

F MATERIAL ON SESSIONS OF UNRRA COUNCIL -850



9203R Third Cut

5/18W
6 July 1945

To: Richard L. Funkhouser
From: Edward B. Williams
Subject: Revised "Program of Operations"

I am transmitting for your information in connection with the preparation of the Program of Operations, the attached copy of a memorandum on allocation of supplies prepared by Jozo Tomasevich of the Office of Country Mission Affairs.

The memorandum concerns itself rather more with questions of allocation policies than with the matter of presentation of the program. It points, however, to the necessity for a careful consideration of those parts of the "Program of Operations" dealing with the distribution of resources among receiving areas, referred to on page 3 of my memorandum of 5 July 1945 on the revised program.

Attachment

EBWilliams/vm

5 July 1946

TO: Richard L. Funkhouser
FROM: Edward Williams
SUBJECT: Revised "Program of Operations"

In the absence of Mr. Kanthaky, I am submitting the comments of the Office of Country Mission Affairs on the revised manuscript of the "Program of Operations".

We should like to suggest that the general terms in which parts of the report are cast may lead to misinterpretation of the facts. This is especially apparent in the chapter on services from which the impression may well be gained that the UNRRA function in these fields is an "operating" one. It is believed also that this chapter would be improved organizationally by taking from it and weaving into the chapter on supply the references to special equipment and supplies and to basic household equipment. Such materials are supplies, regardless of how the problem is administratively handled in UNRRA.

Chapter 5, headed "The Prospect for 1946", is weakened by a lengthy summary of operations through 1945, which precedes the forecasts for 1946. Perhaps this summary is misplaced.

This chapter does not reveal the basis for the figures on estimated needs for 1946. Presumably this matter will be considered in the appropriate committees at the Council meeting but its omission from the report stands out rather strongly.

Comments on specific pages

PI - 3 Some mention should be made of the operations in the Western European countries in view of the prominence in other sections of the report of countries in which large-scale UNRRA relief operations are carried on. The preliminary draft of 12 June included several paragraphs which, in part, at least, might be included in the final draft. I would suggest that the following be included in lieu of the 5th and 6th sentences of the last paragraph:

"UNRRA's operations in Western Europe fall into three main categories: (1) the maintenance of liaison missions with the member governments, primarily to assist in such relief services as the governments may specify, and (2) the provision of emergency supplies for particularly devastated areas, and (3) the handling of displaced persons in agreement with SHARP."

"Western European operations do not involve large scale shipments of supplies as do, for example, those in South-eastern Europe, since UNRRA has not been requested by any of the countries in Western Europe to assist in the financing of relief supplies. The supplies it has provided to meet emergency needs of member countries were authorized under the Central Committee Resolution of 26 February 1945."

"UNRRA has consulted with the Governments of France, Luxembourg, Belgium and the Netherlands, as well as with the Governments of Czechoslovakia, Poland and the Balkan group with respect to the care, repatriation and return of their own nationals displaced outside their homelands and of the displaced persons of other nations within their own borders. Negotiations have also been instituted with Sweden and Switzerland concerning the handling and evacuation of refugees therein."

In the last sentence it is suggested that the following be substituted for the clause "while discussions are now under way preparatory to a supply and service program for Ethiopia": "while a new mission to Ethiopia is now being formed to institute an UNRRA program designed to meet the unique needs of that country".

The scope of the new Ethiopian program has not yet been clearly defined. The directive to the Chief of Mission has not been prepared and a budget for the Mission has not been approved. At a conference in Commander Jackson's office on 21 June 1945, Commander Jackson stated, with respect to the Ethiopian project, that the aim would be the institution of a restricted educational program, principally in the welfare and medical-health field, with other phases added, such as agricultural rehabilitation, if opportunities appear and conditions permit. It would appear therefore that, at least initially, only limited amounts of welfare and essential medical supplies will be shipped to Ethiopia. The program contemplated is rather one of service in the fields mentioned by Commander Jackson. It is for these reasons that the above change is suggested.

- PIII - 3 The figures presented in the last sentence of the second paragraph do not add up to \$31,000,000. Either the total should be \$32,000,000 or the amount for the U.S.S.R. should be \$20,000,000.
- PIII-10 (b) Footnote A is an awkward statement since member "governments" are not invaded by the enemy.
- PIII-12 (b) The line for total value does not add up correctly across the page.
- PIII-13 The chart on monthly rate of procurement needs to have the months added to it in order to be readable.
- PIII-15 We think that before the document reaches its final form very careful attention should be given to the explanation offered here on the difficulties existing in the distribution of resources among receiving areas. The explanations given on this page are insufficient to dispel doubts which arise when comparing provisional import requirements as outlined in Table III and the program of shipments as outlined in Table VII. If possible, the inclusion of a detailed statement of relative port capacities of receiving countries might be appropriate.
- PIV - 1 The final paragraph contributes to the impression that UNRRA provides direct operational personnel. Perhaps one way to handle this would be to include a paragraph on UNRRA's function in relation to services.
- PIV - 2 The last sentence with its mention of the problems of providing food, clothing, shelter and the basic necessities of life, weakens the point that is intended, which apparently is the urgency of the requirements for services.
- With respect to the next paragraph we would suggest a further check on whether UNRRA has made available to governments personnel trained in the field in the development of employment programs. In the last sentence of the next to the last paragraph add Ethiopia to the list of countries named.
- PIV - 3 We suggest that the second sentence of the last paragraph read: "They assisted in preparing a plan for registration , and in setting up a program on training for child care".

PIV - 8 Item 6. The appropriateness of including basic household equipment under the discussion of welfare services seems questionable. It can scarcely be considered a welfare service in the same terms as items 1 through 5.

The next to the last sentence implies direct causation between 1000 villages and more than a million homeless persons, which was probably not intended.

PIV - 9 The first sentence should read as follows: "Four physicians are assigned as liaison health officers with the governments of Norway, Czechoslovakia, Holland and Poland" (this has been cleared with Dr. Sawyer).

The last item on this page dealing with displaced persons, does not distinguish between functions of the military and functions of UNRRA.

PIV - 10 From the first sentence it is not clear what displaced persons and what areas are meant. Does the sentence refer, for example, to Allied nationals displaced in Italy?

In the last sentence on this page we suggest the deletion of "and welfare" before personnel. It is our understanding that no welfare personnel is involved in the repatriation from the camps.

PIV - 11 We suggest deleting "are composed of an average of 13 persons there" from sentence 3 of paragraph 5.

PIV - 12 We suggest deleting the word "auxiliary" before economic services.

PV - 3 Items 1 and 6 suggest that the care of refugees in the UNRRA camps, assistance in the care of displaced persons in western European countries, are new problems which have arisen since the Atlantic City meeting.

PV - 4 (b) We suggest that columns 10 and 13 dealing with Ethiopia be eliminated from the table and that a footnote indicate that the financing of the Ethiopian program will come from the contingency reserve.

Table 11 shows for Ethiopia 3.1 million dollars of total supplies and shipping, of which 1.5 million is for industrial rehabilitation and none for agricultural rehabilitation. Column 10 shows a breakdown of supplies contemplated for Ethiopia for the first and second half years of 1946. It is noted also that the table shows a total of .2 million dollars for Ethiopia for services during that period.

The present status of the program for this country does not appear to justify the reporting of these figures to the Council. There has been no firm determination with respect to the institution of a program of industrial rehabilitation for that country. It would seem undesirable therefore to hold out the possibility of the expenditure of one and a half million dollars on industrial rehabilitation in Ethiopia. In view of the present concept of the program as a service program the item of .2 million dollars for services seems out of line.

PRELIMINARY DRAFT

Revised 28 June 1945

CONFIDENTIAL

FOR STAFF REVIEW ONLY

Copy No. 40

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

PROGRAM OF OPERATIONS

Presented by the

DIRECTOR GENERAL

to the

THIRD SESSION OF THE COUNCIL

London

August 1945

1044 - Washh Bldg
10 AM G-1000'

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draft)

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CHAPTER 1

UNRRA'S PART IN RELIEF AND REHABILITATION

A. UNRRA'S PURPOSE

The war that has ravaged Europe for nearly six years and parts of the Far East for nearly eight years has left the people and their economies exhausted. Millions have starved; millions more suffer from malnutrition. The people lack the clothing to keep them warm; they lack the change of clothing required to keep them clean. Millions have been forced to move far from their homes; millions more have no homes to go to. Under-fed and exposed to the cold, the people are falling victim to disease, some of epidemic proportions. Food production is far below pre-war levels. Factories and power plants are destroyed or lack essential raw materials. The inland transport systems, without which the economies of the areas are largely paralyzed, have been systematically and thoroughly wrecked.

Faced by these stark realities, the peoples of the areas liberated from the enemy are of course determined to undertake the major part of relief and rehabilitation from their own resources. But the United and Associated Nations recognized that modern war so devastated the areas it touched that assistance from outside the liberated nations would inevitably be necessary to provide essential supplementary supplies and services.

It was for this purpose that the United Nations Relief and Rehabilitation Administration was created.

Although the degree of distress varies from one liberated area to another, every area without exception requires the importation of relief and rehabilitation supplies on a large scale and quickly in order to raise itself to the basic minimum standards of nutrition, health and production. It is impossible to state with any exactness the aggregate amount of supplies that must be imported by the liberated nations to accomplish this objective. However, a conservative estimate placed the minimum relief and rehabilitation import needs of European liberated countries -- exclusive of the Soviet Union -- for the first year and a half following V-E Day at \$10,000,000,000.^{1/} A similar

5th?

^{1/} An estimate based upon the Report of the Inter-Allied Committee on Post-War Requirements. The Report related to import requirements of nine Allied countries in Europe for a six-month period following liberation.

estimate for an eighteen-month period for the liberated areas of the Far East amounted to \$5,000,000,000.^{1/}

In relation to a task of this magnitude, the size of UNRRA's resources makes it apparent that the Administration was not intended to be the sole source of relief and rehabilitation assistance to the areas freed from the Axis. UNRRA was assigned a segment of the total job. Through the UNRRA Agreement and through the resolutions of the Council and the Central Committee, the Nations that created UNRRA defined the scope of the operations which the Administration is to carry on.

SCOPE OF UNRRA'S AUTHORITY

The policies defining the scope of UNRRA's activities are familiar to the Council.^{2/} Some of those policies are directives to the Administration. For example, one of the first and most important tasks of the Director General is "to seek, through the appropriate national and intergovernmental agencies, to arrange for necessary allocations and procurement of supplies and their storage, shipping, and handling, so that there shall be created as promptly as possible balanced reserves which shall be available to the Director General whenever and wherever the need arises."^{3/} Other policies are in the nature of grants of authority to the Administration. The provisions of the resolutions relating to the care and repatriation of displaced persons furnish examples of these policies.^{4/} Still other policies laid down in the Agreement or in resolutions adopted by the Council place limitations upon the authority of the Administration. For example, "It shall be the policy of the Administration not to deplete its available resources for the relief and rehabilitation of any area whose government is in a position to pay with suitable means of foreign exchange."^{5/} In other ways too the scope of the Administration's

1/ Based upon requirements estimates presented in a report to the Committee of the Council for the Far East.

2/ A compilation of the Resolutions on Policy, First and Second Sessions of the UNRRA Council, Washington, D. C., 1944.

3/ Resolution No. 17, A-III-2.

4/ See Resolutions 10, 46, 47, 57, and 60.

5/ Resolution No. 14, Section 16.

operations is restricted. Note, for instance, the provision that "The exact geographical areas in which the Administration will operate and the kind of operations it will undertake must be determined by the Director General (in the light of policies laid down from time to time by the Council) only after consultation with, and with the consent of, the government or authority (military or civil) which exercises administrative authority in the area."^{1/}

These illustrations of the policies defining UNRRA's work are cited to emphasize that the Administration is not a super-state; that it can undertake only those activities which the member nations have authorized or themselves request that it undertake. Moreover, the Administration has available only those resources provided to it by the member nations in accordance with the Agreement and the resolutions.^{2/}

As a result of these policies and the actions thus far taken by the member nations and the Administration pursuant to them, the range of UNRRA's work varies widely in different parts of the world. The reports that the Director General has presented to the Council describe the activities in which the Administration has engaged up to the present time. In some areas liberated from enemy aggression -- notably those in Central, Eastern, and Southeastern Europe -- the range of UNRRA's work to date is extensive. In Italy, the Administration is carrying out a limited program pursuant to the authority granted by the Council.^{3/} In Western Europe, UNRRA's work is limited to giving assistance in the care of displaced persons, the maintenance of liaison missions to assist in such relief services as the governments may specify, and the provision of emergency supplies for particularly devastated areas.^{4/} In agreement with SHAEF, UNRRA is helping with the care and repatriation of displaced persons found in enemy areas. In Africa and the Middle East, the Administration has cared for and is now returning to their homes many war refugees, while discussions are now under way preparatory to a (supply and) service program

^{1/} Resolution No. 1.

^{2/} Article V of the Agreement, and Resolution No. 14.

^{3/} Resolution No. 58.

^{4/} Resolution of the Central Committee adopted 26 February 1945.

a new mission to Ethiopia is now being formed to institute a UNRRA program for Ethiopia designed to meet the unique needs of the country

for Ethiopia. In the case of China, the fortunes of war have thus far prevented UNRRA from making more than limited emergency shipments of supplies. Plans are going forward, however, for the procurement of goods to be shipped as soon as conditions permit. Meanwhile, training and other service programs are being carried out in cooperation with the Chinese Government. Emergency supplies for particularly devastated areas in the Philippines are being arranged. So far as can be determined at this time, UNRRA's work in other parts of the Far East will relate primarily to displaced persons operations and medical assistance.

C. PROGRAM OF OPERATIONS

These brief references to the scope of UNRRA's authority and of its activities to date are for the purpose of indicating the relationship of the Administration's work to the larger task of relief and rehabilitation. But the major objective in presenting this Program of Operations is to look at the work that lies ahead. In the chapters that follow, the Administration's plans for relief and rehabilitation operations during the remainder of the current year are described in the light of the best information now available. The Council will realize that these plans will change as conditions change; they will alter as the needs of different areas become more clearly defined.

Thus far, the difficulties which the Administration has encountered in meeting the relief and rehabilitation needs of the countries requesting its assistance have arisen primarily from the physical problem of securing adequate supplies and shipping. While these difficulties will continue, a new problem will soon confront the Administration, namely the limitation of its present financial resources in relation even to the minimum needs of those areas requiring its assistance. The following statement of the Administration's Program of Operations makes it clear that UNRRA's ability to continue toward the completion of the relief and rehabilitation task will depend upon the availability of additional financial resources.

Chapter 2

RESOURCES

A. CONTRIBUTIONS BY MEMBER GOVERNMENTS

As of 31 May 1945 the total contributions to the Administration made or promised by member governments amounted to the equivalent of \$1,862,687,598. (See Table 1.) If from this total are deducted contributions for administrative purposes for 1944-45 inclusive amounting to \$17,125,000 (including \$4,044,681 unpaid as of 31 May, 1945) the remainder constitutes the total resources pledged for the Administration's operations under Resolution 14, Section 4, namely, \$1,845,562,598.

Not all of the \$1,845,562,598 is currently available to finance the Administration's operations, however. Contributions in the amount of \$929,930,065 were not available to the Administration on 31 May, 1945 for several reasons. The largest portion of this amount consists of \$550,000,000, of the total contribution of \$1,350,000,000 authorized by the United States, which requires appropriation by the United States Congress before it becomes available to the Administration. The second portion of the United States contribution amounting to \$350,000,000 already has been appropriated but will not become available for actual expenditure until certification by the United States Joint Chiefs of Staff that the state of the war permits the transfer of Lend-Lease supplies, services, or funds to the account of the Administration and until the appropriate determination has been made by the Administrator of the United States Foreign Economic Administration. A request for such certification and determination has been made by the Administration and a reply is expected shortly (position as of 31 May). In addition, several governments have appropriated contributions which do not become available for expenditure until 1946 and 1947. The availability of contributions amounting to \$23,013,050 has thus been deferred to 1946-47. Finally, in several countries, contributions for operations amounting to \$6,917,015 have received preliminary approval by the executive branch of the government only. Of this latter amount, about half would, if finally authorized, be available for expenditure in 1945.

Under Resolution No. 53 the Administration is authorized to let contracts

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TABLE 1.

CONTRIBUTIONS BY MEMBER GOVERNMENTS
(in U.S. Dollar Equivalents)

A. AS OF 31 MAY, 1945

| | |
|--|----------------------|
| 1. Total contributions made available or promised | \$1,862,687,598 |
| 2. Deduct: | |
| Administrative Contributions | |
| (a) Paid | \$13,080,319 |
| (b) Unpaid | <u>4,044,681</u> |
| | <u>17,125,000</u> |
| 3. Contributions for operations..... | 1,845,562,598 |
| 4. Deduct: | |
| Contributions for operations not made available by 31 May 1945 | |
| (a) United States contribution authorized but not appropriated | \$550,000,000 |
| (b) United States contribution appropriated but not made available | 350,000,000 |
| (c) Contributions appropriated but not expendable in 1945 | |
| 1. Expendable 1946 ... | 11,619,969 |
| 2. Expendable 1947 ... | <u>11,393,081</u> |
| | 23,013,050 |
| (d) Contributions having preliminary executive approval only. | |
| 1. Expendable 1945 | 3,474,282 |
| 2. Expendable 1946 | 2,921,066 |
| 3. Expendable 1947 | <u>521,667</u> |
| | <u>6,917,015</u> |
| | <u>929,930,065</u> |
| 5. Contributions made available for expenditure by 31 May 1945 | <u>\$915,632,533</u> |

B. EXPECTED BY 31 DECEMBER, 1945

| | |
|---|------------------------|
| 1. Contributions made available for expenditure by 31 May, 1945 | \$915,632,533 |
| 2. United States contribution authorized but not appropriated by 31 May, 1945 | 550,000,000 |
| 3. United States Contribution appropriated but not made available by 31 May, 1945..... | 350,000,000 |
| 4. Contributions having preliminary executive approval only as of 31 May, 1945 and expendable in 1945 | <u>3,474,282</u> |
| 5. TOTAL | <u>\$1,819,106,815</u> |

and incur obligations only to the extent of appropriations made and of resources actually received from other sources. Accordingly, deducting the sums listed in the previous paragraph as not currently available for various reasons, the resources against which the Administration was authorized to let contracts and to incur obligations for its operations as of 31 May 1945, totaled \$915,632,533 (Table 1, Item A-5). Assuming that action is taken by the United States Government to make available the \$350,000,000 appropriation referred to above, the total resources currently available for operations would be \$1,265,632,533. If to this amount is added all contributions authorized but not appropriated and contributions having preliminary executive approval for expenditure in 1945, the Administration should have at its disposal for operations by the end of 1945 resources totaling \$1,819,106,815 (Table 1, Item B-5). The program of operations for supplies and services through 31 December, 1945, which is set forth in Chapters 3 and 4, is based on the assumption that approximately this amount will actually become available before the end of the current year.

If the recommendation of Resolution 14, Section 5 is followed, according to which member governments are to make available not less than ten percent of their general contribution to the Administration's operations in a form which can be expended outside the contributing country, the Administration would command by the end of 1945 a minimum "free fund" of foreign exchange amounting to approximately \$180,000,000, on the assumption that contributions reach \$1,819,106,815.

B. CONTRIBUTIONS FROM NON-MEMBER GOVERNMENTS AND NON-GOVERNMENTAL SOURCES

Section 9 of Resolution 14 envisages that the Administration will receive contributions both from non-member governments and non-governmental sources, and authorized the Administration to accept such contributions in accordance with rules and regulations established by the Director General in conformity with general policies of the Administration.

The most important form of non-governmental contributions to date has been contributed clothing, particularly from the United States. The total

yield of contributed clothing from all sources by the end of 1945 may be approximately 180,000,000 pounds. In addition to contributed clothing, the Administration has received modest amounts of cash and supplies from private individuals and organizations.

