10
Port equipment		15	50
Construction equipment		10	10
		<hr/>	
Total		80	320
		<hr/>	
MISCELLANEOUS CONSUMER GOODS		7	7
		<hr/>	
GRAND TOTAL		480	926
		<hr/>	
ADVERSE TRADE BALANCE		182	628

The two import programmes based on the two assumptions are given in the Table entitled "Poland's Import Requirements in 1947".

It is obvious that in the case of the minimum programme there would be an adverse balance of 182 million dollars. This compares with the UNRRA programme in 1946 of 474.5 million dollars and might be regarded as the amount needed to complete the rehabilitation of Poland as distinct from the work of reconstruction. In the case of the maximum import programme, which covers Poland's needs for reconstruction, the adverse balance is 628 million dollars.

In considering how far these figures can be regarded as realistic, it is important to realise that of the 480 million dollars of imports required in the minimum programme, the food requirements, 152 million dollars, which it will be recalled were based on 2,000 calories per head per day, can hardly be reduced. The figure of 38 million dollars for agriculture is largely for purchase of about 60 thousand horses (22.5 million dollars) which would be only a small proportion of the number lost (2,500,000) during the war. The expenditure of 7,500,000 dollars on tractors and farm machinery also seems a figure which could not be reduced if the agricultural programme is to be achieved.

Considering the requirements of raw materials, the imports of cotton, wool and other fibres, amounting to 87 million dollars are equivalent to only \$ 3.50 per head of population; in view of the lack of cloth in Poland and the climatic conditions, this would seem a minimum figure. Twenty million dollars for liquid fuel and five million for rubber are certainly essential to transport and industry. The remaining raw materials for industry amount to 111 million dollars, which seems reasonable. Requirements of 80 million dollars for capital equipment are modest in view of the great need for replacement and repairs, and would not provide for any additions to industrial capacity.

Thus, the adverse balance of 182 seems to be minimal in the sense that any reduction in imports would have definite retarding effects on Poland's present progress towards rehabilitation.

Considering the maximum import programme, this would require additional capital investment to the extent of 240 million dollars in industry, 125 million dollars of which would be for transport installations and equipment, and 206

million dollars in agriculture, of which 160 million would be for livestock. The additional livestock imports would amount to 100,000 horses, 330,000 cows and 23,000 breeding livestock.

It seems optimistic to believe that such quantities can be procured in the present state of world industry and agriculture. The United Kingdom is at present pre-occupied with its own reconstruction and would be unable to supply more than a fraction of the industrial requirements. The U.S.A. on the other hand would probably be able to supply a proportion of the industrial requirements but a large proportion of the requirements are in those fields where there is a large unsatisfied world demand. Agricultural requirements would be extremely difficult to fulfill because of the world shortage of food and fertilisers. Furthermore, it would seem very likely that the import of animals on such a scale would increase the need for feeding stuffs in Poland to such an extent that substantial amounts of feeding stuffs would have to be imported. It should be pointed out, however, that the figures are designed to show what the economy could comfortably absorb in the year 1947 and not what it could procure.

Thus, it would seem that 182 million dollars is the minimum adverse balance of trade, and that it is likely to be higher than this should Poland obtain the means of importing the capital equipment for industry and agriculture which would be procurable in the world markets for her reconstruction programme. The upper limit seems to be 628 million dollars, being based on the maximum imports she could absorb, but under present conditions the limitations on supplies would probably reduce this figure substantially.

POLAND'S ABILITY TO PAY FOR IMPORTS

Poland's ability to provide for her minimum imports by the use of gold and foreign exchange abroad is limited. At the end of the war she had some 71 million dollars worth of gold and foreign exchange. This is now reduced to about 60 million dollars and of this, 12 million dollars have been committed in settlement of the war debts between Poland and the United Kingdom. Thus, Poland is left with only 48 million dollars of liquid assets abroad. This could not be used for buying imports because the bulk of it will be required to cover Poland's contribution to the foreign international institutions such as the International Monetary Fund and the International Bank for Reconstruction and Development, now being set up.

Indeed, the liquid assets available are too low even to cover the requirements of Poland's present foreign trade. All her international trade at the moment is being done through what are essentially barter agreements which involve no transfer of currency or gold. Even before the war, in 1937, Poland's foreign assets in the form of bonds, letters of credit, stocks and shares, cash credits, etc., amounted to only some 374 million zloty compared with liabilities of the same nature amounting to 6,875 million zloty. Thus, Poland has no resources to pay for imports and must rely for her programme of reconstruction on foreign loans or on outright gifts such as UNRRA's own operations. Poland has herself developed means of financing her imports through trade agreements providing for additional credit for purchases in the country concerned; thus in the case of Sweden the self-balancing trade agreement is supplemented by an additional 32½% credit for purchases in Sweden.

In addition, Poland has requested the U.S.A. for extensive credits, mainly for procurement of capital equipment. A loan of fifty million dollars has been approved for this purpose. A Polish purchasing Mission now in France has used part of this loan to procure surplus stocks from British and American Military sources. Equipment already selected includes 200 locomotives, road transport equipment, machine tools, and port repair equipment.

It is unlikely that much of the necessary imports could be obtained through reparations from Germany. Under the Potsdam Agreement, and the Agreement with the U.S.S.R. of 16th August, 1945, Poland was to receive 15% of the reparations collected by the U.S.S.R. from their zone of Germany, and 1.5% of those collected from the Western zones of Germany. However, there are extensive German industrial installations in the Western territories of Poland, and within the boundaries of old Poland, built in these areas by the Germans during the war for security reasons, and against which there may be Allied claims. It may well be, therefore, that, when the final balance of reparations is struck, Poland will receive no additional reparations from the remainder of Germany.

From the point of view of the rest of the world, the question is whether, quite apart from the obvious moral obligations to an ally, it is a good investment to put money into Poland at this time. If she does not receive outside help, it seems clear that the country will, in fact, remain in poverty for several years, struggling to make up for the destruction caused by the war. It may well be that the choice lies between helping Poland to become self-sustaining and continuing to provide relief to alleviate economic distress. Poland's sacrifices during the war were much greater than those of nearly all the other Allies; it would be difficult to justify any proposal that she should now bear the whole cost of reconstruction of her agriculture and industry after the relief and rehabilitation phase is over. In an area with such great potential wealth in agriculture and industry, populated by a vigorous nation accustomed to a low standard of living, the opportunities for capital investment are considerable and the country could easily afford to pay a low rate of interest on reconstruction loans. Repayment of such loans would, however, have to be spread over a long period, otherwise the annual repayments would impose too heavy a burden on the developing economy. It may be thought that the output from a completely reconstructed Polish industry would not find markets. But, in this connection, it may be noted:

- (a) That labour costs would be very low
- (b) That the industries existed before the war together with the markets they served
- (c) That with a low standard of living in Poland there is great scope for raising the standard of living by increasing consumption of industrial products within the country itself.
- (d) With a higher standard of living Poland would, herself, require increased imports from other countries for which she would pay in industrial products.

Rose

THE IMPACT OF UNRRA ON THE POLISH ECONOMY

INTRODUCTION

THE GENERAL ECONOMIC IMPACT

THE AGRICULTURAL IMPACT

IMPACT ON FOOD

IMPACT ON TRANSPORTATION

IMPACT ON INDUSTRY

IMPACT ON HEALTH AND WELFARE

THE IMPACT OF UNRRA ON THE
POLISH ECONOMY

INTRODUCTION

At the conclusion of hostilities in Europe the whole Polish economy was in a state of complete devastation. As a direct result of heroic resistance during the war, and the fact that the country was the scene of intense military operations in 1939, in 1941 and in 1944/5, Poland's agriculture, industry, transport, public utilities, buildings and health services were either destroyed on a vast scale or disrupted to the point of chaos. For all practical purposes no organised economy existed in May 1945 and the country had to face the gigantic task of rebuilding a new economy upon the ruins of the old. This task was rendered more complicated by the territorial changes made in 1945, which involved the country's re-adjustment to the transfer of 181,000 square kilometres of predominantly agricultural territory in the East to Russia and the absorption of 104,000 square kilometres of predominantly industrial territory in the West from Germany. It is against this background that UNRRA's impact on Poland must be considered, and our success, likewise, must be measured by the extent to which the economy is progressively re-establishing itself.

The agreement between the Polish Government and UNRRA was signed on 14th September, 1945. Prior to that date, except for 112 thousand tons of supplies shipped by UNRRA through Constanza between March and September, which consisted almost entirely of food, clothing and agricultural rehabilitation supplies, Poland was dependent upon its own resources in the work of rehabilitating the country. Her efforts were concentrated first on keeping her people alive until the harvest, and then, since food was the primary
/requirement

requirements of the nation, on rehabilitating agriculture with all possible speed. In spite of very difficult conditions, due to lack of labour and draft power, the immediate tasks of gathering in the harvest, preparing the soil for next year's crop and sowing the seed were accomplished. At the same time, it was realised that careful distribution of the 1945 crop would be necessary if starvation of the non-agricultural population was to be avoided. A system of collection and equitable distribution of food supplies was, therefore, organised and established. Finally, the remaining energies of the Nation were applied to the work of improving transport clearing ports, reviving industrial activity and clearing and rehabilitating towns and villages. It was in the midst of this somewhat chaotic struggle to resume economic activity, that, in September UNRRA began its programme of operation.