Under the International Wheat Agreement provision has been made for a relief pool of wheat to be contributed by the several signatories of the Agreement. The International Wheat Council has designated UNRRA as the agency for the distribution of contributions to this relief pool. Under this arrangement the Administration has received 150,000 tons of wheat contributed to the relief pool by the government of Argentina.

C. ADMINISTRATIVE EXPENDITURES

Although administrative expenditures are not part of the operation program, it is believed advisable to present a brief statement of such expenditures so that the entire fiscal program of the Administration may be seen. Table 2/^(Page 4) shows the administrative expenditures for 1944-45 inclusive.

Administrative expenses are financed from allocations made by the Council against the member governments. ^{1/} In the case of the governments whose home territories were occupied by the enemy these allocations/^{are}generally the only contributions which they make to the Administration. Governments making general contributions under Section 4 of Resolution 14 may treat their share of the allocated administrative expenses as included in the general contribution, and most of those governments which have made general contributions have elected to do so.

In accordance with the report of the Committee on Financial Control approved by the Second Session of the Council, "administrative expenses" include only the cost of personal services and related items of UNRRA headquarters, the regional and sub-regional offices, and other groups concerned with general administrative and policy making functions. All costs incurred for personal services and related facilities and services, as well

^{1/} See Resolution 38 for the administrative budget and allocations for 1944 and Resolution 43 for the administrative budget and allocations for 1945.

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as the cost of supplies provided to the countries served by the Administration are classified as "operating expenses." Accordingly, all expenditures for field missions serving in liberated areas are stated as "operating" and not "administrative" expenses. ^{2/}

TABLE 2

ADMINISTRATIVE EXPENDITURES, 1944-45 INCLUSIVE

| | |
|---|------------------|
| Expenditures 1944, subject to audit | \$ 4,741,700 |
| Reserve for 1944 allocations not received | 924,000 |
| Allocation to be canceled, subject to Council ratification | 500,000 |
| Expenditures already planned for 1945 | 8,704,400 |
| Reserve for allocations not received, and for additional administrative expenditures 1945 | <u>2,254,900</u> |
| TOTAL | \$17,125,000 |

^{2/} Journal No. 10 of the Second Session of the Council, page 77. The expenditure program for field missions is described in Chapter 4, along with the provisional expenditures for other services.

Chapter 3

PROGRAM OF SUPPLIES, 1945

A. ESTABLISHMENT OF REQUIREMENTS

In July, 1944, the Director General invited the member nations of Europe to state their import needs for essential relief and rehabilitation goods for a period of six months following the interval of military responsibility for relief and rehabilitation. At the same time, the Director General asked the governments to indicate the extent to which they would require UNRRA's financial help in the procurement and shipment of these essential supplies.

This invitation was addressed to the following European countries: Belgium, Czechoslovakia, France, Greece, Yugoslavia, the Netherlands, Norway, Poland, and the Soviet Union. In reply, four governments - Czechoslovakia, Greece, Yugoslavia and Poland - stated that they would require UNRRA's financial assistance. Expressed in terms of their landed cost, the import requirements of essential relief and rehabilitation supplies for a period of six months for these four countries alone were estimated to be about \$2,800,000,000.

At the Second Session of the Council which met in Montreal in September, 1944, bases and policies for the calculation of import requirements were adopted by the Council upon recommendation of the Committee of the Council for Europe. These bases and policies served as a useful guide to the Administration in the assessment of the requirements submitted by the governments. The application of the bases and policies was in general dependent upon the use of the best available estimates of indigenous supplies and production. Upon the completion of the review of the requirements submitted, the Administration estimated that the volume of imports required by Czechoslovakia, Greece, Yugoslavia, and Poland to fulfil the bases adopted by the Council for the six-months' period would approximate \$1,600,000,000 (landed cost). Table 3 summarizes the estimates by countries and by principal types of commodities.

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Table 3

PROVISIONAL IMPORT REQUIREMENTS FOR SIX MONTHS ACCORDING TO
THE BASES ADOPTED BY THE COUNCIL a/

(Dollar Figures in Millions)

| Requirements from Outside Continental Europe | Czecho- Slo- vakia | Greece | Jugo- Slavia | Poland <u>b/</u> | TOTAL | TOTAL TON- NAGE (MET- RIC TONS) (thousands) |
|---|--------------------------|--------|-----------------|---------------------|--------|--|
| Food <u>c/</u> | \$ 119 | \$ 160 | \$ 100 | \$ 133 | \$ 512 | 2,460 |
| Clothing, Textiles, and Footwear <u>d/</u> | 109 | 85 | 204 | 186 | 584 | 342 |
| Medical and Sanitation <u>e/</u> | 10 | 5 | 13 | 11 | 39 | 23 |
| Agricultural Rehabilitation | 14 | 24 | 25 | 40 | 103 | 929 |
| Industrial Rehabilitation | 68 | 44 | 76 | 132 | 320 | 1,725 |
| TOTAL VALUE | \$ 320 | \$ 318 | \$ 418 | \$ 502 | \$1558 | |
| TOTAL TONNAGE (METRIC TONS) (thousands) | 1,271 | 1,491 | 1,104 | 1,613 | | 5,479 |

/ Requirements for six months following period of military responsibility,
stated in terms of landed cost in liberated areas.

/ Based on data submitted by the Polish government in London.

/ Includes feeds, soap, and soap making materials.

/ Includes fibres, leather, hides and skins, and findings.

/ Includes chemicals for pharmaceutical industry.

June 1945

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The Administration recognized that requirements prepared in advance of liberation were necessarily provisional. All estimates have been constantly revised as more reliable and more current information becomes available through the UNRRA Missions based upon first-hand knowledge of conditions. There is every indication that the actual requirements will be larger than the \$1,600,000,000 estimated nearly a year ago.

The above estimate of essential relief and rehabilitation requirements totalling \$1,600,000,000 is confined to those European member governments that have thus far stated their need for UNRRA's financial assistance, and does not allow for the contingency that other governments may request substantial assistance at some future date. Moreover, it includes the needs of the areas concerned for only the initial six-months' period of UNRRA responsibility. It does not allow for the responsibilities of the Administration in Italy (\$50,000,000), the assistance to Albania authorized by the Central Committee, or a program for Ethiopia for which preparations are being made. Also excluded are the emergency programs for special and supplementary relief in certain particularly devastated districts of liberated areas for which \$31,000,000 has thus far been set aside, including \$21,000,000 for the U.S.S.R., \$10,000,000 for Western Europe, and \$1,000,000 for the Philippine Islands.

Furthermore, no allowance is made in the above total for the Administration's financial obligations with respect to operations in the Far East. In the autumn of 1944, at the request of the Committee of the Council for the Far East, requirements were submitted to the Administration covering the following areas: Australian New Guinea and Papua, British Borneo, British Malaya, Burma, China, French Indo-China, Hong Kong, Netherlands East Indies, and the Philippine Islands. Thus far in this area the Administration has been requested to extend assistance for a part of the relief and rehabilitation import program submitted by the Chinese government in the amount of \$1,275,000,000 (estimated landed cost), of which \$480,000,000 is stated to be required for an initial six-months' period. While the Committee of the Council for the

Far East has recommended to the Council that no common bases of requirements be established for the Far East, this request is being reviewed in relation to the policies of the Council and the Administration's financial resources.^{1/}

B. PROCUREMENT OF SUPPLIES

To meet its supply obligations the Administration has planned procurement amounting to \$1,600,000,000 for operations in the light of its available and prospective resources/amounting to \$1,846,000,000.

Mindful of the urgency of creating reserves of supplies required to meet the needs of areas requesting UNRRA's financial help, the Administration undertook a program of procurement in advance of liberation in order to create reserves of essential supplies to meet the needs whenever and wherever they arose. The size and composition of such procurement completed through 31 May are summarized in Column 1 of Table 4. The total procurement initiated at that date, calculated on landed cost at destination, was equivalent to about \$ 660,700,000 (landed cost)

While the types and amounts of various goods needed by the respective areas to be liberated were important factors in determining the composition of the program, the scarcity of many of the commodities requested compelled the adoption of revisions and acceptance of substitutions. The Administration also took account of other considerations, among the most important of which were the following:

^{1/} The Committee of the Council for the Far East recommended at its seventh meeting, 15-20 February, 1945: "1. That no common bases of requirements be established for the Far East.

2. That the Administration, in discharging its responsibility for securing a fair distribution of relief and rehabilitation supplies to and among the various areas liberated or to be liberated, as provided in Article II, Section 2 of Resolution 17, should be guided by relief and rehabilitation standards for each country which are reasonable in terms of the basic needs and levels of consumption in the particular area, and in the light of guiding principles adopted, or to be adopted, by this Committee, and that the speed of restoration to such standards during the relief period should have regard to the urgency of need in all the areas.

3. That, if necessary to secure a fair distribution of relief and rehabilitation supplies, agreement should be sought as the occasion arises on standards for particular commodities which standards need not be uniform throughout the several areas."

Table 4
CUMULATIVE PROGRAM OF PROCUREMENT BY MONTHS THROUGH 31 DECEMBER 1945 a/
(Millions of Dollars)

| Commodity Group | Procurement Through 31 May 1945 | Procurement Through: | | | | | | |
|---|------------------------------------|----------------------|--------------|--------------|---------------|--------------|--------------|-------------------|
| | | June 1945 | July 1945 | Aug. 1945 | Sept. 1945 | Oct. 1945 | Nov. 1945 | Dec. 1945 |
| | (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) |
| Food <u>b/</u> | \$ 166.0 | \$ 231.0 | \$ 286.0 | \$ 336.0 | \$ 386.0 | \$ 416.0 | \$ 436.0 | \$ 450.0 |
| Clothing, Textiles, and Footwear <u>c/</u> | 174.9 | 227.7 | 242.3 | 274.3 | 318.0 | 353.0 | 383.0 | 400.0 |
| Medical and Sanitation <u>d/</u> | 43.8 | 46.0 | 48.1 | 50.1 | 52.1 | 54.1 | 55.0 | 55.0 |
| Agricultural Rehabilitation | 49.5 | 64.0 | 77.0 | 82.0 | 87.0 | 92.0 | 102.0 | 110.0 |
| Industrial Rehabilitation | 109.8 | 156.6 | 188.2 | 219.3 | 250.3 | 260.8 | 269.0 | 273.0 |
| Other <u>e/</u> | 6.6 | 10.5 | 22.2 | 37.9 | 45.0 | 45.0 | 45.0 | 45.0 |
| Sub-total, Supplies | 550.6 | 735.8 | 863.8 | 999.6 | 1,138.4 | 1,220.9 | 1,290.0 | 1,333.0 <u>f/</u> |
| Shipping and Related Obligations | 110.1 | 147.2 | 172.7 | 199.9 | 227.7 | 244.2 | 258.0 | 267.0 |
| GRAND TOTAL | \$ 660.7 | \$ 883.0 | \$1,036.5 | \$1,199.5 | \$1,366.1 | \$1,465.1 | \$1,548.0 | \$1,600.0 |
| MONTHLY RATE OF PROCUREMENT | | 222.3 | 153.45 | 163.0 | 166.6 | 99.0 | 82.9 | 52.0 |

a/ Figures represent obligations of resources through supplies ordered from contributing countries and purchases from the military authorities and other sources. Values of supplies shown at shipside in country of origin.

b/ Includes feeds, soap, and soap making materials.

c/ Includes fibres, hides and skins, leather and findings.

d/ Includes chemicals for pharmaceutical industry.

e/ Includes supplies for camps, displaced persons, and welfare operations not incorporated in specific supply programs.

f/ Of this amount, \$333,000,000 is only tentatively distributed among the six commodity groups. Final purchases against this sum will be made after receipt of requests through UNRRA missions in the liberated areas.

(1) Some goods are of greater urgency than others in the relief and rehabilitation program. Medical supplies, for example, especially those for the prevention of epidemics, were given a very high priority.

(2) The procurement of commodities requiring a long time for their production should be initiated well in advance of their anticipated need. This consideration applied, for example, to industrial and transport equipment. In many cases, however, the procurement of such goods could not be undertaken to the extent desired because their production competed directly for the materials and facilities allocated to the output of articles of high military necessity.

(3) The Administration sought to avoid obligating funds in advance of actual need for goods of which there were adequate world reserves. Because the contributing governments held and continue to hold very large reserves of such commodities as wheat, raw cotton, and raw wool, the Administration has not placed advance orders for such items except for the necessity of having adequate working stocks in forward positions to meet current shipping programs.

(4) The procurement program undertaken in advance of the actual liberation of the areas concerned was necessarily confined to those goods that would meet the most basic needs wherever they arose. Therefore, the commodities placed under procurement were those that would prove useful in whatever areas were liberated first or where the needs proved to be most urgent.

Aside from the supply programs for areas to which UNRRA was itself actually shipping goods during 1944 and early 1945 -- that is, the UNRRA camps in North Africa and the Middle East, and the limited UNRRA operation in Italy -- the program of advance procurement to the end of May was directed with the above considerations in view.

Meanwhile, the countries which had not asked for the Administration's financial assistance filed their respective requests for allocations and initiated procurement action to meet their own import needs. The Administration, however, has assisted the procurement of relief supplies by such countries in a number of important respects. During the period prior to the submission by such countries of requests for allocations to the inter-governmental

allocating agencies, the Administration undertook to file over-all statements of requirements for European areas to be liberated. As a result, countries financing their own programs were able to take advantage of allocations which might otherwise have been unavailable. The Administration also assumed the initiative in the procurement of commodities that were later shared with those countries on a reimbursement basis.

The composition of the program for the rest of 1945 will differ substantially from the procurement initiated through the end of May, 1945, since the program is designed to bring the goods under procurement as nearly as possible into conformity with the requests of the governments of the receiving areas. Where most of the requested supplies were already under procurement by 31 May -- as in the case of medical supplies -- a relatively small amount remains to be added during the rest of the year. On the other hand, where most of the procurement was deferred until shortly before shipment -- as in the case of wheat and other goods in adequate world supply -- the program of purchases during the remainder of 1945 is correspondingly much larger.

It would have been impracticable in advance of actual liberation for the Administration to procure goods needed to meet specialized requirements. Such procurement is dependent upon a knowledge of exact specifications needed and this knowledge could be obtained only after the governments, with the assistance of UNRRA missions, could conduct first-hand surveys of actual needs.

On or about 1 July the Administration expects to receive from the governments concerned their requests for supplies to be shipped during the final quarter of 1945 and the provisional estimates of their requests for supplies to be shipped during the first half of 1946. These statements will incorporate requirements for specialized equipment, as well as their needs for essential staple commodities already under procurement. The Administration will initiate procurement on the basis of these firm requests.

In addition, other goods will, from time to time, be procured during the second half of 1945 to meet emergency needs. These contingent requirements may arise from a variety of sources, including unforeseen needs in connection with

the Administration's work on the care and repatriation of displaced persons and the possible opening up of the China coast. The latter development would make it possible for UNRRA to move supplies in bulk to meet the urgent requirements of liberated China.

The types and amounts of goods composing the procurement program for the rest of 1945 cannot be stated with finality at this time. Since a large part of the goods obtained through these purchases will be shipped to liberated areas during the early months of 1946, when the food import needs will be extremely critical, it is estimated that food purchases will represent a large proportion -- perhaps as much as a half -- of the total. Most of the remainder will probably consist of equipment and supplies for food production in liberated areas and for the repair of essential inland transportation and other related services required to carry on relief and rehabilitation operations. The composition of the program as planned is shown in detail in Annex A to Table 4 on page .

To fulfil the program of procurement for the period May 31 - December 31, 1945, the Administration will commit funds amounting to \$772,400,000 as indicated in Table 4, Columns (2) - (7). These purchases added to the \$550,600,000 expended up to 31 May 1945 will bring the funds committed for procurement to a total of \$1,333,000,000, which represents the cost of the goods at shipside in the supplying areas. The estimated cost of moving these goods to their destination is \$267,000,000, so that in terms of landed cost the program of procurement to be completed by 31 December 1945 involves a total expenditure of \$1,600,000,000.

C. SOURCES OF SUPPLIES

The extent to which UNRRA will be able to carry out this plan of supplies is dependent upon the fulfilment of the responsibility resting on contributing member nations, which have it within their control to make available the necessary amount of supplies and shipping. It is dependent, also, upon the appropriation of the funds authorized but not yet made available by the contributing governments for participation in UNRRA's work. However, while financial appropriations set the ultimate limit to UNRRA's operations, it is of no

avail to the Administration to have credits on its books which cannot be converted into supplies and shipping when the urgent need exists.

The sources from which the Administration has obtained and expects to obtain supplies for the \$1,600,000,000 program described above are indicated in Table 5. A comparison of the planned procurement with contributions authorized or given preliminary executive approval reveals that in several countries not only will the full contribution be expended for supplies by the end of the year but also additional purchases will have been made from the funds provided for expenditure outside the contributing country in accordance with the recommendation of Resolution 14, Section 5. It is also evident that most of the purchases during the period 31 May ³¹ -/December, 1945 to meet specific requests received from member governments and various contingencies will have to be made in the United States.

A comparison of procurement expenditures to 31 May with contributions (Table 5, Column (2)) by member governments indicates that the rate at which member governments' contributions have been converted into supplies has varied considerably among the contributing governments. In this connection it may be noted that Resolution 14, Section 13 recommends that "so far as is consistent with efficient operations, contributions of all member governments shall be called upon at an approximately equal rate". If this recommendation is to be carried out it is evident that both the inter-governmental and national allocating agencies must take appropriate action before the end of 1945. As a result of negotiations now pending it is expected that the rate of contributions in supplies will become more equal among contributing countries. In particular, the distribution of the financing of contributions of raw wool among the British Dominions is expected to assist significantly in equalizing the rate of contributions from these countries.

(Paragraph to be added on use and resources of "free funds")

D. RECEIPT AND DISTRIBUTION OF NON-GOVERNMENTAL CONTRIBUTIONS

Contributions to the Administration by private individuals and organizations, particularly in the form of used clothing and footwear, have proved to be an important adjunct to the supplies made available by contributing member

Table 5

SOURCES OF SUPPLIES AND SHIPPING COMPARED WITH CONTRIBUTIONS, 1945 a/

(Thousands of Dollars)

| (1) Country | (2) Procurement to 31 May 1945 | (3) Procurement Planned 1 June - 31 Dec., 1945 | (4) Ocean Shipping | (5) Total Obligations Through 31 Dec., 1945 (2 + 3 + 4) | (6) Contributions for Operations Authorized or Having Preliminary Executive Approval as of 31 May 45 <u>b/</u> |
|--|---|--|--------------------------|--|--|
| Australia | \$ 1,286 | \$ * | \$ - | \$ 1,286* | \$ 38,138 |
| Bolivia | 0 | 350 | - | 350 | 78 |
| Brazil | 11,600 | 8,583 | - | 20,183 | 29,738 |
| Canada | 67,100 | 44,265 | 36,000 | 147,365 | 68,844 |
| Chile | 0 | 3,742 | - | 3,742 | 2,118 |
| Colombia | 0 | 2,000 | - | 2,000 | 2,304 |
| Costa Rica | 0 | * | - | * | 391 |
| Cuba | 0 | 2,200 | - | 2,200 | 0 |
| Dominican Republic | 0 | 500 | - | 500 | 341 |
| Ecuador | 0 | * | - | * | 141 |
| Haiti | 0 | * | - | * | 40 |
| Iceland | 1,600 | 900 | - | 2,500 | 588 |
| India | 0 | 21,663 | - | 21,663 | 23,342 |
| Liberia | 0 | * | - | * | 11 |
| Mexico | 0 | 1,700 | - | 1,700 | 3,479 |
| New Zealand | 392 | * | - | 392* | 8,424 |
| Panama | 0 | * | - | * | 400 |
| Paraguay | 0 | * | - | * | 30 |
| Peru | 900 | 2,921 | - | 3,821 | 956 |
| Union of South Africa | 0 | 540* | - | 540* | 1,940 |
| United Kingdom and Colonies <u>c/</u> | 119,400 | 61,569 | 107,000 | 287,969 | 319,775 |
| United States | 345,500 | 613,267 | 134,000 | 1,082,767 | 1,343,000 |
| Uruguay | 500 | 922 | - | 1,422 | 485 |
| Venezuela | 0 | 900 | - | 900 | 1,000 |
| Other <u>d/</u> | 2,400 | 16,300 | - | 18,700 | |
| TOTAL | \$ 550,678 | \$ 782,322 | \$ 267,000 | \$ 1,600,000 | \$ 1,845,563 |

* Amount undetermined but subject to negotiations in progress.