Owing to the lack of port facilities and grave transport difficulties, assistance in the early months was perforce small. During the period September-December, 1945 the average monthly arrivals of UNRRA supplies at Polish ports were at a level of only 10,000 tons a week. But as the ports were cleared, and as transport improved, the rate of arrivals steadily increased until in June 1946 it reached the level of 45,000 tons a week which, if continued, is sufficient to achieve the whole programme of operations before 31st December 1946.

The following pages explain the part which UNRRA has played in the rehabilitation of the Polish economy and the extent to which in the next six months, it will help to rebuild the foundation for Poland's future economic progress.

THE GENERAL ECONOMIC IMPACT

When a country the size of Poland is in its first year of rehabilitation after nearly six years of ruinous warfare, the impact on the economy of an organisation such as UNRRA, which will provide goods and services by the end of 1946 to the value of \$ 474,5 million distributed in the fields of clothing, agriculture, industry, transport, public utilities and public health, is very considerable. Not only does it affect each field of economic activity individually, but it has many general effects on the economy through its influence on the standard of living, employment, financial conditions and investments, the level of prices and foreign trade.

SIZE OF THE IMPACT

In order to describe the impact on Poland it is necessary to consider the total programme of operations up to the end of 1946 and examine how it is made up, how much has been shipped to date, and how much is still to come in the remainder of 1946.

TABLE 1.

UNRRA Programme of operations to 31.12.46

<u>I T E M</u>	<u>P R O G R A M M E</u>		<u>ACTUAL SHIPMENTS</u>	<u>BALANCE</u>
	Thous		To 31.5.46	At 31.5.46
	Metric	Million	Million	Million
	Tons	Dollars	Dollars	Dollars
1. Food	896.2	179.5	105.3	74.2
2. Clothing	76.6	86.0	80.9	5.1
3. Agricultural Rehabilitation	728.0	80.0	27.1	52.9
4. Industrial Rehabilitation				
a. Transportation	64.4	53.0	34.8	18.2
b. Fuel & Lubricants	441.2	10.3	4.2	6.1
c. Industrial Materials & Equipment	106.5	35.7	17.7	18.0
5. Medical	19.5	30.0	15.5	14.5
TOTAL	2,332.4	474.5	285.5	189.0
* Approximate				

The General Economic Impact (cont'd)

Table I shows the preponderance of the food and clothing allocations which, in value, account for 38% and 18% of the entire programme respectively and together constitute 56%. About one fifth of the programme is devoted to all industrial rehabilitation and one sixth thereof to agricultural rehabilitation.

Up to 31st May 1946 the various programmes had progressed at different speeds, the percentage completions of shipments by value at that date being as follows:-

Clothing	94 per cent	Medical	52 per cent
Transportation	66 " "	Industrial materials & equipment	50 " "
Food	59 " "	Fuel & Lubricants	41 " "
		Agricultural rehab. (excluding seed)	39 % 34 " "
<u>ALL ITEMS 60 per cent</u>			

Thus the impact of UNRRA's clothing programme has already been fully transmitted, and the transportation and food programmes are also well advanced. On the other hand less than half the industrial rehabilitation and agricultural rehabilitation programme have been shipped and the bulk of the impact remains to be felt. The different rates of shipment have been partly a result of a planned policy, but they have also been seriously affected by procurement difficulties. Taking the programme as a whole, 40 per cent remains yet to be shipped.

In order to see the magnitude of the UNRRA programme in correct perspective it is interesting to note that the programme represents about \$ 19.70 per head of every man woman and child in Poland, and that, of this, about \$ 11.90 per head had already been shipped by the end of May. These figures may not seem impressive to the average inhabitant of countries with a high standard of living, but it should be remembered that in terms of zloty the programme as a whole will have provided about 7,500 /zloty

zloty per family as the official rate of exchange, which is equal to about two months' wages of the average skilled worker in industry.

In terms of weight the UNRRA programme of operations is about 2,330,000 metric tons up to 31st December 1946, or over 800 lbs for every family in Poland. Up to the end of June 470 lbs per family had already arrived. Shipments of food in June amounted to about 1.3/4 lbs per family per day.

Timing of the Impact

The impact of UNRRA on Poland has not been sudden, but has been gradually built up to its present level. Shipments of cargoes to Polish ports increased gradually from 42 thousand tons per month in September-December 1945 to 103 thousand tons in March and then jumped rapidly to reach 177 thousand tons in May and 191 thousand tons in July. Moreover, the emphasis on the various programmes has varied from month to month. Table II shows that, in the early stages of UNRRA's operations in Poland, proportionately greater shipping space was given to clothing and transportation and, to a lesser degree, to food and agricultural rehabilitation. Recently, relatively greater space has been given to food supplies, industrial rehabilitation, and livestock.

Prior to the second quarter of 1945 UNRRA's assistance was small compared with the total effort expended by the Polish Government and the Polish people. Nevertheless, the UNRRA programme combined with the imports Poland has obtained by her trade agreements with her neighbours have been valuable aids in filling vital gaps in the country's resources. It would be accurate to describe UNRRA's work in Poland to 1st April as Relief, the main impact has only been transmitted since that date. Of the total arrivals to 30th June 1946 no less than 46 per cent by weight arrived in the three months of April to June. It is important to realise that, because of the time lag between arrival at a Polish port and distribution within Poland, only now, in July 1946, is the impact of UNRRA on the economy reaching its full force.

Effects of the Impact

Economic effects of UNRRA's operations in Poland have been of two types. First there are the direct effects upon economic activity such as the increased energy of the population arising from food supplies, the increased agricultural production arising from supplies of tractors, fertilizer, seed and farm animals, and increased industrial activity arising from supplies of raw materials and equipment. Secondly there are the indirect effects such as the influence on the Government's Budget, effects on prices and wages, effects on employment etc. which may be regarded as outward signs of the underlying economic impact. The direct effects of UNRRA's programme on individual fields of economic activity will be described in the later section of this report, while the more general economic effects will be discussed in the remainder of this section.

TABLE II

Arrivals of UNRRA supplies at Polish ports
In thousands of long tons

MONTH	TOTAL DRY CARGO	FOOD	CLOTHING TEXTILES ETC	MEDICAL & SANITARY SUPPLIES	TRANSPORT AND COMMUNIC.	AGRICULT. REHABIL- ITATION	INDUST. REHABIL- ITATION ⁶	MISC.	UN- CLASSI- FIED	TOTAL PETROL OIL, LUB.	LIVE STOCK HORSES (No.)	CATTLE (No.)
To Dec 1945 ⁵	282.0	125.3	52.7	4.1	26.7	48.0	2.3	6.3	16.6	6.7	3,536	1,119
Monthly ave: Sept-Dec 1945	42.4	21.2	7.3	0.6	5.9	6.1	0.3	1.0	-	1.7	--	--
<u>1946</u>												
January	89.9	45.0	21.4	1.1	6.8	14.7	0.5	0.4	-	14.5	701	697
February	83.2	41.8	5.1	0.7	14.2	20.8	0.4	0.2	-	8.1	1,398	607
March	103.0	53.0	8.5	6.0	13.5	17.9	3.4	0.7	-	16.4	1,949	1,114
April	152.4	92.6	17.5	0.8	10.9	21.4	8.3	0.9	-	54.5	7,465	1,597
May	177.0	103.8	8.1	0.3	4.9	53.8	1.8	4.3	-	8.0	11,647	4,622
June	190.8	140.1	2.4	0.2	2.0	37.7	8.4	-	-	37.8	20,861	7,901
<u>TOTAL</u>	1,078.3	601.6	115.7	13.2	79.0	214.3	25.1	12.8	16.6	146.0	47,557	17,657

x These figures include a total of approximately 112.3 thousand long tons shipped to Constanza between July and September 1945.

⁶ In addition to these tonnages a total of some 3,200 tons of Surprop material has been brought by train from France, and 50 locomotives and 660 railway cars have been loaned to the Polish Government.

The General Economic Impact (contd)

One of the main dangers of the immediate post-war situation in Poland was the threat that large bodies of people would, through the widespread dislocation of all economic activity, find themselves unemployed. The UNRRA programme of operations has undoubtedly helped Poland to apply its manpower straight away to the work of reconstruction without any interval of enforced idleness.

Public Utilities were assisted, through UNRRA's programme, to provide essential services. The food programme, particularly in 1946, ensured that the non-agricultural labour force had sufficient food to maintain it in a condition fit to work. The clothing programme was helpful in ensuring that in the winter months people would be protected from the weather. All three programmes helped to make it possible for the population to devote itself completely to the work of reconstruction.

The agricultural rehabilitation programme gave tools and fertilisers with which the agricultural population could apply its energies unstintingly towards the best possible harvest in 1946. The transportation programme was vital in assuring that supplies of raw materials could be brought to the factories and that the finished products could be distributed, thus obviating stoppages of work due to inadequate transportation. This was particularly true of the coal mining industry, where it is essential that the coal should be distributed as soon as it is brought to the surface. The industrial rehabilitation programme, by making available critical raw materials, helped factories to go into immediate production. Its programme of supplying vital equipment and parts is now helping to ensure that, in the later stages of rehabilitation, equipment does not hold up employment. The medical programme deserves special mention since it has helped Poland to avoid any widespread epidemics which would have absorbed manpower, not only through illness of those directly affected, but also through the /large

large scale preventative and curative measures which would have been involved.