XII-10 (a)

- a/ In addition to the countries listed, the following member governments have not been invaded by the enemy: Cuba, Egypt, El Salvador, Guatemala, Honduras, Iran, Iraq, and Nicaragua.
- b/ Allocations for administrative expenses for 1944-45 inclusive have been deducted from total contributions to obtain net contributions for operations.
- c/ Including Palestine.
- d/ Includes purchases programmed from French North Africa, Newfoundland, Norway, USSR, and elsewhere, including 150,000 tons of wheat to be received through International Wheat Council from Argentina tentatively valued at \$51.50 per ton.

governments. As a result of the two successful used clothing drives initiated by UNRRA in the United States during September 1944 and the Spring of 1945, the Administration will be able to augment substantially the shipments of clothing to liberated areas. The great unsatisfied need for clothing and the success of the United National Clothing Collection in the United States during the past Spring has stimulated the organization of similar campaigns in Australia, Canada, New Zealand, and drives in other countries are in prospect. The organization of such drives involves modest expenditures of the Administration's operating funds to cover the cost of sorting, baling, transport, warehousing, and limited administrative expenditures and has been well justified in terms of the yields thus far received.

The benefit of these clothing collections will accrue to countries which have not, as well as those which have, requested UNRRA's financial assistance. This is indicated in Table 6 which shows the allocation of the first 50,000,000 pounds collected in the recent United States drive.

Table 6

DISTRIBUTION OF FIRST FIFTY MILLION POUNDS OF CLOTHING COLLECTED IN
THE UNITED NATIONAL CLOTHING COLLECTION (U.S.) 1945

| | (Pounds) |
|---|-------------------|
| Albania | 300,000 |
| Czechoslovakia | 2,000,000 |
| Greece | 3,000,000 |
| Jugoslavia | 5,000,000 |
| Poland | 5,500,000 |
| Belgium-Luxembourg | 1,500,000 |
| France | 3,200,000 |
| Netherlands | 2,000,000 |
| Norway | 500,000 |
| Philippines | 2,000,000 |
| U.S.S.R. | 12,000,000 |
| Italy | 2,500,000 |
| UNRRA Program in Italy | 500,000 |
| Reserved for UNRRA to meet emergency needs including those in the Far East | 10,000,000 |
| TOTAL | 50,000,000 |

UNRRA is making the necessary arrangements for the shipment of contributed supplies to all countries requiring its financial assistance and has offered to the countries not requiring its financial assistance the delivery, free of charge, of used clothing to designated shipping points in the contributing

countries. By the end of 1945, the Administration expects to ship at least 75,000,000 pounds of contributed clothing resulting from the several drives to Albania, Czechoslovakia, Greece, Italy, Yugoslavia, and Poland, and additional proportionate amounts to other countries accepting allocations.

E. SHIPMENTS

As a result of the program of advance procurement undertaken by the Administration during the past year, it has been possible within recent months to commence shipments of supplies as areas were liberated. The value of UNRRA's shipments of goods procured for it by the contributing countries amounted to approximately \$157.1/ ^{million} (landed cost) through the end of May 1945 (Table 7). ^{✓1,022.9 million} An additional \$926.4/ of supplies is proposed for shipment during the months July through December (Table 7). If the supplies are available to fulfil these schedules, therefore, UNRRA will have shipped to the areas needing financial assistance a total equivalent to ^{1,179,000,000} \$1,083,500,000 by the end of December of this year. This figure includes a preliminary estimate of the cost of the supplies acquired by UNRRA in Greece and Yugoslavia from the combined United States-United Kingdom ^{military} authorities after the Administration assumed financial responsibility for supplies in those areas in April 1945.

The rate at which UNRRA expects to ship supplies during 1945 is illustrated in Chart 1. Actual shipments of supplies will of course follow by several months the obligations incurred by the Administration for their procurement. Some ^{421,000,000} \$395,934,000 worth of supplies (landed cost) will have been placed in procurement during 1945 which will be ready for delivery to meet requirements during the early months of 1946. The horizontal distance between the two curves on Chart 1 indicate the length of time, averaging between five and six months, by which shipments follow commitment of funds for procurement. ^{421,000,000} The shipment of this \$395,934,000 worth of supplies early in 1946 will come close to completing the operations possible within the limits of the Administration's present resources.

The distribution of the 1945 program of shipments among commodity groups, shown in Table 7, Column (11), demonstrates the importance of items other than food and clothing in the Administration's program of helping people to help themselves. The percentage which each major commodity group forms of the

Table 7

PROGRAM OF SHIPMENTS, THROUGH 31 DECEMBER 1945 a/
(dollar figures in millions)

| COMMODITY GROUP | (1) CZECHOSLOVAKIA | | (2) GREECE | | (3) JUGOSLAVIA | | (4) POLAND | | (5) CHINA | | (6) ALBANIA | |
|--|------------------------------|---------------|------------------------------|---------------|------------------------------|---------------|------------------------------|---------------|------------------------------|---------------|------------------------------|---------------|
| | (A) | (B) | (A) | (B) | (A) | (B) | (A) | (B) | (A) | (B) | (A) | (B) |
| | Shipped Through 31 May | Total 1945 | Shipped Through 31 May | Total 1945 | Shipped Through 31 May | Total 1945 | Shipped Through 31 May | Total 1945 | Shipped Through 31 May | Total 1945 | Shipped Through 31 May | Total 1945 |
| Food <u>b/</u> | \$ 6.1 | \$ 51.0 | \$ 41.5 | \$ 128.7 | \$ 9.1 | \$ 73.2 | \$ 9.8 | \$ 54.3 | \$ 0 | \$ 0.3 | \$ 0 | \$ 4.8 |
| Clothing, Textiles and Footwear <u>c/</u> | 4.4 | 49.3 | 7.4 | 34.3 | 6.7 | 63.7 | 4.5 | 70.7 | 0 | 1.2 | 0 | 4.3 |
| (a) Medical and Sanitation <u>d/</u> | 1.7 | 9.9 | 1.8 | 5.1 | 1.4 | 12.8 | 2.1 | 14.6 | 0 | 2.0 | 0 | 0.8 |
| III-12 Agricultural Rehabilitation | 1.8 | 11.2 | 2.5 | 19.6 | 2.2 | 16.8 | 2.0 | 11.9 | 0 | 12.0 | 0 | 0.6 |
| Industrial Rehabilita- tion <u>e/</u> | 0.3 | 40.2 | 1.0 | 34.6 | 0.5 | 48.4 | 1.0 | 65.6 | 0 | 1.0 | 0 | 4.1 |
| Ocean Shipping Expenses | 2.9 | 32.3 | 12.5 | 47.0 | 4.6 | 43.8 | 3.9 | 43.4 | 0 | 5.0 | 0 | 2.9 |
| TOTAL VALUE (Landed Cost) | \$17.2 | \$193.9 | \$ 66.7 | \$ 269.3 | \$24.5 | \$258.7 | \$23.3 | \$260.5 | 0 | \$21.5 | 0 | \$17.5 |
| TOTAL TONNAGE (Thousand Metric Tons) | | | | | | | | | | | | |

a/ Figures represent loadings with values of supplies stated at shipside in country of origin. Figures for Greece and Yugoslavia through 31 June include preliminary estimates of the value and tonnage of goods acquired from the US-UK Military Authorities for which final settlement remains to be determined.

b/ Includes feeds, soap, and soap making materials.

c/ Includes fibres, hides and skins, leather and findings.

d/ Includes chemicals for pharmaceutical industry.

e/ Includes miscellaneous supplies for camps, displaced persons, and other welfare operations not incorporated in the foregoing supply programs.

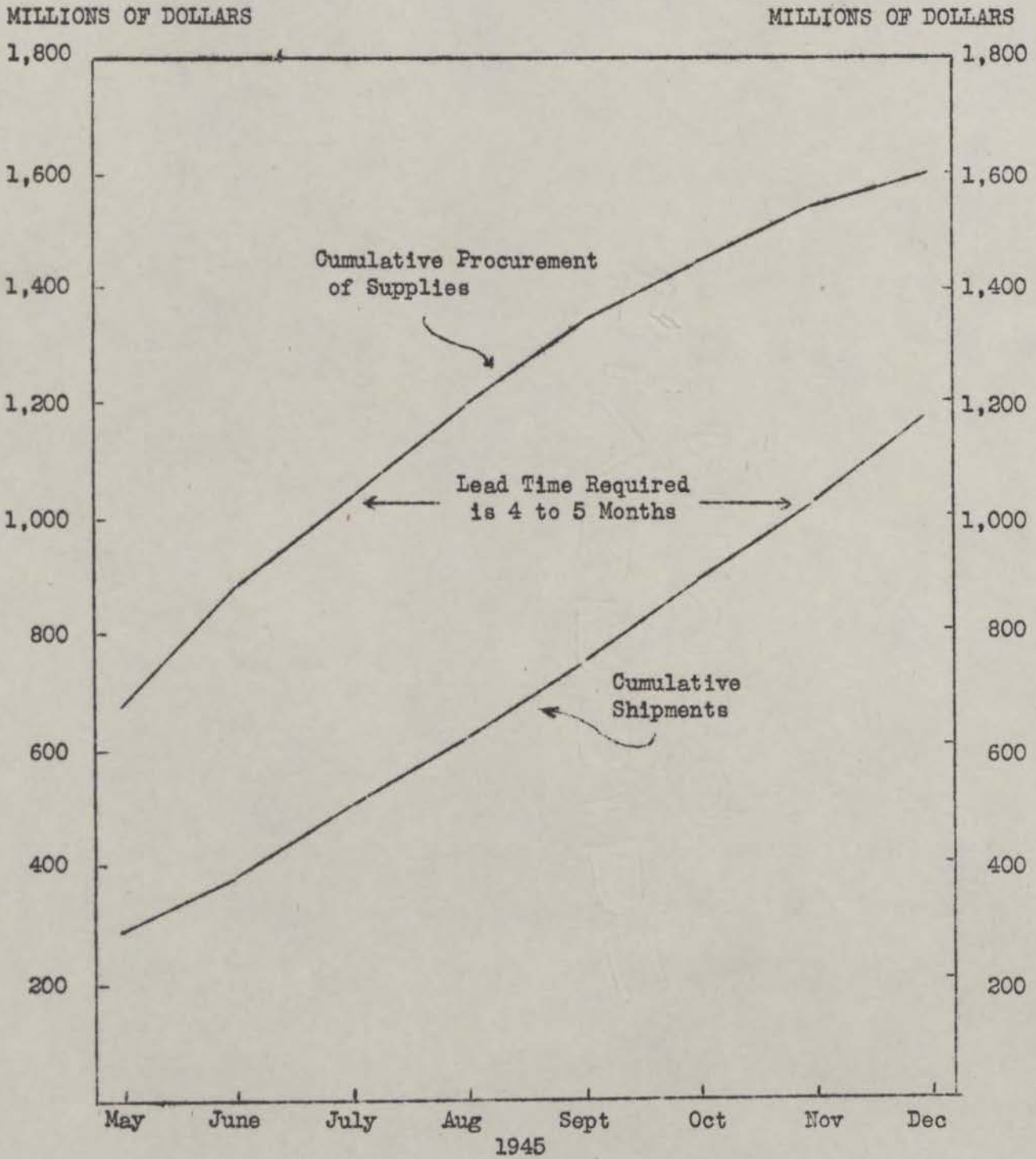
Table 7 (Continued)
(dollar figures in millions)

| COMMODITY GROUP | (7) ITALY | | (8) DISPLACED PERSONS (Supplies) | | (9) EMERGENCY WELFARE PROGRAM | | (10) UNRRA CAMPS | | (11) TOTAL VALUE | (12) TOTAL TONNAGE (Metric Tons) |
|--|------------------------------|---------------|--|---------------|-------------------------------------|---------------|------------------------------|---------------|------------------------|--|
| | (A) | (B) | (A) | (B) | (A) | (B) | (A) | (B) | 1945 | |
| | Shipped Through 31 May | Total 1945 | Shipped Through 31 May | Total 1945 | Shipped Through 31 May | Total 1945 | Shipped Through 31 May | Total 1945 | | |
| Food <u>b/</u> | \$ 10.5 | \$ 28.9 | | | | | | | \$ 341.2 | |
| Clothing, Textiles and Footwear <u>c/</u> | 0.4 | 0.8 | | | | | | | 224.2 | |
| Medical and Sanitation <u>d/</u> | 0.1 | 5.7 | | | | | | | 50.9 | |
| Agricultural Rehabilitation | 0.03 | 0.03 | | | | | | | 72.1 | |
| Industrial Rehabilita- tion <u>e/</u> | 0.2 | 0.5 | | | | | | | 194.4 | |
| Unclassified | | | \$ - | \$ 74.4 | - | \$ 9.2 | \$ 10.0 | \$ 12.0 | 95.5 | |
| Ocean Shipping Expenses | 2.2 | 7.2 | - | 14.9 | | 1.8 | 2.0 | 2.4 | 200.7 | |
| TOTAL VALUE (Landed Cost) | \$ 13.4 | \$ 43.1 | - | \$ 89.2 | | \$ 11.0 | \$ 12.0 | \$ 14.4 | \$ 1,083.5 | |
| TOTAL TONNAGE (Thousand Metric Tons) | | | | | | | | | 472.0 | |

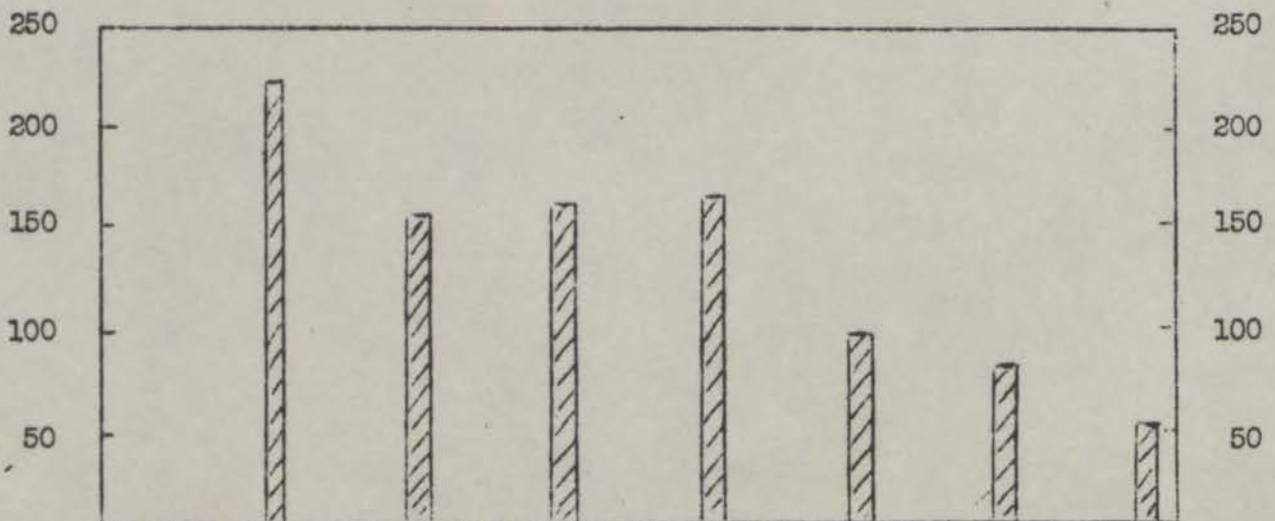
III-12 (b)

III-13
Chart 1

PROCUREMENT OF SUPPLIES COMPARED WITH SHIPMENTS, 1945



MONTHLY RATE OF PROCUREMENT ^{a/}



^{a/} The decline in the monthly rate of procurement indicated for October, November, and December, 1945 merely reveals the expenditure possible within the Administration's present and prospective resources and in no way represents any anticipated decline in the requirements of liberated areas in this period.

total is as follows:

| | % |
|----------------------------------|-------------|
| Food | 38.6 |
| Clothing, Textiles, and Footwear | 25.4 |
| Medical and Sanitation | 5.7 |
| Agricultural Rehabilitation | 8.3 |
| Industrial Rehabilitation | <u>22.0</u> |
| | 100.0 |

Further details of the commodities included in these several categories are given on page in the Annex to Table 4, which demonstrates strikingly the wide range of supplies which has been found necessary to begin the task of relief and rehabilitation.

F. DISTRIBUTION OF RESOURCES AMONG RECEIVING AREAS

In committing its resources to meet the needs of areas as they have become able to receive relief and rehabilitation supplies, the Administration has adopted two basic principles of operation:

(1) The administration will utilize its available resources as long as they last to meet the maximum possible portion of the needs of the liberated areas to which supplies can be shipped. Since the war in Europe was won earlier than the war in the Far East, UNRRA has been able to begin shipments of substantial amounts of essential supplies to European liberated areas, and to Italy, while it has been able to send only small quantities of emergency supplies to China. So long as pressing needs exist in the areas liberated first, it appears unwise to hold in idleness reserves of UNRRA's resources to meet requirements of areas still unliberated. Rather, it is for UNRRA to carry out relief and rehabilitation operations to the best of its ability as soon as it can, confident that appropriate means will be provided for helping areas still occupied by the enemy.

(2) In the event that supplies and shipping are not obtainable in sufficient volume or that financial resources prove inadequate to meet the minimum programs according to the bases adopted by the Council, the Administration has selected the objective of bringing the total supplies available to each receiving country (that is, the sum of locally available and imported supplies) to an approximately equal level in relation to the bases.