Perhaps the best indicator of the importance of UNRRA's activity in the field of employment is the fact that the programme provides no less than 230 million dollars out of the 475 million dollar programme for materials and equipment which are directly used by labour in economic activities. It is significant that at the present moment labour is a limiting factor in all fields of activity.

In the same way UNRRA's operations have also played an important role in the revival of production. The table below shows the development in production since the end of hostilities:-

TABLE III

Production in Poland in 1945 and 1946

<u>1. INDUSTRIAL PRODUCTION</u>	<u>1945</u>	<u>1946</u>
Index	100 (May)	325 (May)
Outputs of selected items Coal production	1.3 million tons (May)	3.8 million tons (March)
Steel production	27.6 thousand tons (May)	103.8 thous. tons (March)
Cotton fabrics	555 tons (Apr)	3,100 tons (March)
Woollen fabrics	103 tons (Apr)	743 tons (March)
<u>2. AGRICULTURAL PRODUCTION</u>		
Bread grains	3,993 thous. tons	4,293 thous. tons
Potatoes	13,917 " "	15,800 " "
Oats	1,040 " "	945 " "

x Estimated

While the impressive performance in Table III cannot always be traced to the direct influence of UNRRA programmes of materials and equipment in the industry concerned, there is no doubt that
/without

without the indirect assistance of UNRRA's operations, the revival of production would have been far less rapid.

The greatest problem the Polish Government has had to face is that of preventing run-away inflation. Germany had exploited Poland to the fullest extent during the occupation, appropriating large quantities of goods and services in return for which she newly poured more and more money into circulation. Thus, at the conclusion of hostilities, a tremendous reserve of accumulative purchasing power was in the hands of the consumers. On taking over direction of economic affairs the Government had to make large scale expenditures on salaries and wages to implement the reconstruction programme (as an illustration, Government spending in the nine months April to December 1946 is established at 39 billion zloty or 1,600 zloty for every man, woman and child in the country). On the other hand, the supplies of goods on which money could be spent was obviously very small. In May 1946, therefore, high pressures were in existence which tended to raise prices, and since increases in prices would be followed by demands for increases in wages, with further increases in prices if these were granted, there was grave danger of progressive inflation. What was worse, was that the critical food shortage concentrated the available purchasing power on the food market, and the pressure on prices in this sector of the economy was particularly great.

It is obvious that UNRRA's programme assisted the Government in holding down prices. Its programmes resulted in very substantial additions to supplies of all commodities both directly and indirectly. Not only were 285.5 million dollars' worth of goods imported through UNRRA up to 31st May, but, as may be seen from Table III above, by the use of these goods in developing industrial production and agricultural output, available supplies of goods on the market have been increased substantially. By increasing supply in these two ways UNRRA's operations have eased the pressure on prices and greatly assisted the Government in
/preventing

preventing inflation.

To check inflation the Government has made use of a system of rigid price control. All food supplied to ration card holders is supplied at low fixed prices. Also, the whole of those industries which have been nationalised are operated on a price schedule which is in conformity with these prices. Except in that sphere of the economy still worked under private enterprise wages have been held at levels in line with controlled prices. There is, therefore, a fixed wage-price schedule for the whole planned sector of the economy and the Government has adjusted this only slightly and very infrequently. It would appear that, under these conditions, there could be no question of inflation. But the existence of a legitimate free market economy, recognised by the Government, side by side with the planned economy, means that an inflation would take the form of rapidly rising prices in the free market. And ultimately, the Government would either find it impossible to obtain supplies for ration card holders in the controlled market, or be compelled to spend ever increasing sums on supplies from the free market. Thus, the course of prices in the free market is the surest indication of the existence of inflation. The actual course of these prices is given in Table IV.

The general index number of prices shows that, from April to September 1945, prices fell steadily by 31.4%. From September to the end of the year they rose rapidly and then stood at a level 7.3% below the level in April 1945. During 1946 prices continued to rise, but at a very slow rate. The explanation for these price movements are not simple. After the end of hostilities the Government pursued an anti inflating policy. In this it was helped by the fact that the supply of goods coming onto the market increased rapidly as industrial production got under way. Moreover, the removal of the German forces meant the end of a large part of the inflationary purchasing power. No doubt the main factor in the rise in prices since September last has been the increase in Government expenditure, and the lag in Government revenue and

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receipts. The latter were about 800 million zloty per month in the last 9 months of 1945, 1,200 million zloty per month in the first quarter of 1946, and will be 3,300 zloty per month in the last 9 months of 1946. It is clear that at present there are strong inflationary pressures at work, and, had it not been for the influx of 28.1/2 billion zloty of UNRRA supplies, which has operated as a strong deflationary factor, and has operated to keep down the rise in prices, the increase in prices would have been much greater.

Considering the whole of 1946, Government expenditure is planned to reach 39 billion zloty, while government revenue is planned to reach 35.1/2 billion zloty, leaving a deficit in the year of 3.1/2 billion zloty. Unless there are savings on a considerable scale, this deficit, combined with accumulated purchasing power in the hands of consumers, would tend to drive up prices. The sale of UNRRA supplies should, however, more than counterbalance those factors. The total programme in 1946 is \$ 333 million which, at the official rate of exchange, is 33.3 billion zloty. While it is true that from this will have to be deducted the expenses of distribution, any supplies issued free, and payments spread over a long period of time, it is clear that the proceeds of sale should be a substantial proportion of this 33.3 billion zloty and play a major role in keeping prices down. In so far, however, as the fund is drawn on for approved relief purposes, by that amount is the deflationary effect reduced, unless the Government uses the fund for projects which have been included in its 39 billion zloty budget. It is, however, safe to say that, since to date the proceeds of sale are only 4.4 billion zloty, during 1946 proceeds of sale of UNRRA supplies will be one of the main weapons in the fight against inflation.

It was evident at the conclusion of hostilities that it would be impossible for Poland, with gold and foreign exchange holdings of only 71 million dollars and liabilities greatly exceeding assets overseas, to pay for her imports. Nor could she hope to export on

TABLE IV

Monthly Index of Prices on the Free Market in Warsaw (April 1945 = 100.0).

<u>DATE</u>	<u>GENERAL INDEX</u>	<u>FOOD & DRINK</u>	<u>INDUSTRIAL PRODUCTS</u>
1945 MARCH	98.1	94.7	101.8
APRIL	100.0	100.0	100.0
MAY	88.7	86.8	90.6
JUNE	79.0	73.1	85.3
JULY	72.6	65.7	80.0
AUGUST	71.0	64.4	78.1
SEPTEMBER	68.6	60.4	77.4
OCTOBER	76.8	65.2	89.2
NOVEMBER	87.4	73.2	101.6
DECEMBER	92.7	78.6	106.7
1946 JANUARY	90.8	82.6	99.0
FEBRUARY	91.3	89.1	93.8
MARCH	92.2	95.0	89.3
APRIL	93.5	95.3	91.6
MAY	95.7	93.0	98.4

a scale sufficient to provide imports of materials and equipment with which to reconstruct her industry, her ability to export was too obviously dependent upon the extent to which her agriculture and industry could be rehabilitated through the imports themselves. It was, in fact, because of these considerations that Poland was given UNRRA assistance.

Owing to the progress of rehabilitation of Poland, UNRRA's contribution to which is described elsewhere, it has been possible for Poland to commence her foreign trade on a limited scale on what is partly her normal pre-war basis. She has been able to develop coal exports and some exports of iron and steel, soda and textiles, in return for which she has been importing raw materials in the form of iron and ferro alloys, raw textiles, and oil products. UNRRA assistance has, in effect, taken the form of providing Poland with the means of importing the materials and finished industrial products, needed for rehabilitation of agriculture and industry, from the more highly industrialised countries such as the U.S.A. and the U.K. which she would otherwise have been unable to obtain. It has also placed Poland in a good strategic position to recommence, in a few years, her exports of agricultural products which, before the war, accounted for 40% of her total exports.

The place of UNRRA in Poland's present foreign trade can be gauged by the fact that UNRRA's imports into Poland in the first quarter of 1946 were 3.1/2 times as great as her imports from all other sources by sea and land. Most UNRRA imports have arrived by sea, and the development of port facilities and inland transport has been the direct result of the need for handling them.

THE AGRICULTURAL IMPACT

In pre-war years Poland was a predominantly agricultural country; indeed, it was one of the most important agricultural exporting countries of Europe. Two-thirds of all gainfully employed persons were dependent upon agriculture, fishing and forestry for their living, the fertility of the great plains and the possession of extensive resources in natural and artificial fertilizer material resulted in large surpluses of farm products. Although there were certain imports of agricultural products to fill gaps in her own production, Poland was able to more than fill her own requirements of essential foods. In 1938 exports of agricultural products amounted to 90 million dollars or 40.80% of the total exports. Livestock and animal products alone accounted for 314 million zlotys, 45% more than the value of coal exports which were 217 million zlotys. Important agricultural exports in pre-war years included refined sugar produced from domestic sugar beets, flax and flaxseed, live hogs, live poultry, meat and dairy products. The earliest possible rehabilitation of agriculture is extremely important not only to Poland but to Europe as well. For Poland, it will be one of the principal factors in the acquisition of foreign exchange; for Europe, it will assist in alleviating the critical food shortage which will undoubtedly persist into 1948 and possibly 1949.