To bring two countries to an equivalent level short of the bases does not mean, necessarily, that each country receives the same proportionate reduction in its import program as determined with reference to the bases. An identical reduction would be called for only in the event that locally available supplies were the same percentage of the program required according to the bases. This may be illustrated with reference to the food requirements of two countries in which locally available supplies provide, say, 70 percent and 50 percent of the amount needed to meet the bases respectively. The country with the greater deficiency of local supplies will naturally require the shipment of larger percentage of the total deficiency to raise it to a level equal to the country with the smaller deficiency. (See Chart 2)

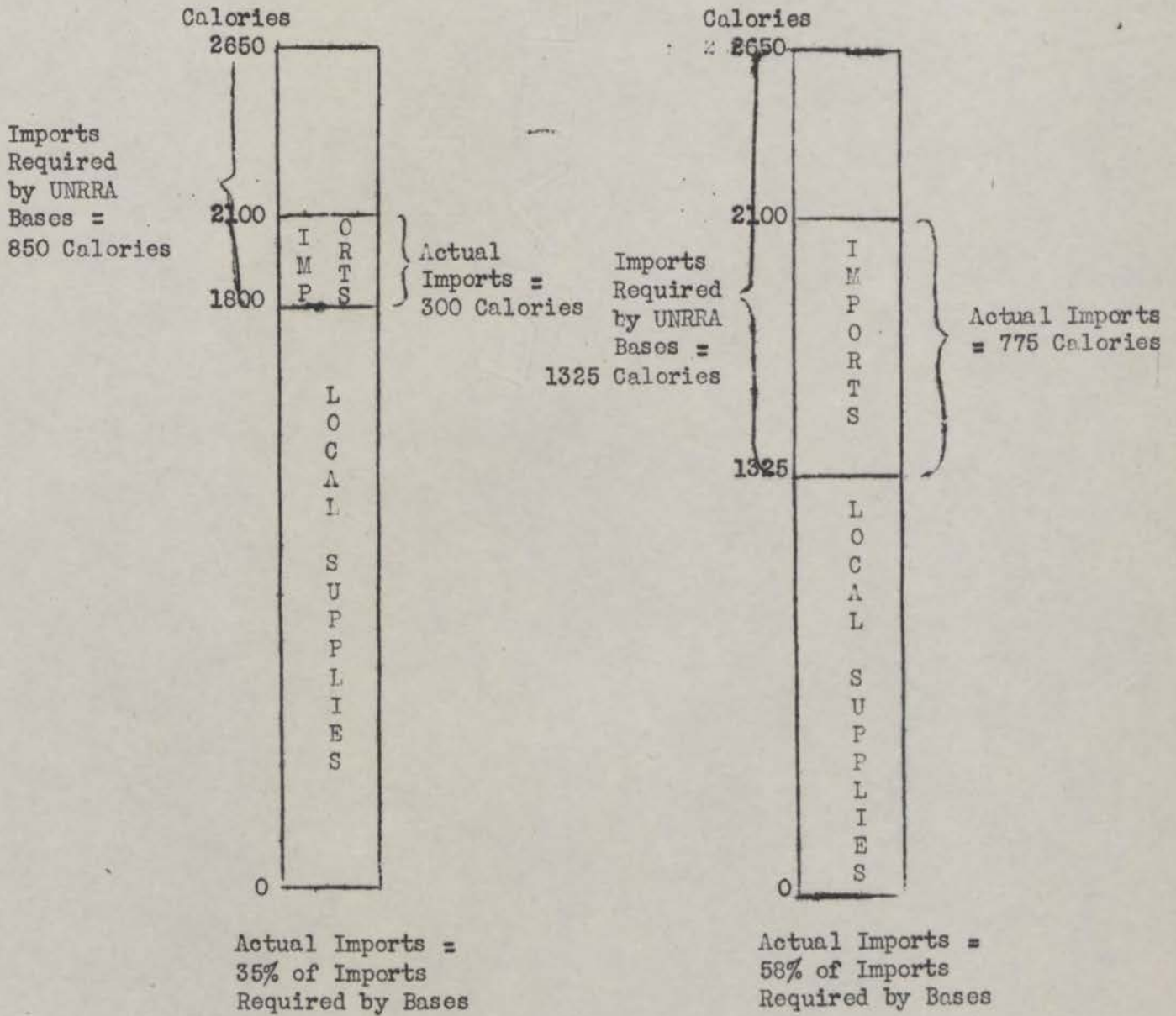
In the hypothetical case illustrated in Chart 2 Country B requires supplies amounting to 58 percent of its total deficiency in order to be raised to the same level as Country ^A~~B~~, which requires only 35 percent of its deficiency to be raised to this level. In other words, if UNRRA's resources or supplies should prove inadequate to fulfil the bases, it is not to be expected that the actual program shipped to each country will bear the same relation to the program according to the bases except in the rare case that the local supplies in each country bear the same proportion to total requirements. This principle should be borne in mind in making comparisons of the requirements stated in Table ³~~2~~ with the programs of shipments for 1945 in Table ⁷~~2~~ and for 1946 in Table ¹¹~~4~~ in Chapter 5.

The figures for shipments through 31 May 1945 (Table 7) indicate clearly that circumstances have prevented the supplies shipped to date from being distributed among the receiving countries in strict accordance with their relative total needs. It should be also noted that tonnage figures are misleading for comparative purposes due principally to the great weight of such relatively low cost items as wheat and fertilizers. The distribution of initial shipments reflects primarily the policy referred to in paragraph (1) above of utilizing the Administration's available resources, as long as they last, to meet the maximum portion of the established needs of the liberated areas to which supplies can be shipped. The physical circumstances at hand

EQUITABLE DISTRIBUTION ACCORDING TO
THE BASES ADOPTED BY THE COUNCIL

COUNTRY "A"

COUNTRY "B"



have further affected the distribution of initial shipments among the receiving countries. The factors that have thus far determined the distribution of supplies were in part, therefore, a reflection of the fortunes of war and of the availability of port facilities ready to receive supplies, and in part a reflection of other circumstances outside of UNRRA's control.

Relief and rehabilitation operations in Greece began under the control of the combined US-UK military authorities in October 1944. The assumption of responsibilities by UNRRA on April 1, 1945 therefore involved not the initiation of operations but the continuation and expansion of a procurement and shipping operation which was already sizable. Moreover, the many ports of Greece had either remained intact or had been sufficiently repaired by the military authorities thus permitting the reception of cargo amounting to upwards of 200,000 tons per month. These facts, together with the obvious and urgent needs of the people of Greece, are the explanation for the relatively large share of UNRRA's earliest assistance received by Greece.

On the other hand, Yugoslavia's normal dependence on imports through ports that remained under enemy control almost up to V-E Day and her resulting relative inaccessibility by sea, the limited capacity of her liberated ports on the Dalmatian coast, and the destruction wrought by the enemy in Susak, Trieste, and Fiume, are largely responsible for the relatively small shipments to date.

The shipments to Poland and Czechoslovakia have thus far had to be made through the single port of Constanza, Rumania and involved the establishment of new shipping and receiving arrangements among at least four governments and their diplomatic, military, and transport authorities. UNRRA initiated the arrangements for the opening of the new shipping line in January. The first ship began loading supplies for Poland and Czechoslovakia, in February. The first supplies arrived in Constanza in March. In June, twelve ships will carry food, clothing, medical supplies, tractors and trucks from ports in the United States, United Kingdom, Chile and India for the liberated peoples of Poland and Czechoslovakia. The size and composition of shipments in the immediate future depend on the assessment of requirements by the Governments

and UNRRA's representatives, on the clearance of the newly liberated ports in the North Sea and the Baltic, and on the availability of supplies and shipping facilities.

The distribution of shipments among receiving countries for the whole of 1945, which is presented in Table 7, differs from the distribution for the period ending 31 May. Before the end of the year the particular factors outside UNRRA's control, which have prevented a distribution among the several European countries which reflects their total needs, will have largely disappeared, and the program for 1945 as a whole therefore reflects - apart from limitations of supplies and financial resources - the estimated deficiencies of each country's economic resources in relation to the bases adopted by the Council and the extent to which devastation and suffering have been greater in some areas than in others. 1/

[A brief analysis of the program of shipments for 1945 will appear here. This will indicate the extent to which the bases will be met, particularly in food and clothing, explain the way in which the deficiencies of indigenous production have been estimated, and compare the programs for each commodity group as among the several recipient countries.]

1/ Resolution No. 56 provides "That special weight and urgency shall be given to the needs of those countries in which the extent of devastation and of the sufferings of the people in a part or the whole of their respective areas is greater and has resulted from hostilities and occupation by the enemy and active resistance in the struggle against the enemy."

The program is not only subject to revision in the light of more exact knowledge of conditions in the respective areas, but it is also conditional upon the availability of supplies, shipping, and resources needed to carry out the program. The composition of the respective countries' programs according to commodity categories may likewise be altered in accordance with the specific statements of requirements which the governments will submit in July of this year. In order that there may be no misunderstanding, it must be emphasized that the tentative plan for the distribution of relief and rehabilitation goods among the respective areas requiring UNRRA's financial

help is not a commitment by the Administration at this time that the distribution will, in fact, be carried out in the amounts shown. Because of the rapidly changing conditions and particularly because of the uncertainties that still prevail as to the amounts of supplies and shipping that will be made available, the Administration must retain freedom of action in regard to this distribution plan in order to fulfil its obligation of making an equitable distribution of the available supplies.

III-20
Annex to Table 4

Program of Procurement, 1945, by Commodities a/

| <u>Commodity Group</u> | <u>Millions of Dollars</u> | <u>Thousands of Metric Tons</u> |
|---|--------------------------------|-------------------------------------|
| FOOD <u>b/</u> | | |
| Cod liver oil | \$ 1.8 | 2.5 |
| Dairy products | 22.5 | 32.1 |
| Fats, oils, and soap | 66.5 | 221.7 |
| Grain and grain products | 51.3 | 570.0 |
| Meat and fish | 66.9 | 133.8 |
| Pulses, beverages, and vegetables | 33.1 | 142.2 |
| Sugar | 9.2 | 69.3 |
| Vitamins | 1.0 | 16.6 |
| Miscellaneous supplies purchased from Military Authorities and other agencies | <u>55.7</u> | <u>111.8</u> |
| Sub-total | 308.0 | 1,300.0 |
| Unclassified | <u>142.0</u> | <u>- - c/</u> |
| TOTAL | \$ <u>450.0</u> | <u>- - c/</u> |
| CLOTHING, TEXTILES AND FOOTWEAR <u>d/</u> | | |
| Blankets and comforters | \$ 12.0 | 8.72 |
| Chemicals and rubber | 2.0 | 1.80 |
| Clothing, contributed <u>e/</u> | 16.5 | 50.0 |
| Clothing, salvage and new | 39.6 | 12.17 |
| Cotton textiles | 21.7 | 11.12 |
| Cotton yarn | .5 | .25 |
| Dyestuffs | 1.0 | .99 |
| Findings and kits | 4.7 | 26.70 |
| Hides | 1.7 | 4.43 |
| Leather | 5.9 | 9.83 |
| Nails | .2 | 1.13 |
| Raw cotton | 47.0 | 92.87 |
| Raw wool and tops | 66.0 | 71.42 |
| Repair materials | 3.7 | 3.33 |
| Rubber and specialized footwear | .6 | .49 |
| Sewing machines, etc. | 5.0 | 4.20 |
| Shoes | 15.0 | 12.33 |
| Tanning and tanning materials | 1.3 | 1.17 |
| Wool textiles | 23.0 | 9.29 |
| Wool yarn | 3.0 | 1.50 |
| Miscellaneous supplies purchased from Military Authorities and other agencies | <u>37.7</u> | <u>-- c/</u> |
| Sub-total | 308.0 | 323.74 <u>f/</u> |
| Unclassified | <u>92.0</u> | <u>- - c/</u> |
| TOTAL | \$ <u>400.0</u> | <u>- - c/</u> |

| <u>Commodity Group</u> | <u>Millions of Dollars</u> | <u>Thousands of Metric Tons</u> |
|--|--------------------------------|-------------------------------------|
| MEDICAL AND SANITATION <u>g/</u> | | |
| TOTAL | \$ <u>55.0</u> | <u>3.36</u> |
| AGRICULTURAL REHABILITATION | | |
| Agricultural hand tools | 1.7 | 1.6 |
| Agricultural repair equipment | 1.4 | 1.9 |
| Bags and bagging | 6.4 | 29.3 |
| Beekeeping equipment | .3 | .4 |
| Binder twine | .6 | 1.5 |
| Drainage, irrigation equipment | .6 | .5 |
| Farm machinery | 43.0 | 80.0 |
| Feeding stuffs | .4 | 9.0 |
| Fertilizer | 7.4 | 500.0 |
| Fishing equipment | 1.2 | 1.5 |
| Food processing equipment | 3.2 | 2.6 |
| Livestock | 5.3 | 14.0 |
| Pesticides | 3.0 | 32.6 |
| Seed | 7.5 | 55.0 |
| Veterinary supplies | <u>1.0</u> | <u>1.0</u> |
| Sub-total | 83.0 | <u>730.9</u> |
| Unclassified | <u>27.0</u> | - - <u>c/</u> |
| TOTAL | \$ <u>110.0</u> | - - <u>c/</u> |
| INDUSTRIAL REHABILITATION | | |
| Building industry | \$ 6.0 | 6.1 |
| Coal and mineral mining | 8.0 | 16.1 |
| Fuels and lubricants | 9.0 | 480.0 |
| Machine repair shops | 7.0 | 6.4 |
| Public utilities | 20.0 | 21.8 |
| Railway transportation | 51.0 | 275.6 |
| Raw and semi-fabricated materials, and engineering stores | 64.0 | 376.5 |
| Road transportation | <u>69.0</u> | <u>132.9</u> |
| Sub-total | 234.0 | <u>1,315.4</u> |
| Unclassified | <u>39.0</u> | - - <u>c/</u> |
| TOTAL | \$ <u>273.0</u> | - - <u>c/</u> |
| OTHER <u>h/</u> | | |
| TOTAL | 45.0 | - - <u>c/</u> |
| TOTAL SUPPLIES | 1,333.0 | - - <u>c/</u> |
| TOTAL SHIPPING | <u>267.0</u> | - - <u>c/</u> |
| | \$1,600.0 | |

- a/ The figures are provisional and subject to amendment.
- b/ Includes feeds, soap, and soap making materials.
- c/ Data not available.
- d/ Includes fibres, hides and skins, leather and findings.
- e/ Value figure represents the cost to UNRRA of processing, storing, packing, and transportation to shipside in the contributing country.
- f/ Excluding tonnage of miscellaneous supplies.
- g/ Includes chemicals for pharmaceutical industry.
- h/ Includes supplies for camps, displaced persons, and other welfare operations not incorporated in the foregoing supply programs.

CHAPTER IV

PROGRAM OF SERVICES, 1945

UNRRA's relief and rehabilitation services are designed to plan, coordinate, administer or arrange for the administration of measures of relief for the victims of war and to facilitate such rehabilitation as is necessary to the adequate provision of relief. In spite of widespread ruin and devastation, the people of Europe and the Far East have many resources that can be utilized if they receive help at the right time, and of the right sort.

UNRRA's relief and rehabilitation service policies have been developed through joint consultation between the Administration and the Standing Technical Committees for Health, Welfare, Displaced Persons, Agricultural and Industrial Rehabilitation. Services have been planned so as to be consistent with, as well as to further, the long-range plans of the countries concerned for the restoration and development of their normal activities in these fields.

The total UNRRA program must relate supplies to services in a manner to bring maximum assistance to the people of the liberated countries. It is of little avail to the destitute people of these countries that food is available if there are no adequate means of distribution for those who are unable to pay for it. The spread of disease is not halted by the provision of medical and sanitary supplies if the health machinery of the country is so disintegrated that it cannot make use of these supplies; it is of little avail that hospital units are provided, if there are no doctors, nurses or technicians to operate them. Similarly, provision of supplies for agricultural and industrial rehabilitation falls short of the desired objective without the skilled services of technicians in these fields to make the most of the available supply.

The requirements for technical personnel to assist governments in developing their services in the fields of health, welfare, industrial and agricultural rehabilitation are expanding in many countries as the needs of the liberated peoples become more clearly defined. As the need for these services develops it also is being found that special equipment and supplies, not included in the country supply programs, must be provided by UNRRA. The problems of providing food, clothing, shelter and other basic necessities of life, as well as services for the personal rehabilitation of individuals, now are urgent.

A. GENERAL WELFARE SERVICES

1. Restoration of Social Welfare Machinery

Authorities in certain of the liberated areas now must provide welfare services on such a vast scale that they lack sufficient skilled personnel to cope with the problems. The enemy occupation has resulted in the physical destruction of property and the destruction of much of the previously existing organizations administering welfare services. In order to assist the governments, UNRRA has recruited and made available to them personnel trained in the fields of child care, mass feeding, care of the homeless, rehabilitation of the disabled, organization of emergency public assistance services and development of employment programs.

During the six months ending 31 December 1945, about 90 UNRRA welfare specialists will be available to advise the governments of Greece, Italy, Yugoslavia and China. Additional specialists will assist UNRRA Missions in Northern and Western Europe. It is not yet known how many technicians will be required by Poland, Czechoslovakia, and Albania, and Ethiopia.

Provision has been made to assist governments wishing to provide special training abroad for certain categories of social workers and administrators.

2. Typical UNRRA Welfare Services

The governments are requesting UNRRA's technical consultants in increasing numbers to assist in meeting specific problems and to be available on a continuing basis. By way of illustration, types of assistance we have been called upon to give are summarized. Upon request, UNRRA assisted the Authorities in France in handling the problem of "unaccompanied" and "unidentified" children.

In Yugoslavia, the welfare specialists are assisting the government to provide adequate care for destitute and homeless children, making provision for the returning refugees and developing the supply program needed to provide for these groups.

In Italy, in connection with the Administration's limited program, its welfare officers are aiding the government in evaluating the adequacy of existing welfare institutions and programs and assisting the Citizens Committees in the different localities which are responsible for the determination of need and the equitable distribution of supplies.

In Greece, welfare specialists are assisting the government to define the scope and nature of the relief problem and to set up public assistance machinery. They have prepared a model plan for registration and investigation for separated or orphaned children and have been asked to help set up a standard program on training for child care. A welfare specialist experienced in problems of the physically handicapped is assisting the government in developing programs for care and training of war casualties and for the manufacture of artificial limbs and other appliances.

In China, welfare specialists have been requested to consult with the government in the development of a program for training 12,000 Chinese Welfare personnel to carry out the emergency relief operations, and in the formulation of programs and supply requirements for work projects, care of refugees, care of children, and care and rehabilitation for the maimed and the physically handicapped.

3. Assembling and Disseminating Welfare Experience

UNRRA's welfare technicians and the governments which have requested their services are profiting from the combined experience of the welfare authorities of many countries in developing the methods required to meet different types of social emergencies. As an initial step in making available such experience, in consultation with governmental representatives and the Standing Technical Committee on Welfare, UNRRA has brought together a handbook of principles and methods developed by social welfare authorities in many countries for providing public assistance and other welfare services needed by the victims of war.^{1/}

The Administration has set up machinery for mutual exchange of information and consultation of experts with regard to special welfare problems among the United Nations. Through a resolution adopted by the Welfare Committee at Montreal, September 1944, the social welfare authorities of the different countries expressed their desire to take advantage of such means as a way of drawing upon international experience in dealing with their post-war social welfare problems.

4. Assistance to Governments in the Care of Children

To assist the governments in establishing facilities for the care of children, UNRRA is programming special child care supplies

^{1/} Emergency Welfare Services, Report of the Studies Sub-Committee of the Standing Technical Committee on Welfare, UNRRA, Washington, D. C. 1944

to provide for 1,000,000 children or about 5% of the children in the European countries receiving UNRRA aid. Yugoslavia alone has requested equipment and supplies for 1,600 children's homes for 500,000 children. No estimates are at present available for the Far East, even though it is believed the number of children requiring care will be very large.

5. Group Feeding Program - School Lunches, etc.

Because of wide-spread destruction of property, it is anticipated that some governments may need to provide group feeding as a temporary measure for substantial numbers of persons. Greece and Yugoslavia have requested equipment for the establishment of communal feeding; equipment to establish facilities for feeding 900,000 children through school lunches has been asked by Greece. No equipment for communal feeding in China or other parts of the Far East has been programmed for 1945 although it is anticipated that in China 4,000,000 persons will require temporary group feeding.

6. Basic Household Equipment

In Europe at least 15 per cent of the population in the five countries which have requested UNRRA aid (exclusive of Italy) will require imports of basic household equipment to enable them to resume living in their own homes. The enemy's policy in the Balkans of burning villages has made the need for aid more wide-spread than originally supposed. In Greece, where over 1,000 villages were burned, more than a million persons are reported to be homeless; in Albania, thousands are reported to be living in make-shift shelters as the result of the destruction of 250 villages. Yugoslavia recently requested basic household equipment for four million persons, or for about 25 per cent of her population.

7. Coordination of the Resources of Voluntary Agencies.

The benefits of the work of the Administration in mobilizing the experience and resources of the voluntary relief organizations for help in meeting relief and welfare needs of the liberated areas are becoming increasingly apparent. The Councils of Voluntary Agencies established in Australia, Canada, New Zealand, Union of South Africa, United Kingdom and the United States have contributed hundreds of voluntary workers and millions of dollars in funds and supplies. UNRRA is maintaining continual consultation with these Councils for the exchange of current information concerning relief needs and the determination of the best means of using their resources.

B. HEALTH SERVICES

1. Health Service Available to All Governments.

The effects of the war upon the health of the people of all occupied areas are felt so universally that the Administration has been asked in all its country operations to provide special services and supplies in order to deal with major problems of public health. It is UNRRA's expressed policy that in such problems as the health supervision of displaced persons and the control of epidemic diseases, our facilities must be placed at the disposal of any country, if needed.

2. Re-establishing Official Health and Sanitation Organizations.

In UNRRA's efforts to bring health assistance to the liberated areas, major emphasis is being placed upon those services designed to re-establish and strengthen the official health and sanitation organization of the governments. In cooperation with the health authorities of a country requiring this assistance, a nucleus health staff

is provided consisting of a chief medical officer and technical experts, as required, in sanitation, nursing, hospitals, medical supply requirements, nutrition, tuberculosis, typhus fever, and special health problems of women and children. Where UNRRA's cooperative health activities are distributed widely within a country, there are also medical officers with supporting technical staff available at district levels. Under special circumstances, as in the case of China, UNRRA is prepared to provide instructors and equipment to train professional personnel of the country for work in relief and rehabilitation.