Post War Agricultural Conditions

In 1945, at the end of the war in Europe, Poland's agricultural position was desperate. About one-sixth of the total number of farms were destroyed or put out of action by military activities. In the Warsaw area alone, 60,000 farms were ruined as a result of hostilities. The most serious losses were in live-stock, which ranged from 45% - 83% of the pre-war numbers. The horse population decreased within the new Polish frontier by 2,496,000, cattle by 7,184,000. Farm machinery was ruthlessly destroyed or stolen; the total number of tractors at the cessation of hostilities totalled only 5,000, mainly in bad condition and without spare parts. Because of the shortage
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of livestock, tractors and seed, 8,000,000 hectares of land were lying waste in 1945, enough land to have produced the total crops of wheat, barley and rye raised in 1937-8.

With the change of boundaries announced after the Potsdam Conference, Poland's arable land decreased to 82-1/2% of the pre-war territories, a net loss of 4,500,000 hectares, while the total population decreased to 68.5% of the pre-war number. However, the arable land per 1,000 population has risen from the pre-war figure of 764 hectares to 883 hectares. Therefore, if the entire area can be put under cultivation and pre-war standards of production attained, Poland has now a potentially greater per capita production level than before the war.

Far from attaining pre-war standards, production in 1945-6 in major crops has been only 34-44% of that achieved in 1938. This has been due to two major factors - lower sowing areas and lower yields. Sowing has been impeded by shortage of manpower caused by shifts of population between the old territories and the new, and loss of farm machinery and livestock destroyed or removed during the war. Yields have been lower than pre-war because of shortages and poor quality of seed for sowing and the lack of fertilizer caused by the great depletion of the livestock population, the loss of potassium salt mines in the Eastern territories, and low imports of fertilizer from outside sources.

The following table indicates the dollar value of destruction in livestock and capital equipment calculated at the 1938 rate of exchange.

	Millions U.S. <u>Dollars</u>
Buildings	410.5
Agricultural equipment	
Clothing, utensils etc	467.2
Livestock	<u>270.2</u>
	<u><u>1,147.9</u></u>

It can be seen from this table that the total agricultural program of operations undertaken by UNRRA amounting to 80 million dollars is only 7% of Poland's capital losses. Moreover, much of the program is in the form of consumable supplies. The large outlay of required money to replace buildings and equipment, as well as the slow rate of reproduction of livestock herds make it apparent that the complete rehabilitation of agriculture cannot be attained for many years to come.

UNRRA's Program of Operations

In order to expedite agricultural rehabilitation as much as possible, UNRRA, in collaboration with the Polish Government, developed a broad programme of operations amounting in total to more than 80 million dollars. This programme and the imports through 31 May 1946 are set forth below:

TABLE V

AGRICULTURAL REHABILITATION Programme of Operations

(In thousands of U.S.Dollars)

	<u>Total Programme</u>	<u>Shipments through 31. May 1946</u>
Bags and Bagging	2,780	2,655
Dairy & poultry equipment	1,604	
Farm Machinery	17,878	7,509
Fertilizer	7,421	2,978
Food Processing	322	236
Pesticides & Apiculture	124	222
Repairmaterials & Hand tools	1,645	467
Fisheries	4,534	1,027
Livestock & Poultry	25,770	9,708
Seeds	15,535	1,932
Flood control & irrigation	-	37
Veterinary Supplies & harness	2,789	287
Unclassified	--	57
Total	<u>\$80,002</u>	<u>\$/27,115</u>

Reserve List

Seed-Cereal (200,000 tons) \$21,000

The main provision is for livestock and poultry, farm machinery, and seed, these categories comprising about 65% of the total money budgeted.

The total shipment of UNRRA supplies through 31st December 1945 was very small and had little effect on agricultural production for the year 1944-5. Due to numerous factors, UNRRA supplies and equipment started flowing in quantity only in September, and only reached a substantial level in February 1946. They arrived too late to materially change the 1946 harvest. However, some of the nitrogen and super-phosphate for fertilizer arrived in time for the fall planting, and have materially improved the yields.

By 1st June 1946, over 27 million dollars' worth of agricultural supplies had been shipped to Poland. These include arrivals in Poland of approximately 5,000 tractors, 140,000 tons of artificial fertilizers, 59,000 horses, 19,000 cattle, and 100,000 chicks. It is estimated that the 5,000 tractors received through June will produce 720,000 tons of bread grain, more than three times the total of 231,000 tons of grain shipped by UNRRA to date. It will readily be appreciated that the provision of farm equipment is a far more economical method of rehabilitation than the continued shipping of large quantities of foodstuffs. Not only is shipping space saved in this way, but production of crops is increased, and, at the same time, manpower is released for reconstruction work in other fields. The main impact of these supplies, and those which will arrive in the remainder of 1946, will be felt in the agricultural year 1946-7 and therefore in the food consumption year of 1947-8, after UNRRA's termination.

The supply of fertilizers by UNRRA to date already exceeds the pre-war annual consumption of approximately 130,000 tons of artificial fertilizers. As already mentioned, however, very little of this arrived in time to be used in the 1945-6 crop year. The bulk of the tonnage was rock phosphate, which has to be processed; this will be available in the 1946-7 crop year, and will have a marked effect on the harvests of 1947. It should be pointed out that Poland's present requirement of fertilizers greatly exceeds the pre-war requirement because their use in the new territories in the West greatly exceeded that in pre-war Poland. Furthermore, the huge losses

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of livestock have deprived the country of pre-war reserves of natural fertilizers.

Effects of UNRRA's Operations

The combined efforts of the Government and of the UNRRA Mission to restore agricultural production to its pre-war standards and make the country self-sustaining in food supplies at the earliest possible moment are seen in the following table which shows the area sown, crop production, and yield per hectare of the principal crops in pre-war years as compared with post-war achievements and plans.

TABLE VI
Areas Sown

	(Thousand Hectares)				(Percentage of pre-war)			
	1937/8	1944/5	1945/6	1946/7	1937/8	1944/5	1945/6	1946/7
RYE	5,415	n.a.	3,180	4,400	100	n.a.	59	81
BARLEY	1,040	n.a.	730	1,500	100	n.a.	70	96
OATS	1,943	n.a.	1,125	n.a.	100	n.a.	58	n.a.
WHEAT	1,345	n.a.	690	1,000	100	n.a.	51	74
POTATOES	2,737	n.a.	1,600	2,737	100	n.a.	58	100

n.a. = not available.

Crop Production

	(Thousand Tons)				(Percentage of pre-war)			
	1937/8	1944/5	1945/6	1946/7	1937/8	1944/5	1945/6	1946/7
RYE	6,740	2,863	2,951	4,490	100	42	44	67
BARLEY	1,625	605	676	1,020	100	37	41	63
OATS	2,829	1,040	945	n.a.	100	37	34	n.a.
WHEAT	1,958	525	666	1,060	100	27	34	54
POTATOES	37,280	13,917	15,800	29,750	100	37	42	80

Yields per Hectare

	(Quintals)				(Percentage of pre-war)			
	1937/8	1944/5	1945/6	1946/7	1937/8	1944/5	1945/6	1946/7
RYE	12.4	n.a.	9.28	10.2	100	n.a.	75	82
BARLEY	15.6	n.a.	9.26	10.2	100	n.a.	59	66
OATS	12.4	n.a.	8.4	n.a.	100	n.a.	68	n.a.
WHEAT	14.5	n.a.	9.65	10.6	100	n.a.	67	73
POTATOES	136	n.a.	98.8	108.7	100	n.a.	73	80

Note: All figures in this table refer to Poland within the present boundaries, including the new territories.

Table VI incorporates the most recent estimates by the Government
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of production in the crop year 1945/6. Earlier forecasts had predicted poor yields because of severe droughts early in the spring; however, June rains have greatly improved present prospects, and estimates have been raised accordingly. The estimates for 1946 crops are the latest ones supplied by the Ministry of Agriculture and Agrarian Reform; they are based on reports from 2,500 official crop estimators scattered throughout Poland, and should be as accurate as crop estimates for the U.S., U.K., and other countries, which use the same statistical techniques in crop forecasting. It will be observed that the areas under cultivation are much lower than in prewar years; this is largely due to the shortage of manpower and equipment, particularly in the Western territories where large areas are still uncultivated. The more desirable areas near main roads are being settled but many back country farms have not been taken up. The same types of shortages, though less acute, have also retarded sowing throughout old Poland.