3. Solving Nutrition Problems

It now is known that problems of nutrition will require the employment of specially trained UNRRA personnel in Greece, Yugoslavia, Italy, Czechoslovakia and Holland. In cooperation with the local authorities, they will make an assessment of the nutritional status of the population, and use the knowledge obtained in meeting special needs in connection with food distribution.

4. Preventing Epidemics

UNRRA's staff will continue to assist countries in the prevention of threatening epidemics or the suppression of any that gets started. Typhus fever, for example, presents an imminent danger which must be averted. UNRRA is cooperating with the governmental health authorities to prevent typhus from becoming a serious problem when movement of displaced persons from infected regions reaches mass proportions.

5. Checking Malaria

Malaria is becoming a serious problem in Greece, Yugoslavia and Italy. It will be spread by movements of refugees unless special precautions are taken. In Greece an extensive program is under way, in cooperation

with the government, to forestall epidemic conditions. It is reported that malaria is becoming an increasingly serious problem in Southeast Asia and the Southwest Pacific, one which will require services from UNRRA when liberation of these areas has progressed.

6. Fighting Tuberculosis.

In all occupied countries conditions imposed upon the people have resulted in a marked increase in tuberculosis. Because of its long-range implications, the problem cannot be solved completely during the period of UNRRA. Governments are being assisted to reorganize and expand anti-tuberculosis services and to rehabilitate appropriate institutions, utilizing mobile mass X-ray equipment to measure the problem and discover cases.

7. Modernizing International Quarantine Measures

UNRRA is making every possible effort to prevent disease from spreading from country to country by making international quarantine as modern and effective as possible and by collecting and distributing reports of epidemic diseases in cooperation with the International Public Health Office and the Pan American Sanitary Bureau. It is administering the International Sanitary Conventions of 1944 and carrying out the responsibilities they place on UNRRA.

8. The Health Staff of UNRRA.

The requirements for health personnel will become substantially greater as operations are extended into additional areas and as the specific health problems of the governments become more clearly defined.

Two hundred sixty-two non-indigenous health workers now are engaged by UNRRA for operations in the Middle East, Albania, Greece, Italy, Yugoslavia, China, Australia, France, and Belgium. These include 79 physicians, 125 nurses, 35 sanitary engineers, and 23 other persons representing other miscellaneous but related technical fields.

Four physicians are being held in reserve to be assigned initially as liaison with the governments of Norway, Holland, Czechoslovakia, and Poland at such time as the Administration may have occasion to establish a working organization within these countries. In addition, approximately 925 health personnel, mostly physicians and nurses, have been employed for the Displaced Persons Operations in Germany.

With expanding operations in the Far East and anticipated activities in Poland and Czechoslovakia, this program will require an increase in the health staff of the Administration.

C. REPATRIATION OF DISPLACED PERSONS

1. UNRRA Services to Displaced Persons

Whatever the eventual extent of relief that UNRRA will bring to displaced persons of Europe, a substantial portion of that contribution must come during 1945. The extraordinary circumstances in which millions of civilians were uprooted by the enemy and forced from one country to another have created a problem of great magnitude.

Provision for food, clothing and shelter must be made while these displaced persons are registered, identified and arrangements made to return them to their own countries. Medical, nursing and sanitation care must be provided. Many of the displaced persons are in need of the special welfare services which UNRRA can provide. These include information and advice, occupational re-training, special care for children, care and rehabilitation of women and girls, and special services for victims of concentration camps and prisons.

2. Liberated Areas

UNRRA is providing health and welfare services for nationals of other countries displaced in liberated areas. Such assistance will be provided in agreement with the appropriate governments of the countries to which these nationals belong. In this connection, special supplementary emergency supplies are being provided by UNRRA in countries which do not require supply assistance, no payment in foreign exchange being required. In countries which require UNRRA supply assistance, the country supply programs include the requirements for the needs of displaced persons.

3. Aid to Displaced Persons After Return to Own Countries

Over seven million displaced persons returning to their own countries will need to be provided upon their return with food, shelter and health and welfare services. The responsibility for their care is that of the government of the country; UNRRA, however, may be required to assist through providing health and welfare personnel and supplies. Supplies for such services are included in the country supply programs of the countries requiring UNRRA supply assistance. In others, as in France, any assistance to displaced persons will come out of special supplementary programs.

4. Medical, Sanitation and Nursing Assistance in Camps

Medical, sanitation and nursing personnel, together with the essential supplies, must be provided to give reasonable health protection to those refugees which were cared for and repatriated from the UNRRA camps in the Middle East during the first half of 1945. A team comprised of health and welfare personnel must accompany each

group of repatriates, and minimum supplies of food and clothing must be provided to assure maintenance in transit as well as for a reasonable period immediately following return to their own country. It is estimated that there are 50,000 to 100,000 additional displaced persons living in other parts of Africa and the Middle East in whose repatriation the appropriate governments may request the Administration to assist.

A number of refugee camps are being operated in Italy. In addition to the administrative personnel required to operate these camps, doctors, nurses, and welfare specialists have been provided to assure the most adequate care possible in regard to provision of food, shelter, occupational training, and recreation and to deal with problems of identification and care of unaccompanied children.

5. Operations in Germany and Austria

On 1 July, there probably will be four million displaced persons in Germany and Austria whom UNRRA teams will assist during the process of repatriation. During the initial phase of operations, under SHAEF, UNRRA is providing 6,500 persons, comprising 450 Assembly Center teams, to assist the Military in administering a like number of Assembly Centers in Germany. These teams are composed of an average of 13 persons and include technicians in health and welfare services, warehousing and other administrative services. A number of "Flying Squads" also are operating in these areas, carrying first aid and providing emergency feeding to displaced persons already on the move. The military authorities are responsible for supplies, transport, shelter and security; UNRRA furnishes personnel and operating equipment for the teams.

Negotiations are in process to determine the basis for operation under the Allied Control Commission. It is anticipated that ACC will continue the SHAEF arrangements in regard to provision for supplies and transportation of refugees within these countries. However, during this period UNRRA may have to assume responsibility for transportation outside of Germany when it is necessary to move displaced persons through allied or neutral countries. Similarly, UNRRA may be required to provide for the feeding of repatriates enroute.

It is difficult to determine the rate at which displaced persons will be repatriated. As a basis for reckoning, we have assumed that there still will be nearly two million displaced persons in Austria and Germany on 1 October and that they will be progressively repatriated until there is a residue of 750,000 non-repatriables. UNRRA must provide for their care for a reasonable period of time, until they can be turned over to the Inter-Governmental Committee on Refugees.

6. Displaced Persons Operations - Far East

The Administration's program for Displaced Persons in China is being studied by CNRRA and the Administration's China Office. It is known that internal displacement in China has affected, at least, 20 million people, and some estimates run as high as 45 million; whether all of these so affected will require assistance in returning to their homes is not yet determined. There are probably in China at the present time approximately one and one-half million Chinese and other nationals formerly resident in Southeastern Asia and an undetermined number of United Nations nationals stranded by the war. Several hundred thousand displaced persons in the Southwest Pacific and Southeastern Asia may require UNRRA assistance.

D. AUXILIARY ECONOMIC SERVICES

The Administration's program includes provision for a variety of auxiliary economic services. Part of this program will be carried out by UNRRA missions in connection with the shipment of supplies to countries requiring the Administration's financial assistance, but the program of economic services, particularly in the fields of agricultural and industrial rehabilitation, is designed to meet the needs of all liberated areas.

1. Procurement, Distribution, and Shipping Services

The Administration has special responsibility for the procurement and shipment of supplies to countries which are unable to pay for their import needs. Beyond this special responsibility, however, the Administration has a general responsibility to assist all member governments requiring relief and rehabilitation supplies. In a growing number of instances, governments are looking to the Administration for auxiliary procurement services of a technical kind. In discharging its responsibility to assist any member government in the procurement of relief and rehabilitation supplies, the Administration stands ready to assist, for example, by furnishing specifications of supplies or by lending specialists to assist on any other aspects of procurement problems.

UNRRA missions to countries receiving the Administration's financial assistance include experts in all phases of activities with which the Administration is concerned. Among such personnel are specialists to assist in expediting the receipt and distribution of supplies in the liberated areas. Where necessary, the Administration's program includes the provision of experts in port reception, warehousing, and internal transportation. The internal distribution of supplies in liberated areas is a function which must depend primarily on the existing channels of distribution and on the governmental administration in each country which is concerned with that

complex task. Nevertheless, the Administration is prepared, when requested, to advise on means of achieving the most effective distribution of supplies.

The Administration recognizes that liberated areas requiring UNRRA's financial assistance must import essential supplies which do not come within the scope of UNRRA's program and which therefore are financed out of other resources. Recognizing that the Administration's role is transitory and that steps toward the resumption of normal trade should be encouraged, UNRRA is prepared to facilitate the import of essential goods outside its program. One form which this assistance will take is the acceptance for shipment of essential filler cargo on vessels carrying UNRRA's supplies. Another form of assistance arises from the practice now required by the United Maritime Authority that a consolidated request for shipping be presented for a given country of destination by a single agreed agency. Where UNRRA has been designated as this agreed agency, the Administration is prepared to assist member governments by including in its consolidated shipping request requirements for shipment of essential supplies other than those included in UNRRA's program.

2. Special Services to Facilitate Industrial and Agricultural Rehabilitation

The Administration is prepared also to facilitate the exchange of information, experience, and specialized personnel for the assistance of all member governments dealing with similar problems of agricultural and industrial rehabilitation under emergency conditions, with the purpose of achieving a more effective use of available resources in liberated areas. Such services, when requested, will include:

(a) Collection and dissemination of technical information on specific problems which confront different governments of liberated countries in similar fields of relief and rehabilitation and assistance to governments willing to collect such information for the use of other member governments.

(b) Arrangements for meetings of technical experts of member countries confronted with special problems of agricultural and industrial rehabilitation in order to enable them to obtain first-hand knowledge of means by which similar problems are being met in other countries. Such joint consultation of experts from various countries on clearly defined technical problems would contribute toward more effective relief and rehabilitation work.

(c) Assistance in recruitment of skilled experts and administrators for governments seeking the temporary services of technical advisers from abroad.

B. SUMMARY OF SERVICE PROGRAM, 1945

The foregoing sections of this chapter give a general description of the plans of the Administration for operating services during the remainder of the calendar year, 1945. Many of these services are being performed and will be continued by the UNRRA missions to the countries requesting its financial assistance for imports of supplies. Other services, ordinarily of a more limited scope, are performed by UNRRA's liaison missions in countries that have not thus far requested UNRRA's financial aid. In addition to services connected with missions or with activities for the care and repatriation of displaced persons, auxiliary economic services are planned in conjunction with agricultural and industrial rehabilitation.

The figures in Table 8 summarize the estimated expenditures for operating services of these types through the end of 1945. The figures are confined to expenditures of foreign exchange resources available to the Administration and do not include service expenditures that will be met out of local currency resources. The total estimated cost of foreign exchange expenditures for operating services to the end of this year amounts to \$43,804,000. Over half of the total estimated expenditures is for displaced persons operations, principally for the

Table 8

ESTIMATED EXPENDITURES FOR OPERATING SERVICES TO
31 DECEMBER 1945, BY COUNTRIES OR PROGRAMS a/

| Country or Programs | Estimated Expenditures for Operating Services to 31 December 1945 <u>a/</u> (Thousands of Dollars) |
|---|---|
| UNRRA MISSIONS: | |
| Albania | \$ 350 |
| China | 875 |
| Czechoslovakia | 520 |
| Greece | 2,400 |
| Jugoslavia | 1,250 |
| Poland | 300 |
| Balkan Mission | 3,146 |
| Italy <u>b/</u> | 2,643 |
| Liaison Mission <u>c/</u> | 665 |
| DISPLACED PERSONS OPERATIONS: | |
| Germany and Austria | \$20,500 |
| All other countries and areas | <u>5,178</u> |
| | 25,678 |
| AUXILIARY ECONOMIC SERVICES FOR AGRICULTURAL AND INDUSTRIAL REHABILITATION: | |
| Distribution of Technical Information | 196 |
| Facilitating Consultation of Technical Experts from Member Countries | 165 |
| Provision of Skilled Experts and Administrators | 566 |
| MISCELLANEOUS: <u>d/</u> | 5,050 |
| TOTAL | <u>\$43,804</u> |

a/ The figures relate to foreign exchange expenditures only.

b/ Includes operations for displaced United Nations nationals in Italy.

c/ Includes liaison missions to the following countries not requesting UNRRA's financial assistance, Belgium, Denmark, France, Luxembourg, Netherlands, Norway, Philippines; and also the Mediterranean Liaison Office.

d/ In addition to certain undistributed items, the Casablanca camp and the Chinese Technicians Study Program are included.

care and repatriation of United Nations nationals in Germany and Austria. Most of the remaining expenditures for operating services is for the activities of the UNRRA missions in countries that have requested UNRRA's financial help.

CHAPTER 5

THE PROSPECT FOR 1946

A. SUMMARY OF PROGRAM OF OPERATIONS TO END OF 1945

The preceding chapters give the best forecast that the Administration is now able to provide of its operations through the close of 1945. The Council will realize that the program outlined will not be fulfilled in every detail. But in broad terms, this is the program that the Administration has set as its objective to the end of the year.

Before examining the prospect for 1946, it is useful to summarize the principal elements of the program that has been described in the earlier chapters.

1. Supply and Service Programs Through 1945. The supply program described in Chapter 3 involves a total expenditure for supplies and shipping through the end of 1945, amounting to \$1,179,131,000, (Table 7)/^{which} represents the landed cost of the supplies financed by UNRRA and shipped to receiving countries and programs through the end of the year. The expenditure figures are based upon the cost of the supplies that are programmed for loading on ships by the close of 1945, plus the cost of prepaying the ocean freight for those supplies. The total of the estimated service expenditures to 31 December of this year is expected to reach \$43,804,000 (Table 8). Part of this amount represents expenditures in 1944, principally for the care of displaced United Nations nationals in the Middle East and for making preparations for the large-scale operations that were launched in the Balkans during the current year. The total of the projected expenditures to the end of the year for both supplies and services amounts to \$1,222,935,000.

2. Additional Obligations for Supplies and Shipping in 1945.

In addition to the projected expenditures for supplies and shipping and for services through the end of the current calendar year, obligations will have been incurred by the Administration by that date in the amount of \$420,869,000. This fact is brought out in Table 9. It will be recalled that in Table 4 it was shown that by 31 December 1945 the total of the Administration's obligations for supplies ordered will reach \$1,333,000,000, and that the corresponding total of its obligations for the ocean shipment of the supplies ordered will reach \$267,000,000. The aggregate of these obligations is

V-1 (a)
TABLE 9

PROCUREMENT IN 1945 FOR SHIPMENT IN 1946

| | (Thousands of Dollars) |
|--|------------------------|
| Progress of Procurement to 31 December 1945 (Table 4) | \$1,600,000 |
| Progress of Shipment to 31 December 1945 (Table 7) | <u>1,179,131</u> |
| Procurement in 1945 for Shipment in 1946 | <u>\$ 420,869</u> |

\$1,600,000,000. As noted in the preceding section, the expenditures for the supplies and shipping through the end of the year will be \$1,179,131,000. The difference between these two figures represents the obligations for the supplies ordered in 1945 and to be shipped in 1946, and for the shipment of those supplies.

3. Program of Operations in Relation to Contributions. What this program of operations means in relation to the Administration's resources is summarized in Table 10. The upper part of the table shows the contributions, and indicates that the net contributions available for operations through 31 December 1945 amounts to \$1,819,107,000 after deducting Administrative Allocations for 1944 and 1945 and the contributions that are not available to the Administration until after 1945. The next section of the table summarizes the program of operations through the close of the calendar year 1945, bringing forth from Tables 7 and 8 the expenditures and obligations against the available contributions for operations. The total of the expenditures and obligations to 31 December 1945 amounts to \$1,643,804,000.

If the program of the Administration is carried out according to this plan, therefore, there will remain a balance of \$175,303,000 out of the total operating contributions that will have become available to UNRRA by the end of 1945.

B. TO CARRY THE JOB THROUGH 1946

The program of operations outlined in the foregoing chapters and summarized in the preceding section represents the objective of the Administration through the year 1945 on the basis of its best judgment at this time as to the most effective utilization of its available resources. Will this program, conducted along the broad lines outlined, bring the administration within sight of the ultimate goal that the United Nations desire UNRRA to reach?

1. Developments Since UNRRA Was Created. In considering future needs, it is well to review some of the developments that have taken place since the Atlantic City Conference. At that time, it was reasonable to assume that the war in Europe would be over in the autumn of 1944, that there would be established at a relatively early date an international agency for long-term reconstruction, and that UNRRA's task would be limited to a well defined group of countries

V-2 (a)
TABLE 10

SUMMARY OF PROGRAM OF OPERATIONS TO END OF 1945
COMPARED WITH TOTAL CONTRIBUTIONS FOR OPERATIONS

(Thousands of Dollars)

CONTRIBUTIONS

Total Contributions Made Available or Promised \$1,862,688

Deduct:

Administrative Contributions \$ 17,125
Contributions Not Available Until
After 1945 26,456

Total Deductions 43,581

Net Contributions Available for
Operations to 31 December 1945
(Table 1) \$1,819,107

PROGRAM OF OPERATIONS

Expenditures for Operations to
31 December 1945
Operating Services (Table 8) \$ 43,804
Supplies & Shipping (Table 7) 1,179,131

Total Operating Expenditures \$1,222,935

Procurement in 1945 for Shipment in 1946 420,869

Total Operating Program to 31 December 1945 \$1,643,804

BALANCE AVAILABLE AT 31 DECEMBER 1945 \$ 175,303

not in a position to finance their own relief and rehabilitation imports.

None of these assumptions proved to be correct. The war in Europe was prolonged to the late spring of 1945, with increased destruction in many liberated areas, with a consequent great increase in need, and with a long delay in the commencement of relief, rehabilitation and reconstruction work. The Bretton Woods agreements are still in the stage of national discussion and it is not likely that any reconstruction loans can be made by the proposed United Nations Bank for many months to come.

One result of these factors, and of others, has been a constant increase in the scope of UNRRA's responsibility. Among the additional tasks that UNRRA has found it necessary to assume since the Atlantic City meeting have been these: (1) care of some 50,000 Greek, Yugoslav and other refugees in the MERRA camps in the Middle East; (2) the \$50,000,000 program for Italy; (3) epidemic control and care of United Nations displaced persons in Italy; (4) care of persons displaced by the enemy because of race, religion or political activities in favor of the United Nations (Resolution No. 57); (5) administration of the International Sanitary Conventions; (6) assistance in the care of displaced persons in Western European countries; (7) emergency supplies for devastated districts in liberated areas (including to date, Norway, Netherlands, Belgium, France, Luxembourg and the Philippines); (8) costs in the handling of contributed clothing (amounting in the case of the current clothing drive in the United States to \$15,000,000); (9) provision of locomotives and rolling stock for countries requesting UNRRA's financial assistance (at the time of the Atlantic City Conference it was assumed that this would be a responsibility of European Inland Transport Organization); and (10) care of Italian displaced persons in enemy territory.

2. Forecast of Need for UNRRA's Assistance in 1946. These developments, together with the initiation of UNRRA's operations in the Far East as soon as the shipping lanes are open, mean that very heavy responsibilities will fall upon the Administration in 1946. In addition, it is clear that large needs will continue in European liberated areas, and in caring for and repatriating dis-

placed persons, that will require the Administration's financial assistance during 1946. Although it is extremely difficult at this time to make a forecast of the total requirement for UNRRA's help during the next calendar year, the best possible estimate must be made now if adequate consideration is to be given without delay to the action needed to make provision for the discharge of UNRRA's responsibilities. The Director General therefore directed the staff of the Administration to make, with the best information available in mid-June, a forecast of what would be required in 1946. That forecast is presented in Table 11.

A number of the important features of the figures in that table should be clearly noted. In the first place, the estimates are based on the assumption that the food requirements of most of the European nations now needing UNRRA's financial help will be met in the second half of 1946 from their own resources; that the revival of the textile and leather-working industries will transfer the important needs to raw materials in place of the more expensive finished and semi-finished products; and that the major continuing need of these areas will be for production goods for farm and factory use and for the rehabilitation of essential inland transportation services. Secondly, as a result of the change in the character of the import needs of European countries requesting UNRRA's help and of their own progress toward revival, the aggregate requirement for UNRRA's financial assistance for those nations during the second half of 1946 will show a marked reduction. Thus, while the estimated requirements on UNRRA for the European liberated nations during the first half of the year is \$711,900,000, the estimate for the same areas for the second half of 1946 is only \$286,700,000. Thirdly, the estimate for supply and shipping operations and for services in China during the year, amounting to \$817,800,000, represents over 40 per cent of the total estimated requirement for the year exclusive of the contingency reserve. Finally, because of the likelihood of unforeseen emergencies arising that will necessitate UNRRA's assistance, a contingency reserve of \$286,500,000 is included in the estimate.

It will be observed, therefore, that this table predicts a total requirement upon UNRRA amounting, in round numbers, to about

Table 11

PROVISIONAL PROGRAM OF SHIPMENTS AND SERVICES, 1946 a/

(Dollar Figures in Millions)

| Commodity Group | (1) Czechoslovakia | | (2) Greece | | (3) Yugoslavia | | (4) Poland | | (5) Czechoslovakia | (6) Total 1946 Greece | (7) Jugoslavia | (8) Poland |
|---|-----------------------|---------------------|---------------------|---------------------|---------------------|---------------------|---------------------|---------------------|-----------------------|-----------------------------|-------------------|---------------|
| | 1st half year | 2nd half year | 1st half year | 2nd half year | 1st half year | 2nd half year | 1st half year | 2nd half year | | | | |
| Food <u>b/</u> | \$ 35.0 | \$ 0.0 | \$ 55.0 | \$ 5.0 | \$ 50.0 | \$ 0.0 | \$ 45.0 | \$ 0.0 | \$ 35.0 | \$ 60.0 | \$ 50.0 | \$ 45.0 |
| Clothing, Textiles & Footwear <u>c/</u> | 39.0 | 20.0 | 12.0 | 12.0 | 20.0 | 15.0 | 48.0 | 25.0 | 59.0 | 24.0 | 35.0 | 73.0 |
| Medical & Sanitation <u>d/</u> | 8.0 | 5.0 | 3.0 | 2.0 | 5.0 | 3.0 | 13.0 | 7.0 | 13.0 | 5.0 | 8.0 | 20.0 |
| Agricultural Rehabilitation | 10.3 | 5.1 | 11.0 | 5.5 | 24.0 | 12.0 | 37.0 | 18.5 | 15.4 | 16.5 | 36.0 | 55.5 |
| Industrial Rehabilitation | 40.0 | 30.0 | 25.0 | 10.0 | 35.0 | 20.0 | 50.0 | 30.0 | 70.0 | 35.0 | 55.0 | 80.0 |
| Other <u>e/</u> | 1.8 | .9 | 1.4 | .7 | 2.5 | 1.0 | 4.0 | 2.0 | 2.7 | 2.1 | 3.5 | 6.0 |
| Ocean Shipping | 26.8 | 12.2 | 21.5 | 7.0 | 27.3 | 10.2 | 39.4 | 16.5 | 39.0 | 28.5 | 37.5 | 55.9 |
| Total Supplies and Shipping | 160.9 | 73.2 | 128.9 | 42.2 | 163.8 | 61.2 | 236.4 | 99.0 | 234.1 | 171.1 | 225.0 | 335.4 |
| Services | 0.4 | 1.5 | 1.5 | 2.0 | 0.8 | 1.5 | 1.0 | 1.5 | 1.9 | 3.5 | 2.3 | 2.5 |
| TOTAL VALUE | \$ 161.3 | \$ 74.7 | \$ 130.4 | \$ 44.2 | \$ 164.6 | \$ 62.7 | \$ 237.4 | \$ 100.5 | \$ 236.0 | \$ 174.6 | \$ 227.3 | \$ 337.9 |
| TOTAL TONNAGE OF SUPPLIES (Thousand Metric Tons) | | | | | | | | | | | | |

a/ The estimates in this table are assumed to be the total shipments for which it is anticipated that UNRRA's assistance will be required during 1946. They are of course provisional and subject to revision in the light of current information on requirements and with respect to the ability of the several countries to finance their own relief and rehabilitation imports. Values of supplies are shown at shipside at port of origin.

b/ Includes feeds, soap, and soap making materials.

c/ Includes fibres, hides and skins, leather and findings.

d/ Includes chemicals for pharmaceutical industry.

e/ Includes supplies for camps, displaced persons, and other welfare operations not incorporated in the other supply estimates.

Table 11 (Continued)
 PROVISIONAL PROGRAM OF SHIPMENTS AND SERVICES, 1946 a/
 (Dollar Figures in Millions)

| Commodity Group | (9) China <u>f/</u> | | (10) Ethiopia | | (11) Albania | | (12) | (13) Total, 1946 | (14) |
|---|------------------------|---------------------|---------------------|---------------------|---------------------|---------------------|--------------------|---------------------|---------|
| | 1st half year | 2nd half year | 1st half year | 2nd half year | 1st half year | 2nd half year | China <u>f/</u> | Ethiopia | Albania |
| Food <u>b/</u> | \$ 50.0 | \$ 50.0 | \$ 0.0 | \$ 0.0 | \$ 8.0 | \$ 0.0 | \$ 100.0 | \$ 0.0 | \$ 8.0 |
| Clothing, Textiles, & Footwear <u>c/</u> | 51.0 | 58.0 | .2 | .2 | 2.0 | 1.0 | 109.0 | .4 | 3.0 |
| Medical & Sanitation <u>d/</u> | 14.0 | 17.0 | .2 | .1 | .3 | .2 | 31.0 | .3 | .5 |
| Agricultural Rehabilitation | 28.0 | 33.0 | 0.0 | 0.0 | .5 | .2 | 61.0 | 0.0 | .7 |
| Industrial Rehabilitation | 130.0 | 155.0 | 1.0 | .5 | 2.0 | 1.0 | 285.0 | 1.5 | 3.0 |
| Other <u>e/</u> | 10.0 | 10.0 | .3 | .1 | .3 | .1 | 20.0 | .4 | .4 |
| Ocean Shipping | 84.9 | 96.9 | .3 | .2 | 2.6 | .5 | 181.8 | .5 | 3.1 |
| Total Supplies and Shipping | 367.9 | 419.9 | 2.0 | 1.1 | 15.7 | 3.0 | 787.8 | 3.1 | 18.7 |
| Services | 15.0 | 15.0 | 0.1 | 0.1 | 0.4 | 0.4 | 30.0 | 0.2 | 0.8 |
| TOTAL VALUE | \$ 382.9 | \$ 434.9 | \$ 2.1 | \$ 1.2 | \$ 16.1 | \$ 3.4 | \$ 817.8 | \$ 3.3 | \$ 19.5 |

TOTAL TONNAGE OF SUPPLIES
 (Thousand Metric Tons)

f/ The figures for China represent the first year of the 18 months' program for which the Chinese government has requested the Administration's assistance. This program is now undergoing a comprehensive review by the Administration both with respect to its total amount and its composition, and the figures in Table 11 must therefore be regarded as a request only and entirely provisional.

Table 11 (Continued)

PROVISIONAL PROGRAM OF SHIPMENTS AND SERVICES, 1946 a/

- Dollar Figures in Millions -

| Commodity Group | (15) Displaced Persons (Supplies & Services) | | (16) Emergency Welfare Supplies <u>g/</u> | | (17) - Total, 1946 - | (18) Emergency Wel- fare Supplies <u>g/</u> | (19) Total Value of Supplies & Services | (20) Total Tonnage (Thousand Metric Tons) |
|--|--|------------------|---|------------------|---|---|---|--|
| | 1st Half Year | 2nd Half Year | 1st Half Year | 2nd Half Year | Displaced Persons, Supplies & Services | | | |
| Food <u>b/</u> | \$ 28.2 | \$ 9.4 | \$ 2.5 | \$ 2.0 | \$ 37.6 | \$ 4.5 | \$ 340.1 | |
| Clothing, Textiles and Footwear <u>c/</u> | 9.0 | 3.0 | 2.0 | 1.0 | 12.0 | 3.0 | 318.4 | |
| (c) Medical and Sanitation <u>d/</u> | .5 | .2 | 1.0 | 1.0 | .7 | 2.0 | 80.5 | |
| V-4 Agricultural Rehabilitation | - | - | - | - | - | - | 185.1 | |
| Industrial Rehabilitation | 1.0 | 1.0 | .5 | .5 | 2.0 | 1.0 | 532.5 | |
| Other <u>e/</u> | .2 | .2 | .5 | .5 | .4 | 1.0 | 36.5 | |
| Ocean Shipping | 7.8 | 2.8 | 1.3 | 1.0 | 10.0 | 2.3 | 359.2 | |
| Total Supplies & Shipping | 46.7 | 16.6 | 7.8 | 6.0 | 63.3 | 13.8 | 1,852.3 | |
| Services | 14.0 | 6.0 | - | - | 20.0 | - | 61.2 | |
| TOTAL VALUE | \$ 60.7 | \$ 22.6 | \$ 7.8 | \$ 6.0 | \$ 83.3 | \$ 13.8 | \$ 1,913.5 | |
| Total Tonnage (Thousands Metric Tons) | | | | | | | | |
| Reserve for Contingencies | | | | | | | 286.5 | |
| GRAND TOTAL | | | | | | | \$2,200.0 | |

g/ These supplies are to be provided to liberated areas in pursuance of the Resolution adopted by the Central Committee on 26 February 1945 authorizing the Administration to provide emergency relief supplies and services for special and supplementary relief in any particularly devastated districts in liberated areas in which immediate distress exists.

\$2,200,000,000 for the calendar year 1946. As seen at this time, this is the magnitude of the operations that UNRRA should be enabled to carry out during that year. It is impossible to say whether this will complete UNRRA's job. Carrying the job through 1946 should bring the Administration, however, within sight of the ultimate goal.

The estimates shown in the table are conservative. Indeed they are so conservative that on any basis of calculating a reasonable degree of assistance to qualifying nations in 1946 the only way for the estimates to go is up. They may well be regarded as inadequate by the nations that have suffered from Axis invasion during this war.

3. Additional Resources Needed for Operations in 1946. Although the total estimated requirement for UNRRA's financial help during 1946 is \$2,200,000,000, not all of this amount will require new contributions to UNRRA. This is brought out in Table 12. The figures in that table indicate that of the total requirement, \$760,713,000 will be met out of resources available as a result of the present Financial Plan. What are the elements of this carry-over from 1945? A small sum, \$14,541,000, represents contributions made to the Administration but not available to it for operations until 1946. The next item, \$420,869,000, is the value of the goods ordered during 1945 but not available for shipment until 1946, together with the cost of the ocean shipment of those supplies (Table 9). The third figure, \$150,000,000, is the approximate landed cost of the supplies in transit at the end of 1945; that is, the value of the goods loaded on vessels in 1945 but not delivered to liberated areas until 1946, plus the cost of prepaying the ocean freight for those supplies. The final element is the balance of the operating contributions still available at 31 December 1945, and amounts to \$175,303,000 (Table 10).

Because of the carry-over of these resources, the net amount which it is estimated will be needed by the Administration for operations in 1946 is reduced to \$1,439,287,000. This total makes no allowance for the administrative expenses for the year. When this cost, ^{estimated at \$11,500,000} is added, the total estimated need for new resources for UNRRA for the calendar year 1946 amounts, in round numbers, to

V-5 (a)

TABLE 12

ADDITIONAL RESOURCES NEEDED FOR OPERATIONS
DURING 1946

(Thousands of Dollars)

TOTAL COST OF OPERATIONS DURING 1946 (Table 11) \$2,200,000

EXISTING RESOURCES

Total Contributions not Available
Until after 1945 (Table 1) \$ 14,541

Procurement in 1945 for Shipment
in 1946 (Table 9) 420,869

Supplies In-Transit at
31 December 1945 150,000

Balance Available at 31 December
1945 (Table 10) 175,303

Total Operations in 1946 to be
Met out of Existing Resources 760,713

ADDITIONAL RESOURCES NEEDED FOR OPERATIONS
DURING 1946

\$1,439,287

about \$1,450,000,000.

4. Consequences If These Resources Are Not Furnished. In considering what action should be taken in the face of this problem for 1946, the Council and the Administration must face the question: What will be the consequences if these additional resources are not furnished? So far as the Director General is able to foretell, there will be these two major consequences:

(1) UNRRA will not be able to carry to completion the task that the United Nations assigned it to do; and

(2) Substantial changes will have to be made in the program of operations planned with existing resources, with the result that no appreciable assistance to European liberated areas will be possible after 1945 since a very large proportion of the carry-over to 1946 must then be used for operations in the Far East.

5. Action Recommended by the Council. Shall the United Nations furnish the additional resources needed by the Administration to carry its operations through 1946? This question the Director General places before the Council for its consideration at the Third Session.

The Director General strongly recommends that the Council take the position that the task shall be carried forward toward its completion; that it recommend to the United Nations that they provide the resources that are needed. There is every hope that the Nations will take the required action, just as they responded to the recommendations in the resolutions adopted at Atlantic City. To do less would cast down the hearts of men of good will throughout the world and would diminish confidence in the United Nations' efforts to create a firm and lasting peace.

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CHAPTER 1

RELIEF AND REHABILITATION SUPPLIES

The second quarter of 1945 was characterized by the rapid expansion of supply operations by UNRRA. In this period are the milestones which mark the first large-scale operations of UNRRA in the provision of relief and rehabilitation supplies. While only about 37,000 tons of supplies had been shipped by 31 March 1945, the supplies sent on their way to the countries requiring UNRRA's financial assistance are estimated to have amounted, by 30 June 1945, to ~~about 100,000~~ tons, valued at ~~about 100~~ millions. The great increase reflects UNRRA's assumption since 31 March of full responsibility for relief and rehabilitation in five liberated countries of Europe, in accordance with agreements or arrangements made in the first three months of 1945. The fulfillment of the responsibilities assumed was made possible not only by long prior preparations in procurement but also by some ^{improvement} in the situation in supplies and shipping.

The goods already delivered or programmed for shipment during the quarter covered the entire range of relief and rehabilitation supplies. They included not only wheat and flour, but also meat, milk, sugar, cocoa, and coffee; not only the usual hospital supplies and drugs, but also penicillin and anti-typhus vaccines; not only seed and simple agricultural implements, but also tractors, draft animals, cattle, and veterinary supplies. In the field of industrial rehabilitation the supplies included industrial repair materials, large quantities of raw cotton and raw wool, pumps and pipes to repair water supply systems, and railroad cars and motor trucks.

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The distribution of the total of supplies to recipient countries is shown in Table No. 1. Food was the predominant item, accounting for almost half the total tonnage. Flour and cereals were the major food items. While the immediate satisfaction of hunger had to take precedence over all else in the dispensation of relief, UNRRA shipments gave second place to agricultural rehabilitation items which will enable the peoples of the liberated countries to raise in the early future as much of their own food as possible. Thus it has shipped many thousands of farm tractors for use this year in the areas where the enemy requisitioned or destroyed almost all the agricultural machinery. Raw materials and machinery for industrial rehabilitation occupied third place, due to difficulties in procurement, but in the coming months UNRRA's shipments will in increasing measure consist of raw cotton, wool, and other raw materials, together with machinery and transportation equipment, to assist the liberated peoples to produce and distribute the essential consumer goods which they now lack.

The achievements of UNRRA in the past quarter were made under great difficulties and severe limitations. It is true that the shortage of shipping space, which seriously hampered UNRRA's efforts to deliver ^{urgently needed relief} supplies abroad during the first quarter of 1945, was eased during the second quarter. But, while allocations of shipping space to UNRRA have been increased, shipments in the second quarter of 1945 did not come up to the estimated targets. Shortages in supplies were caused by many factors, which were impossible to foresee at the time when the shipping targets were established. The tremendous acceleration of military demands in the last weeks of the European war diminished United States stockpiles and slowed down the completion of contracts

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for UNRRA supplies. Because the military held first priority both for war materials and relief supplies, it was difficult for UNRRA to obtain delivery of supplies, particularly food, even when shipping and port capacity were adequate.

SOUTHERN AND EASTERN EUROPE

Whereas in the first quarter of 1945 UNRRA operated mainly as an agent of the military, in the second quarter, as already indicated, it assumed full responsibility for the financing of relief and rehabilitation supplies for several countries previously aided by the military, and, furthermore, took on such responsibility also in countries which had not hitherto received assistance from any source. The principal area of UNRRA operation has been in the Balkans and in Italy, where the combined United States-United Kingdom military authorities had assumed and, in fact, insisted upon full responsibility for relief until they could determine that it was possible for military responsibility to be relinquished. They decided to do so at the beginning of the quarter--a decision which the Administration had been urging. Thus the Administration assumed the responsibility for the financing of relief and rehabilitation supplies delivered for Greece on 1 April 1945, and for Yugoslavia on 19 April 1945. Under the arrangements with the military authorities, UNRRA financed such supplies in the two countries as the military had on hand for civilian relief and rehabilitation purposes at the time UNRRA assumed responsibility and also paid for such supplies as the military imported during the months of April, May, and June. Those supplies, together with goods which UNRRA imports directly,

including supplies sent in April and May to supplement the supplies delivered by the military, are being turned over to the Greek and Yugoslav Governments for distribution.

First UNRRA shipments of relief and rehabilitation^{supplies} to Czechoslovakia and Poland began to arrive at their destinations in the second quarter of 1945. The shipments to Italy under the UNRRA limited relief program for that country continued at a steady rate, although in the shipment of relief supplies to Poland and Czechoslovakia, considerable difficulties were encountered from the standpoint of shipping. The tonnage shipped in May to these countries was lower than originally planned, because it was not until late in the month that the shipping authorities could establish the fact that cargo could be safely unloaded at Constanza, Rumania, the only port available for UNRRA shipments to these two countries.

Albania

An agreement between UNRRA and Colonel-General Enver Hoxha,^{as} head of the National Liberation Government of Albania, has been under discussion for some time and is expected to be signed shortly. The United States-United Kingdom military authorities, who, since April, have been in charge of relief in Albania, have been anxious to turn over the responsibility for relief to UNRRA. When they entered the country they were accompanied by a small number of UNRRA representatives who have assisted and advised in the distribution of supplies. Military Liaison relief shipments to Albania up to 1 June amounted to 2,800 tons of food, 305 vehicles, and 753 tons of military stores.

UNRRA officials in Albania have been engaged in negotiations with General Hoxha regarding the terms of the agreement, which is expected to concern relief and rehabilitation supplies rather than services. On 28 May the Director General determined that Albania was not in a position to pay for relief and

rehabilitation supplies with suitable means of foreign exchange. The UNRRA Mission, on the basis of requests of Albanian authorities and their own investigations, has submitted a target program for August arrivals consisting of 10,372.54 tons. The reception capacity of Albania's single^{available} port of Durres (Durazzo) will not exceed this quantity in August. Food is the major item and agricultural rehabilitation equipment is second in quantity; clothing, textiles, and industrial rehabilitation equipment are among the other commodities scheduled for shipment.

The requested items are already under procurement and first loadings for Albania from the United States and the United Kingdom will take place in July for August arrival. UNRRA assumption of responsibility for relief in Albania is not expected before 15 July.