The plan for 1946/7 reflects the strenuous efforts of the Polish Government to achieve self-sufficiency as soon as possible. If Poland achieves her plan to sow 81% of her prewar areas in rye, 96% of the barley, 74% of the wheat and 100% of the potato crop within two years of the ending of the war, it will be a major accomplishment in the annals of agriculture. On the basis of this plan (which involves an increase in sowing area of approximately 39%) and an assumed increase in yields of 10% over 1946/7, the UNRRA Mission estimates that the total production in 1946/7 could reach the levels shown in Table VI. Total bread grain production would reach 6.5 million tons compared with 4.3 million tons estimated for the present harvest. This quantity of grain would make Poland selfsufficient in bread grains in the following food year. There is however, still a shortage of draft power, labour and seed, and the achievement of this target depends on the early completion of UNRRA's programme of tractors, horses, seed and agricultural machinery. Furthermore, the realisation of a 10% increase of yield is contingent upon the
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Agriculture...21

early completion of the UNRRA programme of seeds, fertilisers, and agricultural machinery, availability of man-power and normal growing conditions.

Among the most serious agricultural losses were the numbers of livestock killed or stolen during the war. In pre-war years, Poland had the highest number of horses in Europe, (3.9 million) and followed only France and Germany in total livestock population. Horses were used not only for draft power, but also as a means of transportation, and were an important source of natural fertilizer as well. The herds of livestock were an integral part of the agricultural economy of the country, because the supply of manure was essential ~~to the conservation and~~ fertility of the soil, and has been only partially replaced by the imports of artificial fertilizers.

The pre-war numbers of livestock as compared with present numbers and UNRRA imports are shown below in thousands of head:

TABLE VII

Livestock Population of Poland
(thousands of head)
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	<u>1938</u>	<u>1945</u>	<u>1946</u>	<u>UNRRA arrivals</u> <u>to 25.7.46</u>
Horses	3,916	1,420	1,500	59
Cattle	10,554	3,980	4,826	19
Hogs	7,525	1,600	2,400	-
Sheep	3,411	710	750	-

Although UNRRA imports have been very small up to the present time and the total programme anticipates an import of only 100,000 horses and less than 50,000 cattle, they will greatly improve the quality of the indigenous stock in years to come. Breeding stock is of primary importance because the best Polish stock was stolen during the war years; ~~that remaining~~ ^{is} largely scrub stock.

Even the limited numbers of UNRRA livestock have had a marked effect on agricultural conditions in certain areas. For example, on the first of January, 1946, 20,000 farms in the Gdansk district
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were without a single horse. Five thousand horses were sent to the district by early spring, thereby reducing the number of farms without horses by one-fourth; by the end of June, enough horses had been sent in to reduce this figure by one third.

Furthermore, this draft power has been supplemented by the supply of about 5,000 UNRRA tractors, and as one tractor is estimated to be equal in productive capacity to 16 to 20 horses, this is equivalent to 80,000 to 100,000 additional horses.

To further increase the livestock population, a programme in artificial insemination is now underway. By 1947 20 centres will be operating, breeding 20,000 cows per year by this method. The quality of the calves produced by this method is of much greater importance than the number, and will be a great asset in improving the stock over a period of years. This technique provides the utilization of the best stock to the maximum advantage. Among Poland's most urgent needs in 1947 will be an additional 80,000 horses and 100,000 head of dairy cattle. Even with these imports it will take many years to reach pre-war livestock numbers.

Poultry-keeping is an important feature of Poland's millions of small farms since it enables the peasant to utilise his waste products in producing valuable food. No official statistics of the pre-war or present numbers are available, but it is believed that Poland has now 75-80% of the pre-war chicken population. Complete restoration of the flocks will be achieved rapidly through breeding and UNRRA imports. This is the quickest and cheapest way to increase supplies of good quality protein and some of the vitamins for the inadequate diet. It is estimated that hens consume only about 5 kilograms of grain per head per year. They feed mainly on scraps, so they make little inroads on other food supplies. The total consumption of grain per hen is about 11 pounds per year, and they produce about 80 eggs, or 10 pounds of good quality protein foods. Thus, they provide

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Agriculture....23

an attractive exchange, weight for weight, of cereals for eggs and poultry.

To supplement the meat supply produced from livestock and poultry, fish may be used as an important addition to the grossly inadequate supply of animal protein foods. In order to rehabilitate the fishing industry, UNRRA has imported 27 trawlers, 15 Danish cutters, engines, accessories, equipment, and waterproof clothing. The present catch of fish is in excess of 100 tons per day, which will amount to approximately 35,000 tons annually.

From the standpoint of a flourishing agriculture, a healthy stock of animals is equally as important as are numbers. With this in mind UNRRA has instituted a training and consultative programme for veterinarians. UNRRA is proceeding with a programme of training in the latest techniques and the use of new chemicals and drugs. The services of experts are being procured who will be sent into the field to lecture and instruct in new methods and techniques.

In 1945, the country was absolutely destitute of veterinary supplies. One of UNRRA's first contributions in this field was 6 tons of anti-swine erysipelas serum, enough to control this deadly disease, which is widely prevalent in Poland. Without this supply, Poland would have risked the loss of every pig in the country. Another serious livestock menace is Dourine in horses. It is impossible to transport the supplies of antigen for testing suspected horses, so UNRRA procured three guinea pigs which had been infected with trypanosome and transported them by air to Poland. There is now an ample supply of infected rats to produce the total supply of antigen required for testing suspected horses for Dourine.

IMPACT ON FOOD

As a result of the adverse situation in her agriculture Poland was faced with a major deficit in her food supply. The first programme of food requirements submitted to UNRRA in the early months of 1945 did not include any bread grain requirements inasmuch as it was believed that Poland could produce enough to satisfy her own needs based on minimum consumption levels. Before the end of the year, it was all too clear, however, that this belief was much too optimistic. As the food collections for Government distribution proceeded it became apparent that supplies were far below the original estimates and that there was a serious shortage of bread grain as well as other foods.

The so-called non-self suppliers of food products are provided for through two channels of distribution in the Polish economy. Compulsory quotas of all food produced are established for the farm population for delivery at fixed prices to the Government. These supplies are used to provide fixed food rations for the population coming into certain defined categories. The balance of the production may be used by the farmers for their own consumption, or it may be sold in the "free market", where prices are not controlled and where anyone who is able to pay the price may purchase.

There are obviously serious difficulties in collecting compulsory quotas under this system. The prices offered by the Government are not as attractive as those in the free market; furthermore it is natural that farmers will assure themselves and their families of an adequate food supply before giving up any stores. In addition a serious lack of trained personnel contributes to the difficulties of the collection system. The net result is that the whole burden of any food shortage is borne by the eleven million non-self suppliers. Only 70% of the Government's collection goal had been reached by June 1946 and, as the shortage tends to be concentrated in the later months

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of the food year, the result was that a large part of the urban population was in imminent danger of starvation but for outside imports.

In December, 1945, when the first Programme of Operations was discussed with the Mission representatives in Washington and a definite expenditure in terms of value was agreed upon, Poland had to request a large programme for food i.e., 167 million dollars. In May, 1946, when the Programme of Operations for the second half of 1946 was under consideration, the total food budget had to be further increased to 179.5 million dollars to avoid outright starvation. This had to be done in spite of all the efforts of the Government to keep food consumption as low as possible. Although the Government realised that it was only through the rehabilitation of her agriculture and industry that continued food imports over a long time to come could be avoided, it was forced by the food situation to reduce these categories in favour of increased food supplies. The reduction of the industrial and agricultural programmes involved the sacrifice of many sorely needed items.

The following table shows the breakdown of the final food programme incorporated in the Programme of Operations, the shipments through 31st May 1946 and the balance of the programme which is still outstanding:

TABLE VIII

Programme of Operations
In Thousand U.S.Dollars

	TOTAL PRO- GRAMME TO 31 DEC 46	SHIPMENTS THROUGH 31 May 46	BALANCE TO BE SHIPPED Jul-Dec 46
Grains and grain products	47,698	14,367	33,331
Meat and meat products	22,506	13,345	9,161
Fish and products	10,997	7,101	3,896
Milk and Cheese	22,293	18,644	3,649
Fats, oils and soap	30,000	18,082	11,918
Pulses	2,550	1,771	779
Sugar	202	202	0
Vegetables	66	66	0
Beverages	4,067	2,826	1,241
Fruits and preparations	922	931	0
Soup, dehydrated	2,430	1,991	339
Other foods	1,325	4,761	0
Animal foods	220	224	0
Tinned food and Q.M.food	29,301	20,823	8,478
Eastern Hemisphere	5,126	-	5,126
Overseas surplus	571	134	437
Vitamins and minerals	-	74	0
Unspecified	28	-	28
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TOTAL	179,500	105,342	74,158

About 60% of the total food programme had been shipped up to the end of May 1946. Grain shipments were lagging and 70% had yet to be shipped; on the other hand meats, fish products, fats oils and soap were keeping pace and dairy products had exceeded 80% completion. The balance to be shipped is largely grains, fats and soap, and meat and fish products.

The main impact of the programme has been reached in the months of May and June and will continue over the next few months mainly through large supplies of grains and fats, until the 1946 harvest is gathered in. Although the crop estimates seem to indicate that Poland can fulfil its own requirements of food by the food year 1946/7 she will need considerable imports until the 1947 harvest, particularly in the critical months just before the harvest.

When the indigenous supplies of bread grains reached an alarmingly low level at the end of 1945, UNRRA imports of these supplies were stepped up; January shipments were low, but by June they were more than double the entire supply from other sources in the same month. This is shown in the table below:-

In Metric Tons

<u>MONTH</u>	<u>UNRRA IMPORTS</u>	<u>INDIGENOUS COLLECTIONS AND OTHER IMPORTS</u>	<u>TOTAL</u>	<u>UNRRA IMPORTS AS PERCENTAGE OF TOTAL</u>
JANUARY	1,733	86,000	87,733	2
FEBRUARY	22,201	80,000	102,201	22
MARCH	20,999	92,000	112,999	19
APRIL	35,484	31,000	66,484	53
MAY	56,569	33,000	89,569	65
JUNE	76,928	34,000	110,928	69
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TOTAL SIX MONTHS	213,914	356,000	569,914	38

Thus it will be seen that of the total bread grains available to the non-self suppliers, UNRRA furnished no less than 38%, and in the month of June the record amount of almost 70% of total supplies. Arrivals of UNRRA supplies provided the bulk of these grains in the critical months of April, May and June, when indigenous supplies were extremely low. Of UnRRA's total shipments in the first six months of 1946, almost two-thirds arrived in this three-month period.

Estimates of consumption for the month of June were based on 1500 calories per day for the eleven million non-self suppliers. UNRRA shipments furnished 73% of this amount, or 1100 calories per capita. In other words, the available supply of foodstuffs without UNRRA's assistance would have furnished a consumption level of the order of 400 calories per capita, which would have been far below the level required to sustain life. UNRRA imports of bread grains in June would have provided about 8 oz per day for the non-agricultural population. There is no doubt that, without UNRRA's assistance, there would have been extreme hunger and perhaps outright starvation accompanied by food riots among large section of the population.

In addition to direct relief through food supplies, and in order to utilise imports to the maximum, a training programme under the direction of a Home Economist has been developed. Many nutritious foods, such as cornmeal and oatmeal, which have not /previously

previously been used for human consumption in Poland, are now being introduced into the diet as substitutes for other grains in short supply. In addition, food surveys are made to determine the extent of mass feeding, the proper distribution of UNRRA supplies and the use of foods to the best advantage, and wherever possible improvements are made by the Government.

Recommendations for better distribution of indigenous milk supplies were made to the Government in order to obtain the maximum nutritional value in the feeding programme. The UNRRA Mission has further requested the Government during the summer food crisis to distribute UNRRA food supplies in such a way that priority is given to children, adolescents, nursing and expectant mothers. As a result of this, summer camps have been established throughout the country to care for 900,000 children and special allocations of corn, powdered milk, meat, sugar and marmalade have been made to children in destroyed areas. There were formerly about 23,000 children under twelve years of age in Warsaw without ration cards. These children now receive one-quarter litre of milk per day on milk ration cards. Priority is given children in all areas where milk supplies are low or inadequate.

During the three months commencing 1st July special supplementary rations of powdered milk, wheat flour, sugar and fish are being provided for expectant and nursing mothers.

THE IMPACT ON INDUSTRY

The industrial structure of Poland has changed considerably as a result of the shift in boundaries. Poland has become a much more industrialised country than before the war, and this shift in emphasis in the economy of country will become more noticeable as time goes on. The recovery of industry to date has been extremely good, considering the chaotic condition of Poland after the liberation. Some of the recovery is misleading, in that the present rate of productivity cannot continue to increase, or in some cases even be maintained with the present worn out plant. The effect of the need for replacement of worn out plant and equipment has not yet been apparent, but in some industries, notably coal mining, the increase in production which is anticipated for 1947 is entirely dependent on a large amount of replacement of seriously worn equipment.

It is difficult to measure the impact of UNRRA's assistance on the rehabilitation of industry. The UNRRA programme for industrial materials and equipment (excluding transportation equipment and fuels and lubricants) amounts to \$ 35.7 million, of which about 50% had been shipped by 31st May 1946. Some of this has not yet reached the ultimate users.

The following table gives a breakdown of the programme and shipments to the 31st May 1946, in thousands of dollars;

	<u>Programme</u>	<u>Shipments to May 31/46</u>
Public utilities	2,900	351
Building Industry	2,850	2,390
Mining & Quarrying	6,300	559
Machine repair	12,343	9,720
Misc. consumer goods	342	188
Materials, Chemicals & Engineering Stores	10,029	4,538

The impact of UNRRA on the rehabilitation of the industrial capacity of Poland has been two-fold, but the effect has been, in both cases, indirect. First has been the effect of other parts of the UNRRA program on industry. Transportation has played an extremely important part, not only in the movement of raw materials to plants, and in the distribution of finished products, but in the
/distribution

distribution of UNRRA food, clothing and medical supplies which have done much to sustain the working part of the population. Transportation has also had an effect in accomplishing the shift in population necessary because of the change in boundaries. The UNRRA food, clothing and medical programmes, in helping to maintain at least a minimum standard of living, have had a very large effect on the increase in employment, and possibly in the increase in productivity.

The second effect of UNRRA on the industry of Poland is likewise indirect. The direct effect of the importation of industrial supplies will not be felt until the end of this year, and will reach its fullest extent in 1947. But there has been an indirect effect already. This is because the production plans of the Polish Government have been based on the knowledge that UNRRA supplies of critical equipment will be forthcoming. By taking this into account industry has been able to proceed immediately with the work of developing production making full use of existing equipment, which otherwise would have had to lie idle until repairs and replacements could have been effected locally.

These indirect effects can best be illustrated by examining a specific industry. The increased productivity of the coal mines is perhaps the best example. Poland ranks next to the U.S.S.R. in Europe in reserves of bituminous coal. The coal mining area covers about 2,100 square miles of territory in the south-western part of the Country. This area includes about 440 square miles of new territory. The 26 pit coal mines in the new territories should, on the basis of comparison with 1937 figures, increase Polish coal production by about 80%. Production should eventually reach 70 million tons a year. The installations for coal mining in general are of a very substantial character, planned with a view to production over a long period from an individual mine.

During the period of German occupation the mines were exploited on an intensive short-term policy, the primary aim
/being

being immediate and sustained high-level production. Actual destruction or removal of the equipment was nominal, amounting to less than 5%. However, serious damage was done due to lack of maintenance and neglect of both mine workings and equipment, which followed from the German policy of extensive exploitation without regard to maintenance.

The Central Coal Board has developed a well planned programme for rehabilitation of the coal mines and a progressive increase in production. Production has been increasing steadily since April, 1945, and rose from 138,000 tons per day in January, 1946 to 153,400 tons per day in June. It is anticipated that daily production will reach about 170,000 a day by the end of the year. Production during the 9 months of operations in 1945 amounted to 20 million tons. It is expected that it will reach 46 million tons this year if the present rate of increase is maintained. Production could reach 56 million tons in 1947 if adequate mechanisation can be carried out.

While out of a total UNRRA budget of about \$ 5 million for coal mining less than 10% has been delivered, the mining industry has been able to not only maintain, but to increase production, because the Coal Board has programmed production on the assumption that UNRRA supplies will arrive before the end of the year. It is estimated that the minimum requirements for rehabilitation equipment amount to around \$ 6 million, and for long term capital equipment to about \$ 5 million. UNRRA will, on completion of the programme, have had a considerable effect on the rehabilitation of the Polish coal industry. But while the effect to date appears to be negligible from the standpoint of supplies received, the indirect effect has been large. In other words the present rate of production has only been achieved by extensive preparations made in advance of the arrival of UNRRA supplies and the immediate use of the supplies when received. Transportation has been extremely important for the mining industry since it is essential to move the coal to the consumer as soon as it is brought to the surface, and so have the special food and clothing provided for miners, which to a large extent has been from UNRRA supplies.

IMPACT OF TRANSPORTATION

General

Perhaps no other category of UNRRA supplies has had more effect on the rehabilitation of Poland's economic life than the transportation programme. Poland suffered not only severe damage and in some cases complete destruction of roads, railways and bridges, but serious depletion of motor vehicles, locomotives and rolling stock. It was necessary to get the transportation system working as quickly as possible after the war, first, in order to distribute the available supplies of food as equitably as possible and, second, to enable the country's industry to commence operations. While the total amount of UNRRA aid in the transportation field is far less than the amount needed to rehabilitate completely the transportation system, particularly considering the change in Poland's economy which has been made necessary by the accession of the territories in the west, it is undoubtedly true that the transportation equipment provided by UNRRA, particularly the large number of trucks brought in, not only averted a serious crisis but has had an important effect on the restoration of the economy as a whole. The principal impact to date has been because of the import of trucks, some railroad equipment, and fuels and lubricants, but the long term influence will come from the importation under the UNRRA programme of spare parts and repair materials, the impact of which will not be felt until the end of this year and the beginning of next year.

The present UNRRA programme for transportation (including telecommunications) consists of:-

Road transportation	\$31,853,000
Rail "	19,899,000
Water "	700,000
Telecommunications	500,000

In value of shipments the programme has been 66% completed up to 31st May, 1946, which means that next to textiles and clothing it has the highest percentage of fulfilment of any of the UNRRA programmes. The programme as noted above has been recently revised by a reduction of \$7,331,000 (from \$27,230,000) in the Rail
/Transportation

Transportation Section. This has, however, been more than compensated for by an increase of \$7,593,000 (from \$4,750,000 to \$12,343,000) in the Machine Repair programme, and it is assumed that the increase in the Machine Repair programme will cover items of railway repair equipment previously classified under transportation equipment.