Czechoslovakia

Supplies for Czechoslovakia must be shipped to Constanza on the Black Sea and then overland by rail to the Republic through facilities secured by arrangement with the Soviet Government. Despite these difficulties in transportation, UNRRA will have shipped to Czechoslovakia, by the end of June 1945, relief and rehabilitation supplies estimated at 84,701 long tons. The first UNRRA train of 250 freight cars arrived in Prague from the coast on 1 June, and a few days later the arrival of 650 freight wagons of UNRRA supplies in Western Slovakia was also reported. The supplies delivered to Czechoslovakia consisted chiefly of food but included also seeds, clothing and textiles, shoes, medical supplies and equipment, trucks, some raw materials, and machinery.

The difficulties of distribution in consequence of the destruction of virtually all modes of transport after the German occupation are exceedingly great. The Czechoslovak Government has requested that UNRRA emphasize the immediate supply of trucks, and UNRRA has already delivered to Czechoslovakia

approximately 1,000 trucks of various types. .

A nuclear group of the UNRRA Mission to Czechoslovakia arrived in Prague on 23 June. The Mission, headed by Peter I. Alekseev, a citizen of the USSR, consisted of ^{sixteen} / persons including experts in supply and ⁱⁿ agricultural and industrial rehabilitation.

Greece

The Administration's allocation of shipments in any given period is to some extent determined by the reception capacity of the recipient country's ports. Since Greece has been much more fortunate in that respect than other liberated countries of Southern Europe, UNRRA has shipped in the past quarter a far larger volume of supplies to that country than to any other country. UNRRA's cumulative shipments to Greece as of 30 June totaled ^{long} 842,426 tons, of which ^{long} 145,000 long tons were purchased from the military. Of the supplies shipped, ^{long} 142,552 tons were food, and the rest were distributed among agricultural and industrial rehabilitation equipment, clothing, textiles, footwear, and medical and sanitation supplies. As of 30 June _____ tons, of which _____ were grain and flour, had actually reached Greece.

In June the emphasis shifted from food to raw cotton, wool, and other raw materials needed to assist the Greek people to produce their own textiles and clothing, as well as to build shelters in those areas where homes were destroyed by the enemy. Beginning with the month of July UNRRA will procure independently of military pipelines all supplies needed by Greece. Both the Greek Government and the UNRRA Mission to Greece have urged the Administration to accelerate the shipment of all supplies, since early arrival is essential to the revival of the Greek economy and the prevention of human suffering in the coming winter.

The UNRRA Mission has, at the Government's request, given technical advice

on distribution, transport, and other matters connected with the organization of relief and rehabilitation operations. This function has been facilitated by the formation of an informal committee, consisting of UNRRA executives, Greek Government officials, and British and American financial and economic specialists, to which will be added representatives of other nations as they become available. Guided in some respects by the information and counsel which UNRRA has offered, the Greek Government has in the past quarter initiated a number of legislative and administrative measures which should contribute greatly to the effective distribution of UNRRA supplies as well as to the general alleviation of the country's economic problems. Thus, shortly after the UNRRA-Greek Agreement of 26 March, the Government issued a law for the purpose of coordinating government action relating to the management of supplies imported by UNRRA. Further, it issued a law governing public assistance and in particular specifying the classes of persons who are entitled to receive public aid. Specified groups in every local community will determine the persons who should receive UNRRA supplies free. More recently the Government has centralized control over the whole range of Greek economy and has issued decrees designed to cope with inflation.

A special agreement has been made between the Minister of National Economy and UNRRA by virtue of which UNRRA will import supplies to cover about 80 percent of the needs in those fields where industrial development is essential to the relief and rehabilitation of the country. UNRRA has already loaded cotton and wool for the textile industry and certain chemicals and rock phosphate

for the production of fertilizers and pesticides. The largest single industrial rehabilitation project is the one for a supplementary water supply system to Athens. More than five miles of large high-pressure steel pipe, pumping equipment, and power transmission lines are being imported to tap a new source of water supply at Sculi to supplement before December the dangerously low Marathon Reservoir. Under present conditions of scarcity of such steel pipe this is a very considerable achievement. The transport situation, though still very difficult, has recently been improved. A number of trucks have been obtained from the 740 left in Crete by the Germans, and additional trucks are expected to be allotted to Greece from army surpluses available in the European theater. Furthermore, shipments from the United States during the second quarter included over 400 trucks. Four thousand truck tires have been allocated to Greece and are scheduled for shipment in the near future. These will aid in placing in operation the 1500 indigenous trucks immobilized at present by lack of tires and spare parts. The UNRRA Mission in Greece has sent representatives to Teheran to explore the possibility of obtaining surplus Army transport which may be available there.

UNRRA is aiding in a shelter program for the rural and mountain population whose homes were destroyed by the enemy. Ten million board feet of lumber have been definitely allocated for procurement in the United States. One thousand tons of corrugated iron are expected to be shipped from the United Kingdom to Greece in July. Procurement action for the remainder of the iron required for the program has been initiated.

In the field of agricultural rehabilitation there are serious difficulties because, although the acreage planted this season is apparently larger than in recent years, the yield is not expected to be very high due to the lack at the time of the spring planting season of fertilizers, pesticides, draft animals, tractors, and other needed agricultural equipment. These difficulties are all being alleviated through the shipment of fertilizers, pesticides, draft animals, and tractors to Greece and the provision of technical personnel by the Mission, which the Greek Government is using in every phase of the agricultural and fisheries rehabilitation program. Further, UNRRA, recognizing the critical character of the livestock situation in Greece, is shipping livestock and livestock feed under priority in an effort to help in the replacement of some of the destroyed livestock of the country, of which over 50 percent has been annihilated. With the help of the Church of the Brethren, which is co-operating with UNRRA on the livestock rehabilitation program, UNRRA has shipped, since the latter part of June, 1,292 mares, 335 heifers, and 12 bulls.

Italy

UNRRA has in Italy a limited program of relief and rehabilitation in accordance with Council Resolution No. 58, which authorizes the provision of medical and sanitary supplies as well as of ^{and welfare services} supplies/needed in the care of, . . . children and nursing and expectant mothers. In the period covered by this report, UNRRA has shipped to Italy nearly 75,000 long tons of supplies, consisting preponderantly of foodstuffs for supplementary feeding of mothers and children. For the distribution of these

supplies UNRRA and the Italian Government have selected local Italian agencies and institutions which, it is expected, will eventually number more than 800.

The first food distribution in the seriously devastated central provinces of Frosinone, Chieti, Aquila, Pescara, and Latina has been completed. In towns where schools had been demolished, local convents and children's institutions served hot meals to the children in temporary schoolrooms. Almost all the 200 children's institutions in the Province of Naples are receiving UNRRA food, benefiting 17,000 children. In the City of Naples more than 75,000 mothers and children are being reached; more than 20,000 of the school children are receiving food through the elementary schools, which will remain open throughout the summer to facilitate the lunch program. In Rome, milk and other foods supplied by UNRRA are regularly reaching 21,000 mothers and children; in addition, on 11 June an emergency school lunch program for 37,000 of the poorest children in 167 schools of Rome and its suburbs was begun. Food in Rome is also distributed to about 2,500 displaced United Nations nationals and stateless persons.

At the end of April, the UNRRA Mission reached an agreement with the Government on the shipment of about 8,000 tons of food to every province in liberated Italy that is not in military government territory. This will place in the provinces supplementary food to feed about a million children 750 calories a day for one month. The actual rate of feeding will, however, be determined by the need as ascertained by the provincial committees on the spot, in consultation with the UNRRA local representatives.

Poland

By the end of June relief and rehabilitation supplies, financed by UNRRA and shipped to Poland, amounted to approximately 90,000 long tons valued at approximately \$33,400,000. The major portion of the cargoes consisted of food (73.1 percent) and agricultural supplies (13.8 percent). The remainder (13.1 percent) comprised clothing, and industrial/^{rehabilitation} and medical supplies. In connection with the Administration's preparation of plans for supply procurement and shipping programs for Poland for the third and fourth quarters of 1945, the Polish Provisional Government of National Unity was requested to provide specific information regarding needed supplies.

On 22 May the Lublin radio broadcast that the first transport of 50 railway cars laden with trucks sent by UNRRA arrived in Lodz. At the end of May the radio station of the Polish Provisional Government announced the arrival of over 500 freight cars of UNRRA relief supplies. There was emphasized the co-operation of the Soviet authorities and the Allied Control Commission in Romania in arranging for transportation of the supplies from the port of Constanza to the territory of Poland. In the very near future, shipments to Poland will undoubtedly be direct to Polish ports. Very recently the Provisional Government advised that final preparatory work is being done to make the Polish ports of Gdynia and Gdansk available to receive UNRRA cargoes and asked that UNRRA investigate the possibility of directing to those ports vessels with UNRRA supplies for Poland.

The development of closer relations with the Polish Provisional Government and the Administration is reflected in the regular and increasingly frequent exchange of cablegrams on various matters. Henceforth the ^{Polish} Provisional Government of National Unity at Warsaw will receive all the official material which UNRRA sends to ~~the~~ other member governments. This relationship will be advanced by the forthcoming visit of the UNRRA temporary delegation to that country. The Provisional Government has advised that it is ready to accept the delegation. The personnel is assembled at Headquarters in Washington and is awaiting final transportation and visa arrangements before departing for Poland.

During the month of June, the ^{Polish} Provisional Government of National Unity designated Judge Wlodzigerz Rzymowski to represent it at UNRRA's London Office, and Dr. Ludwig Rajchman to represent it at UNRRA Headquarters. The necessary contact with Dr. Rajchman was established, and a few conferences have been held to discuss problems of UNRRA relief to Poland.

Yugoslavia

The first relief and rehabilitation supplies which UNRRA delivered to Yugoslavia were those which it purchased from the military authorities on 15 April when UNRRA's responsibility in Yugoslavia began. The supplies procured for Yugoslavia from the military during April and May amounted to 70,000 tons. UNRRA began a supplementary loading program in May, and its first two

ships arrived at the Yugoslav port of Split in the month of June, carrying approximately 10,700 tons. The total tonnage shipped to Yugoslavia during June, procured independently of the military, is estimated at 98,930 long tons, consisting chiefly of food and agricultural rehabilitation supplies. As of 30 June UNRRA's estimated cumulative deliveries or shipments ^{to Yugoslavia} were approximately 208,930 long tons. The major commodities shipped were wheat and cereals but there were also substantial quantities of clothing, footwear, wool, and agricultural equipment.

Yugoslavia is in particular need of two types of supplies, which, as yet, it has been possible to deliver only in very inadequate measure. One is transport equipment, especially trucks, which are required for the distribution of UNRRA food as well as for the general revival of the Yugoslav economy. It has been reported that in Sarajevo, as of 23 June, only three trucks were available for the distribution of food and other supplies for a population of 120,000 persons. In June alone approximately 700 trucks were shipped to Yugoslavia, but the shortage is still great and the Administration is making strenuous efforts to effect a rapid solution of the procurement difficulties inasmuch as the success of its program in Yugoslavia is so largely involved. But at the same time it will be necessary to obtain, for the operation of the trucks, larger deliveries of petrol, oil, and lubricants, the shipment of which to the Adriatic Coast has recently, because of military needs, encountered obstacles.

Another pressing supply need of Yugoslavia is in the field of agricultural rehabilitation equipment, especially tractors, which are required for the planting of the crops by farmers whose mechanical equipment was looted by the enemy. In May and June fifty tractors financed by UNRRA were flown from Cairo in order that they might be on time to aid in planting the spring crops in Northern Yugoslavia.

A basic difficulty which has impeded UNRRA's shipments to Yugoslavia is the problem of adequate ports. UNRRA's shipments to Yugoslavia in the past quarter have been made entirely to Split and Dubrovnik; these ports do not have a sufficient capacity for large ships, and it has thus been necessary to transfer UNRRA supplies to smaller vessels in Italian ports. Certain recent developments, however, offer a prospect of substantial improvement. The ports of Trieste, Zadar, and Sibonik have been made available and they will be used as soon as arrangements can be effected with the military. Further, the Soviet Government agreed in June to receive UNRRA supplies destined for Yugoslavia in any United Nations ship at all Bulgarian ports on the Black Sea and at certain Romanian ports on the Black Sea and the Danube.

THE FAR EAST

China

Aside from medical training and agricultural rehabilitation items, UNRRA has not yet provided relief and rehabilitation supplies to China.

There are in existence, however, three programs for China which have been recommended by the China Office and which will be carried out as soon as military developments and transportation conditions permit.

1. Over-the-Hump Program. This consists of about 60 tons which UNRRA has promised to fly into China after delivery by boat to Calcutta. The supplies consist of the following:

| | Tons |
|------------------------------|-----------------|
| Medical training supplies | 50 |
| Veterinary training supplies | 5 |
| Seeds | 2 $\frac{1}{2}$ |
| Agricultural hand tools | $\frac{1}{2}$ |

Twenty tons of these supplies have already sailed from New York. The remainder will probably be shipped during the third quarter of 1945.

2. Back-Door Program. On 27 May the Chinese Government and UNRRA's China Office requested 30,000 tons of supplies for emergency relief needs which must be met before a port is available. These supplies consist of the following:

3,000 trucks, other vehicles, and ancillary supplies

Relief and rehabilitation payload, consisting of:

- a. Railway repair and communication equipment
- b. Industrial equipment
- c. Camp and welfare supplies
- d. Agricultural rehabilitation supplies
- e. Concentrated foods and vitamins
- f. Clothing (mostly used)
- g. Medical supplies

This request has been approved for procurement. Shipping is tentatively scheduled for the period August - December 1945. Actual shipment will

depend on the ability of the China Office to assure warehousing in Calcutta and military approval for movement of the goods from India.

3. Ports Program. On 12 June the Chinese Government and the China Office sent an "interim firm request for 800 thousand tons, \$192,000,000 program" to cover long-lead items and early requirements after the first Chinese ports are open for UNRRA shipments. The China Office urgently recommends development, budgeting, and procurement of this program. In developing this program, technical work will have to continue in Chungking and Washington before the China Office will be in a position to detail its requirements in accordance with approved procedure. In the meantime, the approval of a \$192,000,000 budget is pending at UNRRA Headquarters.

EMERGENCY AID SUPPLIES

Under the resolution of 26 February 1945, adopted by the Central Committee, the Administration was authorized to provide emergency relief supplies and services for special and supplementary relief in any particularly devastated districts in liberated areas in which immediate distress exists and to undertake such emergency provision "although the government of the area concerned has not applied to be adjudged unable to pay under the provisions of Resolution 14 of the Council." In accordance with this resolution the Administration in the past quarter has undertaken measures of relief in both Western and Northern Europe and in the Far East.

Western and Northern Europe

While the countries of Western and Northern Europe have sufficient means of foreign exchange to purchase their own supplies, they are often unable to set in motion with sufficient speed the processes of procurement

necessary to relieve promptly the lack of food, clothing, and other necessities of life in particularly devastated areas. To obviate this difficulty the Administration set aside, under the Emergency Aid Resolution, a provisional fund of \$10,000,000 for procurement of emergency relief supplies for Europe, and delegated to its European Regional Office the full responsibility for carrying out this program. Headquarters, of course, is prepared to assist the European Regional Office whenever necessary. The latest data available in Washington show that, as of 11 June 1945, 607.5 long tons of food, soap, clothing, and miscellaneous supplies had been shipped and distributed as follows:

| Country of Destination | Miscellaneous Supplies Shipped by ERO (in Long Tons) |
|---------------------------|--|
| France | 413.5 |
| Belgium | 33.8 |
| Luxembourg | 14.2 |
| Netherlands | 52 |
| Norway | 24 |
| Total | 607.5 |

In addition, 338 long tons of supplies were awaiting shipment at that date. While the quantities set forth are relatively small, it must be remembered that it was the purpose of the Emergency Aid Resolution only to authorize special and supplementary relief. It should also be borne in mind that the shipments are in most cases not for the general population of the countries concerned but only for certain groups in particularly devastated areas, such as the "sinistres" of France, who have suffered the loss or destruction of home and property.

The Far East

On 26 March 1945, in response to a communication from President Osmena of the Philippine Commonwealth, the Administration set aside a provisional fund of \$1,000,000 for procurement of emergency relief supplies for the

devastated districts of the Commonwealth. On 12 April the Philippine Government accepted this offer, and later it presented to the Administration a list of emergency relief requirements. Most of the supplies have already been procured, and the ship to take these supplies to the Philippines was being loaded at the end of June 1945.

CONTRIBUTED SUPPLIES

Used Clothing Collection

The United National Clothing Collection in the United States, which was organized by UNRRA together with the American Council of Voluntary Agencies and carried on with the participation of national, educational, labor, religious, social, and other groups, extended through the greater part of the second quarter of 1945. The reports from over 7,000 local committees organized throughout the United States record over 150 million pounds of clothing collected. To meet the immediate great need for clothing, the first 50 million pounds collected were allocated as follows:

| | <u>Pounds</u> |
|---|---------------------------------------|
| Albania | 300,000 |
| Czechoslovakia | 2,000,000 |
| Greece | 3,000,000 |
| Yugoslavia | 5,000,000 |
| Poland | 5,500,000 |
| Belgium-Luxembourg | 1,500,000 |
| France | 4,200,000 |
| Netherlands | 2,000,000 |
| Norway | 500,000 |
| Philippines | 2,000,000 |
| U.S.S.R. | 12,000,000 |
| Italy | 2,500,000 |
| UNRRA Program for Italy | 500,000 |
| Reserved for UNRRA to meet emergency needs, including those in Far East | <u>9,000,000</u> <u>10,000,000</u> |
| Total | 50,000,000 |

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making
UNRRA is / the necessary arrangements for the shipment of the allocated quantities to all countries requiring its financial assistance and has offered to the countries not requiring its financial assistance to deliver free of charge used clothing allocated to them at shipping points in the United States designated by them. Among the countries in the latter category the following governments expressed their desire to accept this clothing from UNRRA for distribution in their liberated areas: Belgium, Denmark, France (for French Indo-China), Norway, the Netherlands (for the Netherlands the Philippine Commonwealth, East Indies), and the United Kingdom (for Borneo, Burma, Hong Kong, and Malaya). As shipping facilities become available for China, French Indo-China, the Netherlands East Indies, and the other areas in the Far East, clothing will be made available by UNRRA from the ^{9,000,000}~~10,000,000~~ pounds reserve set aside for urgent needs. With respect to the 12,000,000 pounds allocated to the U.S.S.R., the President's War Relief Control Board designated Russian War Relief, Inc., as the agency to receive the contributed clothing for shipment to the U.S.S.R. In Italy 500,000 pounds will be distributed by the UNRRA Mission and 2,500,000 pounds are being shipped for distribution by various relief agencies as agreed upon by the Italian Government and the UNRRA Mission.

As of 11 June 1945, more than 2,000,000 pounds had been made available for shipment to Greece, Italy, Yugoslavia, France, Belgium, the U.S.S.R., and the Commonwealth of the Philippines.

The great need for clothing and the success of the United National Clothing Collection in the United States has stimulated several other governments to organize similar drives. Canadian Government representatives have consulted with UNRRA officials on the Canadian drive, which is

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tentatively scheduled for 1 - 20 October. UNRRA, together with the Australian Council for UNRRA, an association of voluntary relief societies, is organizing a similar drive in Australia, and discussions are in progress for a similar drive in New Zealand. Representatives of the United Kingdom have discussed with the members of the Bureau of Supply a prospective campaign in the United Kingdom.