Of the various items included in the total transportation programme, the truck programme is the most nearly complete. Fuels and lubricants, coming under a separate budget of \$10,299,350, have been shipped up to 31st May, 1946 to the value of about \$4,200,000 or 41% of the programme.

Rail Transportation.

Restoration of the Polish railways to at least 75% of their 1939 capacity is a prerequisite for the rehabilitation of Poland's economic life. Because of the transfer of territory, the Polish railway system is now enlarged to 22,000 kilometres of standard gauge railways as compared with 18,000 kilometres before the war.

The following table indicates the war damage to the rolling stock of the Polish railways, and the present state of requirements:-

TABLE

Losses and Requirements of Railway Rolling Stock in Poland.

	1939	<u>May 1946</u>				
	<u>TOTAL</u>	<u>USABLE</u>	<u>UNDER OR AWAIT REPAIR</u>	<u>TOTAL AVAIL</u>	<u>TOTAL REQUIRE- MENTS</u>	<u>DEFICIT</u>
Locomotives	5,114	2,780	2,390	5,170	6,200	1,030
Passenger Cars	10,671	4,304	3,893	8,197	13,000	4,803
Freight Cars	159,937	119,662	24,130	143,792	194,000	50,208

+ Includes 4,241 petrol cars and 314 insulated cars.

Up to 31st June 1946 UNRRA had delivered the following numbers of rolling stock to Poland:-

Locomotives	42	
Flat Cars (50 ton)	105	
Gondolas	540	(80 of these are 20 ton, the balance 40 ton)
Box Cars (20 ton)	344	

During July 19 of the 30 Liberation locomotives which are to come from the United Kingdom were delivered to Poland. The original allocation was 45, but 15 have been transferred to Yugoslavia in exchange for 490 gondolas (40 ton) which are due to arrive shortly.

It will be seen from the above figures that the share of UNRRA in replenishing locomotives and rolling stock of the Polish railroads is relatively small, particularly considering the fact that this type of equipment is only leased to the Polish Government with the option to purchase. It is expected that Poland will herself be able to produce about 200 locomotives a year, and about 13,000 freight cars a year, beginning in 1947.

The chief problem is the task of getting the existing rolling stock into running condition as quickly as possible, and the aid of UNRRA in this field will have a longer run effect. All locomotives and rolling stock repair shops were seriously damaged or destroyed, the destruction of buildings being from 10 to 40% and of machinery and equipment about 90%. At present there are 18 workshops operated by the Polish Railways, of which two are being reconstructed. Only three have a working capacity of 100% and eleven are still under 50% of capacity. Although recently about \$7 million has been transferred from the Rail Transportation programme to the machine Repair programme, it is expected that most of this will be used for Railway repair.

UNRRA has made good use of SURPROP materials from France in assisting this programme. A mobile workshop train of 48 wagons, a crane train of six wagons and a 45-ton locomotive crane arrived in March. In addition, 2,248 tons of railway equipment have been sent including axles, wheels, springs, etc. which will greatly assist repair operations.

The Polish Government expect that by 1st July 1950 all the present locomotives will be back in service, and the pre-war proportion of 12% for locomotives out of service will be established again. It is also expected to be able to service fully 111,000 freight cars by the

/end of

end of 1946, if two of the main shops can be reconditioned and started shortly. UNRRA assistance and advice will be given in connection with rehabilitating the rolling stock and locomotive repair shops as it has been in regard to automotive repair shops.

Road Transportation

UNRRA's aid in assisting the rehabilitation of the road transportation system of Poland has been one of the most important factors in re-establishing a stable economy. The most immediate effect was accomplished by the shipment of a large number of trucks. These were necessary because of the great destruction of the railway system, and the great loss of horses which occurred during the war. The long run effect will be in the assistance given to the repair and maintenance facilities of the country.

In 1939 Poland had 41,948 motor vehicles of which 31,804 (including 2,308 buses) were passenger vehicles and 8,609 were trucks. At the time of the liberation there were practically no motor vehicles in Poland except those left by the retreating Germans and these were generally not in running order.

At present there are about 42,000 motor vehicles in the country, of which 27,000 are trucks and 15,000 passenger carrying vehicles. In terms of load lift capacity, in 1939 there were 25,000 tons while now there are 80,000 (based on 50% overloading of military type vehicles).

Up to 1st July 1946 UNRRA had delivered the following numbers of vehicles in Poland:-

Trucks	17,167
Motorcycles	850
Trailers	<u>4,692</u>
	<u>22,709</u>

Thus UNRRA has contributed about 40% by number of the motor vehicles of Poland but more than 60% of the load lift capacity.

Of the present \$31,853,000 programme for Road Transport equipment, about 65% is for road vehicles, on which shipment is practically complete, about 25% for spares and tyres and the remainder for road vehicle repair equipment and materials for repair equipment.

The main problem now is maintenance of vehicles and it is in this field that UNRRA's contribution will have a long range effect, although the impact will not be felt until later in the year. Because of the bad condition of the roads and the hard usage of the vehicles, it is essential that adequate maintenance and repair facilities be maintained. UNRRA has provided a complete unit assembly rebuilding shop from U.S. Army surpluses in England, and a tyre rebuilding shop. Assistance and professional advice has been given in setting up major workshops where unit assemblies and complete vehicles will be overhauled, and in the establishment of a central stores depot. The completion of the balance of the Road Transport programme by the end of 1946, in conjunction with the establishment of repair facilities by the Government, should enable Poland to maintain the present vehicles in adequate working condition.

THE IMPACT ON HEALTH AND WELFARE

It is obvious that the earliest rehabilitation of agriculture and industry are the first consideration of the people of a war devastated country inasmuch as these fields are their means of livelihood and the basis of an increasing standard of living. No less important, however, is the health and welfare of the people themselves because they are the reservoir of labour which keeps the economy running. High incidence of sickness, accidents, and death not only reduces the supply of labour available, but also increases the burden on the community through the costs of medical care and hospitalization. Adequate provision of preventative measures and curative treatment is, therefore, economically a sound investment.

Health conditions in Poland in 1945 were tragic indeed. Almost every surviving Pole had lost relatives, or a home, had been starved, or had lived in the most deplorable conditions. Physically and mentally the people were exhausted; many were suffering from communicable diseases and psychological disturbances resulting from their experiences. Destruction of houses in some of the largest cities was extreme. Warsaw, the worst of these, was destroyed systematically until hardly a house remained standing. In the ruins that remained, half a million people were living in cellars, one room flats, and partially restored buildings. In devastated rural areas, families were living in dug-outs and mud huts. The overcrowding and lack of adequate sanitary facilities provided flourishing conditions for the spread of contagious diseases. Local hospitals are full of agricultural workers who have been injured while working in fields uncleared of mines. Many people who were taken to Germany for slave labour have contracted tuberculosis and are now infecting communities previously untouched by the disease.

In the effort to reduce Poland to a slave state, professionally trained people were systematically destroyed. Of the total of 12,900 physicians in 1939, there are now about 6,000. Half the trained nurses were killed. In one rural area there is one physician for 14,000 people, in another district which formerly had 72 physicians, there are now 10. For each 100 patients in sanatoria, there are now usually 4 qualified nurses to cover both day and night duty. In one sanatorium with 275 patients, there are 5 nurses.

Medical equipment, research apparatus, and libraries were stolen or destroyed and Polish physicians need information on developments in medicine during the war years, and even reference material published prior to 1939. Health records, too, have been lost as a result of wholesale destruction of public buildings with all their records during the retreat of the Germans. These services are now being restored, but records are still limited and fragmentary.

UNRRA's Health Programme

Against this background of deplorable health conditions, UNRRA set up a programme of 30 million dollars for health and sanitation. The programme of operations and shipments through 31 May 1946 are shown below in the major categories:

	<u>Programme of Operations</u> <u>(Thousands U.S.Dollars)</u>	
Emergency programme	6,000	
Medical programme	10,788	
Stock items	9,092	
Sanitation programme	2,670	
Equipment for artificial limb prod'n & orthopedic devices	500	
Equipment for penicillin prod'n	400	<u>Shipments thru</u> <u>31st May, 1946</u>
Rehabilitation of medical centres & Medical schools	<u>550</u>	
	30,000	15,488
	=====	=====

Shipments to date represent about half of the total programme. Among the supplies received are 23 1,000-bed hospital units from military surpluses. Some of these units were incomplete, and some were damaged in transit, but they represent a material contribution to hospital facilities in Poland. The pre-war number of hospital beds was 75,000, so this shipment alone replaced almost one-third of the total.

Immediately upon receipt, supplies are turned over to the Government for distribution; UNRRA, therefore, does not participate in the allocation of supplies.

The function of the medical staff provided by UNRRA has been largely advisory in character.

Improvements in Health 1945/6

The following table shows the incidence of 5 representative communicable diseases, including those which have frequently tended to assume epidemic proportions during and after wars.

Recorded incidence of 5 communicable diseases
during the 12 months period July 1945 to June 1946 inclusive

	<u>TYPHUS FEVER</u>	<u>TYPHOID FEVER</u>	<u>DYSENTRY</u>	<u>SCARLET FEVER</u>	<u>DIPHTHERIA</u>
JULY 1945 ¹	1,556	7,457	1,294	2,170	1,585
AUG " ¹	794	10,628	1,951	1,492	2,317
SEPT "	782	16,569	1,132	1,699	3,716
OCT "	869	18,629	594	2,005	4,647
NOV "	601	10,999	159	1,092	3,133
DEC "	682	6,345	68	772	2,413
TOTAL	5,284	70,627	5,198	9,230	17,811
JAN 1946	1,235	5,983	101	887	2,401
FEB "	635	3,551	69	748	1,854
MARCH "	516	3,180	63	787	1,700
APRIL "	417	3,110	105	816	1,761
MAY "	221	2,335	103	786	1,236
JUNE "	109	2,302	158	939	1,271
TOTAL	3,133	20,461	599	4,963	10,223

¹ Reports not received from Districts of Mazury and Lower Silesia,
i.e. from an estimated total population
of 2,282,000

It is unfortunate that a comparison cannot be made between the first 6 months of 1945 and the same period of 1946 inasmuch as the diseases are definitely seasonal in character. This was not possible, however, because the

statistical services have come into operation gradually and the data available for the first half of 1945 are totally unreliable.

The overall decline in the twelve months shown is believed to have definite significance. Typhus fever is normally a major epidemic disease in the history of wars and a particular problem in winter. A major epidemic was anticipated in the winter of 1945-6 and large quantities of DDT powder were shipped in by UNRRA. The Poles were unfamiliar with this comparatively new product but physicians were instructed in its use, and widespread dustings were made to assure louse control. The low incidence shown during the winter months is believed to be due largely to this concerted effort.

A large epidemic of typhoid fever occurred in the Autumn of 1945. Large scale immunisations and emergency sanitary control measures of milk and water supplies were undertaken to combat this disease. The marked decline through the month of June 1946 would seem to indicate that last year's epidemic will not be repeated. Nevertheless, incidence is still unduly high, and will continue so until permanent control is achieved through sanitation and immunisation.

The comparatively low incidence of dysentery during the summer of 1945 was due largely to unfavourable fly-breeding weather. The low incidence of the disease during 1946 appears to be decidedly favourable, but epidemics often occur very suddenly. UNRRA is urging a vigorous sanitation programme to control fly-breeding and thereby preclude an epidemic in 1946.

The steady decline in diphtheria since October 1945 is probably due to immunisation programs. This must be extended to all children in areas of high incidence to prevent a major increase in the coming winter. As soon as adequate trained personnel and material are available, mass immunisation of children will be undertaken since this is the only feasible means of permanent control. Scarlet fever has shown a marked decline.

One of the most ominous signs in the health situation of the Poles is the alarming increase in tuberculosis. Wartime conditions were particularly favourable to the development and incidence of the disease and post-war conditions have militated against adequate programmes of control. It is not possible to give total figures for all Poland as death certificates outside towns can be given by non-medical persons and are, for statistical purposes, valueless. The following

figures show the tuberculosis mortality rate per 100 thousand population for two Polish cities as compared with the U.S.A.:

	<u>1938</u>	<u>1941</u>	<u>1944</u>	<u>1945</u>
Warsaw	155	452	500	271 ^a
Lodz	176	316	371	288
U.S.A. (White population)	39	35	37	

(a) This figure is based on a population of 400,000, which is too high, as people returned to Warsaw gradually. The rate should be somewhat higher to represent the average for the year.

It is clear that, although Poland had about four times as much tuberculosis in pre-war years as the U.S.A. the incidence today is seven times as high as in the U.S.A. and presents a most serious health problem. UNRRA has supplied hospital beds, food and general medical supplies and equipment as well as consultative services to help combat the disease and to treat known patients, but much remains to be done over a long period of time before the disease will be under control.

In spite of all that has been done in medical relief, the infant mortality rate is extremely high. Many factors contribute to this such as bad feeding, overcrowded living conditions, bad housing, exposure to communicable diseases, poor hospital facilities at birth, and lack of care from parents who have to leave them to work. Improvement of living conditions, diet, and hospital facilities are gradually relieving this situation.

In an effort to provide sorely needed technical training and information, UNRRA has employed a staff of specialized consultants. They serve in an advisory capacity to the Ministry of Health and for special assignments throughout the country. Specialists in the following fields are now on the UNRRA staff:

- Communicable diseases
- Venereal diseases
- Tuberculosis control
- Public Health nursing
- Sanitary engineering
- Nutrition
- Dentistry.

A specialist in maternal and child health is on the way to the Mission.

These specialists have made an invaluable contribution by supplying information and training in modern methods of disease control, sanitation and the use of new drugs and chemicals.

This assistance is being supplemented by a post graduate training programme. Under this programme, a number of prominent lecturers from leading medical institutions have been employed through the combined efforts of the Unitarian Service Committee and UNRRA. They lecture to members of the profession for a period of one to three months, spending one week in each medical centre. Their personal association with key people in each place is of the greatest benefit to Polish medicine.

In addition, under the post graduate training programme, five medical fellowships for Polish Health Personnel have been established. They will spend four to six months in studying modern techniques at leading medical and Public Health centres in the U.S. Twenty Public Health nurses, who are preparing to teach are also being trained for four months under this programme.

UNRRA's Welfare Programme

One of UNRRA's chief contributions to the general welfare of the Polish people has been its supplies of clothing, textiles and footwear. The total programme of operations and shipments through May are shown in the following table:

	Programme of Operations	Shipments through 31 May 1946	Balance to be shipped June to Dec 1946
	(Thousands U.S. Dollars)	U.S. Dollars)	
Finished Clothing	25,652	22,856	2,796
Blankets & Comforters	2,245	2,535	Overshipped
Cotton textiles	1,619	1,397	222
Woollen textiles	9,950	9,846	104
Cotton yarn	158	43	115
Woollen yarn	599	887	Overshipped
Raw cotton	14,210	14,471	Overshipped
Raw wool	16,387	17,254	Overshipped
Footwear	7,410	7,198	212
Upper leather	858	803	55
Sole leather	1,092	1,276	Overshipped
Hides	515	417	98
Miscellaneous textiles	1,052	1,241	Overshipped
Miscellaneous footwear	1,318	686	632
E.T.O. Supplies	2,913	---	2,913
TOTAL	86,000	80,910	5,090

At the end of May, the programme was 91% complete, some categories, including blankets and comforters, woollen yarn, raw cotton and wool, sole leather and miscellaneous textiles being fully shipped.

The bulk of the programme still to be supplied is in the categories of finished clothing with about 44% still to come, and military surpluses, which have not yet been started. Of more importance to the Polish economy are the supplies of cotton and woollen textiles, cotton yarn, upper leather, and hides amounting to about 5% of the original programme of these supplies. They will be valuable to assist in keeping clothing and footwear manufacturers supplied with materials.

These supplies have made an inestimable contribution to the health and welfare of the Polish people. Many of them were left totally destitute of personal belongings at the end of the war, and textile manufacturing was held up, not only for equipment but also for raw materials. With the severe climate prevalent in Poland, much illness and misery was caused by the lack of adequate clothing. UNRRA's supplies contributed in large measure to alleviating this situation.

Furthermore, many people would have been inadequately clothed for work without these supplies. By the furnishing of clothing and footwear, the supply of labour available for the post-war reconstruction was kept at a high level.

Much of UNRRA's welfare activities in Poland are of an advisory character and are directed through Government agencies and voluntary societies.

The focus of this programme is largely in 2 groups:-

- (a) Those who cannot be classified as essential workers and whose economic condition may be bad because they do not receive preferential rationing treatment, and
- (b) The disabled.

Efforts are directed at alleviating the most miserable condition of the first group through the distribution of canned foods and used clothing. It is believed that many men and women in this group will eventually take their places in the productive economy.

The other group, estimated at 700,000 are largely untrained in crafts suitable to their present physical conditions. UNRRA is working with the Government in a rehabilitation programme to help bring this group back into productive

economic life. An artificial limb workshop, a number of consultants in the field of artificial limb manufacture and in the field of welfare services, training programmes and the like are being provided to assist the Government in their overall plan for the rehabilitation of the disabled.

UNRRA is also assisting in increasing the supply of skilled workers required in Poland for the huge task of industrial rehabilitation. Advice on plans for emergency training which proved successful in Britain and America during the war years has been afforded; at UNRRA's suggestion an inter-departmental committee on training which involves the Ministries of Education, Labour, Industry, the Central Planning Board and UNRRA has been established to carry such schemes forward.

The rapid resettlement of the large numbers of repatriates arriving from the East and the West has been assisted by UNRRA. Foodstuffs, donated clothing and large supplies of camp equipment for reception centres have contributed to smoothing the work of repatriation and the re-absorption of repatriates into the economic life. The selective repatriation from Germany of displaced persons in priority occupations has both stimulated the speedy repatriation of these groups and contributed to the solution of Poland's manpower problem.

Operational
Analysis Division
Polish Mission
31st July, 1946.