Other Supply Contributions

During the second quarter of 1945, the following contributions were offered and were either accepted or are now in the process of clearance:

| <u>Donor</u> | <u>Contributions Accepted</u> |
|---|--|
| ORT Federation | 25-50 sewing machines to be added to the initial contribution of 5 tons of hand tools and 50 sewing machines for artisans in Poland |
| Australian Voluntary Agencies | 60 pounds sterling contributed by Australian Voluntary Agencies through the UNRRA office in Sydney for use in Italy |
| Near East Foundation | \$3000 for purchase of medical books and supplies for the Rehabilitation Center in Athens |
| Plymouth Shops, Inc. New York City | 500 to 1000 pounds candy for distribution orphanage and children's institutions in Yugoslavia |
| Greek War Relief Assn. | 30 - 50 milk goats to be distributed in Greece |
| American Relief for Czechoslovakia | 50 cases of old clothing and 50 cases of new clothing contributed by the Christian Science War Relief Committee to Czechoslovakia Red Cross through UNRRA for distribution in Czechoslovakia |
| Lady Sinclair Fund (British Aid to Warsaw) | 40,000 pounds sterling for medical and veterinarian supplies for Poland |
| Girl Scouts of Joliet, Illinois | 57 sewing kits to be distributed to camps in Middle East |
| Herbert Little Washington, D. C. | \$28.10 for purchase of blankets for overseas relief |
| Paul Ladd, Bennington, Vt. | 1 ton soybeans for proposed distribution in Greece |

| <u>Donor</u> | <u>CONTRIBUTIONS OFFERED AND IN PROCESS OF CLEARANCE</u> |
|----------------------------|--|
| Brethren Service Committee | 100,000 to 150,000 bushels corn-on-the-cob for distribution in Greece |
| Brethren Service Committee | 100 Holstein bred heifers for distribution in Greece |
| World Jewish Congress | 20,000 pounds clothing for distribution to former inmates of the Bergen Belsen Camp in Germany |
| CIO - AF of L | \$85,000 for use to furnish and equip labor rest homes in Czechoslovakia |

A revision of Administrative Order No. 23 was issued on 12 June to define more specifically UNRRA's policies governing acceptance of contributions in funds or in kind, other than personal services, from non-governmental sources. The revised Administrative Order sets forth that contributions from non-governmental sources will be accepted by UNRRA unless the supply and shipping situation precludes procurement and distribution or the supply is not needed. It states further that, in every case of a gift from non-governmental sources, agreement will be entered into with the donor specifying terms and conditions consistent with the UNRRA agreement and the Council Resolutions; so far as possible, UNRRA will make every effort to fulfill its agreement with the donor, but whenever conditions beyond its control arise, UNRRA will exercise its best judgment in the use of its contribution and will endeavor to use such supplies in so far as possible in accordance with the desires of the contributors.

The Administration has recently enunciated the policy that receiving countries shall not be asked to reimburse UNRRA for the expenses incurred in connection with the handling of supplies contributed free by individual donors.

CHAPTER 2

DISPLACED PERSONS OPERATIONS

The care and repatriation of the millions of persons displaced from their homes and subjected to dire suffering as the result of Axis aggression and brutality was one of the principal purposes for which UNRRA was created by the United Nations. As soon as the military situation permitted and the consents of the governments and military authorities concerned were obtained, UNRRA began fulfilling this purpose through the administration of camps for displaced persons in the Middle East and adjacent areas. In the past six months the focal point of UNRRA's responsibilities has been shifting towards the Continent of Europe, especially Germany, where, as agent of the Allied military authorities, large numbers of UNRRA personnel are at the present time assisting in the greatest project for aid to displaced persons in all history.

Inasmuch as the operations in the Middle East arose out of prior commitments, the following pages will begin with a survey of UNRRA's activities in aid of the displaced persons in that area.

THE MIDDLE EAST

At the end of March 1945, there were nearly forty thousand refugees, largely Yugoslavs and Greeks, in six camps under UNRRA's administration in the Middle East. Early in April, after months of careful planning with the military authorities, UNRRA launched the repatriation operations which are designed to return to their homes approximately fifty thousand Greek, Yugoslavs, and Poles, including many outside of UNRRA camps as well as those within.

On 10 April the first group of five hundred Greeks, supplied by UNRRA with necessary clothing, left for their homes in the Aegean Islands under the care of

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UNRRA personnel. Up to 30 June, slightly over three thousand refugees had been returned to Greece. The further movement of Greek refugees from United Nations camps, and of Greeks outside of those camps for whose repatriation UNRRA is responsible, has been scheduled in accordance with the capacity of the Greek Islands concerned to absorb both these refugees and the military personnel of Greek battalions which had been civilianized on their return. Thus the remaining Greeks will be repatriated in approximately the following order: 2,500 from UNRRA's Muscirat camp in July; 2,500 from Palestine and Lebanon, who have been maintained by the Greek Government, late in July; and 5,000 from Cyprus early in August.

1,300

Shortly after the departure of the first Greeks, Yugoslavs were despatched on their way to their homeland. To date a total of 12,600 Yugoslavs has been repatriated, and, if shipping facilities are available, it is expected that all Yugoslavs desiring repatriation will have been returned by the middle of August. In addition UNRRA will repatriate some 2,000 Czechs who have been residing in Palestine during the war.

Thus repatriation from the Middle East is a continuous process. Refugees are being received at ports in Greece and Yugoslavia by representatives of their own Governments and of UNRRA, while simultaneously those who have not yet been repatriated are preparing for their departure. Individuals whose clothing does not meet UNRRA standards are receiving shoes, coats, and whatever may be necessary to insure that each refugee is adequately outfitted. UNRRA personnel are endeavoring to see that all the multitudinous details connected with repatriation have been arranged. The operating personnel of the camps are, for the most part, UNRRA civilian employees. The Middle East camps were originally established by the British military authorities, and operated for some months with mixed

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military and civilian administration. Members of the British forces serving in UNRRA camps were recently given an opportunity to join UNRRA as civilians, in order to increase as much as possible the proportion of civilian personnel.

As refugees are returned, the number of camps under UNRRA's jurisdiction will diminish. The camp at Moses Wells, which originally was built and operated by the Egyptian Government as a sanitary station, has been turned back to the Egyptian Government. Tolunbat will be closed as soon as the Yugoslavs from there are repatriated. Muscirat will be returned to the military about the middle of July, and the refugees who have not been repatriated by that date will be transferred to El Shatt. The large camp at El Shatt and that at El Arish will remain open for the accommodation of the remaining refugees.

By the end of the summer the residual load of camp population in the Middle East will probably include those Royalist Yugoslavs who are unwilling to return to Yugoslavia, numbering approximately one thousand to fifteen hundred persons, and the six thousand Dodecanese who cannot be repatriated at present because neither food and shelter nor work is at present available in those islands, which only recently have been freed from German and Italian occupation. The third component of the camp population will be ^{4,500} Greeks who have been in refugee camps in Ethiopia, Tanganyika, the Belgian Congo, and Ruanda Urundi. These will live in UNRRA's camps while awaiting transport ^{to their homes} after their journey from ~~the~~ East Africa ~~region~~ to the Middle East.

The repatriations from the Middle East were the first large-scale movements of displaced persons for which UNRRA has been responsible, and as such they have provided valuable experience for later operations.

SOUTHERN EUROPE

Whereas UNRRA's assistance to displaced persons in the Middle East rests upon authorization by the military, its aid to such persons in two countries of Southern Europe--Greece and Italy--is based upon agreements for relief and rehabilitation concluded with the authorities of those countries. UNRRA is transporting to Greece and Italy large numbers of their nationals displaced in other countries, is assisting in their reception and care upon arrival in their homeland, is caring for the Greeks and Italians who have been displaced within their own countries, and is now helping Italians as well as Greeks found in enemy territory. Furthermore, in accordance with Council Resolution No. 57, UNRRA is now extending care to displaced persons of United Nations nationality or stateless persons found in Italy, and in accordance with Council Resolution No. 47 is responsible for the removal from Greek soil of Bulgarian nationals intruded into that country.

Greece

The problem of "trekkers" who are managing their own repatriation, often at the cost of great personal hardship, is becoming particularly serious in Greece, where deported Greeks have been making their appearance at the northern Greek frontier. The Administration is not only assisting the Greek Government in caring for these nationals, but is also making efforts on behalf of others who are still inside adjacent Balkan countries. Thus the Administration has requested that arrangements be made as early as possible to have the Government of Bulgaria remove the Greek nationals who are displaced in Bulgaria to designated centers on the Greek border, and to be prepared to accept the Bulgarian nationals now in Greece who desire return to their own country.

~~much~~ Greater numbers of internally
displaced persons are concentrated in
the northern part of Greece, ^{composed of} persons
who fled from the Bulgarian held territories
and coming to the Salonica area. Their re-
patriation ~~of which~~ will be undertaken
by the G. Government with UNRRA
assistance.

In June the Premier of Greece held a meeting with several of his Ministers to discuss the repatriation of the Greek hostages, prisoners, and workers in Germany, estimated to number about 120,000. UNRRA is lending aid in repatriating these Greek nationals. The Greek Government, assisted by UNRRA, is undertaking the provisional accommodation of arriving refugees in reception centers and is dispatching them to their former places of residence.

Every effort has been made to expedite the return to their homes of approximately 14,000 internally displaced Greeks who, at the beginning of April, were in Athens. ✓

Italy

In Southern Italy, UNRRA has complete administrative control of four camps and two hospitals, with a population of somewhat over two thousand United Nations nationals and stateless persons. Operation and maintenance of these centers were formally transferred from the Displaced Persons and Repatriation Sub-Commission of the Allied Commission to UNRRA on 1 May, although prior to that time there had been a gradual transition from military control to that of UNRRA by the infiltration of UNRRA personnel into the camp staffs. The capacity of these camps and hospitals greatly exceeds their present population; thus they could receive additional refugees who might be sent down from the north.

During the past months, preparations were made in these camps for the reception of about two thousand persons, for the most part Hungarian Jews eligible for UNRRA assistance under Council Resolution No. 57, who were to reach Italy through Switzerland. These persons had come to Swiss territory from Germany while hostilities were still in progress and desired eventual resettlement in Palestine. The administration agreed to accept them at the Swiss

border and transfer them to its camps in South Italy until such time as they could be sent to Palestine. Arrangements were made for their transport by the military, and the Italian Mission dispatched personnel to accompany them. At the last moment, however, these refugees were taken directly to Palestine, in accordance with their preference.

Assistance in the form of cash grants and food rations is being given to United Nations nationals and stateless persons who are outside of camps, under a scheme which went into effect on 1 April 1945. The program of cash assistance covers the costs of the basic primary items of food, rent, fuel, and miscellaneous living expenses, excluding medical care, which is otherwise provided for. The scale of assistance is computed separately for different localities and varies with the size of the family. Determination of eligibility and need, according to fixed criteria, is made on the basis of information supplied on the applications and obtained through individual interviews by welfare personnel. A program of assistance in kind, consisting of the issuance of supplementary food rations, went into effect in the Rome region on 25 April.*

A number of voluntary agency teams attached to the Italian Mission have been working since December 1944 in close cooperation with the Italian High Commissioner for Refugees on behalf of Italians who were compelled to leave their homes because of the war. These teams were engaged in such tasks as moving refugees back to their homes, issuing to them such items as food, used clothing, soap, and evaporated milk, and assisting in various ways in the care of refugees in camps established and administered by the Government. The quality of the work accomplished by these teams has been so satisfactory that in April the Chief of the Italian Mission requested that a number of additional

*See "Italy" in Chapter 1.

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teams be detailed to the Italian High Commissioner for Refugees.

At a meeting on 28 May, the Central Committee authorized the Administration to extend assistance to Italian nationals displaced in enemy or ex-enemy areas, thus making it possible for UNRRA to assist in the care and repatriation of an estimated 700,000 Italians displaced in Germany and Austria and about 4,000 in Bulgaria. Plans are now being made by the Italian Mission for assistance to these persons as soon as they cross the Italian border.

In the meantime, considerable numbers of Italians who have been externally displaced are, on their own initiative, pouring into Northern Italy and wandering southward. UNRRA has been requested by the military authorities to assist in the care of the greatest possible number of these refugees. Arrangements have been made to accommodate a portion of them in the camps in Southern Italy, which previously sheltered internally displaced Italians who currently are being returned to their own localities in Central Italy. In addition, UNRRA is establishing camps in Northern Italy to receive the returning refugees. Thus a transit camp has been established at Ortona for approximately 15,000 Italian refugees who are expected to pass through on their way to the central and southern provinces.

WESTERN EUROPE

UNRRA's operations for displaced persons in United Nations territories are dependent, of course, upon requests for assistance from the governments of those territories. In February 1945 the Administration offered to France aid for displaced persons of United Nations nationality in her territory. That offer has recently been accepted, and negotiations are now in progress to determine what aid is desired and can be given. Further, as of 5 May, UNRRA had shipped to France 171 tons of supplies, consisting mostly of food and clothing, for United Nations displaced persons. Supplies for such a purpose are not subject to reimbursement by the recipient country.

In all the countries of Western Europe UNRRA's representatives are in consultation with the government authorities regarding the return of their nationals from enemy territory as well as concerning the securing of personnel for displaced persons operations in such territory.

GERMANY

Since November 1944, when SHAEF and UNRRA signed an agreement providing for UNRRA's assistance to the military authorities in the care of United Nations displaced persons in enemy territory, the Administration has been engaged in the various phases of a vast effort designed to provide the military with four hundred and fifty teams at the earliest possible time. The preliminary phases of this effort were recruitment and training, including the establishing of a Mobilization and Training Base at Granville, France, where those assigned to operations in Germany could be given final training, organized into working teams, equipped, and held in readiness for deployment. As of 31 March recruitment was still far from complete, and only sixteen teams had actually

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been deployed into Germany. As of 30 June the recruitment phases had been virtually completed; the great majority of the recruits had been trained; and over three hundred teams, comprising over two thousand persons, were actually engaged in operations among displaced persons in Germany. The remainder were in readiness to be deployed ^{at} as rapid a rate as the military are now able to apply to the process of despatch to the field. Any further personnel required will be recruited on the Continent from among the displaced persons or from civilianized military personnel.

The teams are groups of persons with diverse skills required in the task, each able to act as an independent unit in the management of any particular aggregation of displaced persons in an Assembly Center, i.e., a camp for their accommodation.

/ The original plans for Assembly Center personnel called for teams of thirteen persons--a director, deputy director, health and welfare personnel, and administrative officers to manage mass feeding, warehousing, supplies, and transport. The teams which have actually been sent out into the field to work under SHAEF's jurisdiction do not comprise a full complement of persons, but rather constitute "spearhead" teams averaging seven or eight persons, selected to fit the requirements of a particular Assembly Center and to supplement the Army's needs. Whenever it is possible to do so, these teams are forwarded with motorized equipment. Some difficulties, however, have been encountered in obtaining the desired vehicles.

In all cases UNRRA personnel are under the jurisdiction and direction of the military authorities, who bear the major responsibility for supplies, shelter, and transport as well as for basic policies. But the degree of responsibility which the military delegate to UNRRA personnel in a specific

Center is often a large one. In approximately one-third of the Assembly Centers to which UNRRA teams were assigned, the military detachment has already withdrawn, leaving the UNRRA team director and his staff in complete charge of the Center. In the Centers where military detachments have remained, the UNRRA staff assists in the management of the camp and prepares to assume complete administrative responsibility upon the withdrawal of the detachment.

Conditions in the Centers to which UNRRA personnel are assigned vary greatly. In some camps, the several nationalities may be segregated, while in others, more recently established, there may be a confused mass of nationalities. The displaced persons in some Centers are in relatively good health, not too poorly clad, and capable of considerable cooperation in the management of ^{their} affairs; in others they may be characterized by destitution, rampant sickness, and depletion of initiative. Shelter and sanitation range from the primitive to a reasonable degree of comfort, but more often than not must be developed to adequacy by considerable labor and ingenuity.

The first tasks of personnel engaged in work for displaced persons are to acquire adequate and sanitary shelter, to ensure that all displaced persons are given medical care or at least dusted with DDT powder against the ever-present threat of typhus, and to provide food. These tasks are not simple when shelter, in the formal sense of walls and roofs, scarcely exists in many cities, when the only water supply may be an outdoor pump, when food must be collected from the Germans before it can be disbursed, and when medical supplies are sometimes dangerously inadequate. In solving all these problems, UNRRA people play their part, perhaps not always under conditions which permit them to apply scheduled policies as they would like, but certainly always helpfully, and in the spirit contemplated at Atlantic City and Montreal.

In the near future, when all UNRRA's teams will have been deployed, and, accordingly, its administrative machinery will have attained a greater flexibility and adaptability, UNRRA's responsibilities may be expected to become broader than has been possible in the first few months of operations. Already the Administration has been vested by SHAEF with a large degree of responsibility in respect to supplies for displaced persons, although this is but little reflected in the shipments for the past quarter. At SHAEF's request, UNRRA is now procuring emergency welfare supplies for displaced persons in Germany. These will consist in part of food and clothing. An expenditure of \$13,000,000 has been approved for 48,000 tons of food and 6,000 tons of clothing. In addition, UNRRA has programmed a maximum of \$4,000,000 for recreational equipment and children's clothing. Efforts are also being made to secure the co-operation of voluntary agencies for the latter program for assistance both in cash and in kind. Procurement is in process for both programs, and shipment will be expedited.

Merely as an instance of the recent growth of UNRRA's usefulness to the military, one may cite the recent request of the Displaced Persons Branch, SHAEF, that UNRRA provide a staff for dealing with the great influx of inquiries which come to SHAEF regarding missing relatives who are believed to be among the displaced persons in Germany. UNRRA has agreed to furnish a staff for a tracing bureau which will undertake (1) to deal with inquiries regarding displaced persons in Germany and (2) to process and distribute lists of displaced persons registered in concentration camps. Under consideration by the Administration are several other new responsibilities, such as the taking over of complete operation of the former concentration camps in the SHAEF zone of occupation, the elaboration of plans for the preliminary care of orphaned and unaccompanied children, and the clearance, in conjunction with the military, of offers by voluntary agencies or governments for their long-term care.

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The prospective replacement of SHAEF by the Allied Control Commission is expected to involve a broadening, not only of UNRRA's administrative responsibility for displaced persons, but also of its freedom of action in the making of policy and in the degree of control which Headquarters may exert over the personnel carrying out policy in the field. Arrangements are now being worked out for this stage of UNRRA responsibility.

AUSTRIA

UNRRA will assist the Supreme Allied Command, Mediterranean Theater, in displaced persons operations in Austria in consequence of an agreement signed in May at Caserta between AFHQ and UNRRA. The Agreement provides (1) that UNRRA is to assist in the maintenance of health, welfare, and movement of United Nations nationals and stateless persons displaced in Austria, and in the repatriation of nationals of the United Nations; (2) that subject to approval by SACMED, UNRRA liaison officers, with any staff agreed to be necessary, shall be attached or assigned to the G-5 Division of Allied Force Headquarters or to such other military formations as may be decided upon to assist in co-ordination of planning and subsequent operations; (3) that in order to facilitate the transfer to UNRRA of such functions as the Allied national authorities concerned may desire, UNRRA will provide such personnel as may be agreed with SACMED for the purpose of planning and assisting the military authorities in carrying out the operations contemplated in the Agreement. Such personnel will be furnished either as individuals or in the form of detachments. They will be under the orders of SACMED and, when consistent with military operations, of the chief UNRRA officer for displaced persons in Austria.

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A representative of UNRRA has been attached to AFHQ in Austria and has been investigating the numbers of displaced persons in Austria and other matters which will affect UNRRA's role in the displaced persons program in that country.

REFUGEES AT FORT ONTARIO

Following a series of conferences between the Administration, the President's War Refugee Board, the Intergovernmental Committee on Refugees, and the War Relocation Authority, on 23 May 1945 the Administration agreed to undertake the return of those refugees in the War Refugee Board Center at Fort Ontario, Oswego, New York, who wish to return to their countries of origin and are acceptable there. Pursuant to this agreement, thirteen Yugoslavs who indicated their desire to return to Yugoslavia were placed on the Gripsholm to be taken to Naples. There, after ~~obtaining~~ ^{had been obtained} clearance/with the Yugoslav authorities and with the military, they were assigned to the UNRRA Italian Mission for transport to Yugoslavia.

CHAPTER 3

HEALTH, WELFARE AND OTHER SERVICES

HEALTH

In the field of health services, especially vital today because of the danger of epidemics in war-devastated areas, the Administration has made substantial progress during the period under review. Notwithstanding the war-created shortages of medical and nursing personnel, it has been possible to staff within reasonable limits the expanding programs of health assistance which are being developed in the recipient countries.

Aid in the control of malaria has been of particular importance in the expansion of UNRRA's health services. Malaria, accentuated by war damage, is becoming a serious problem in Greece, Yugoslavia, and Italy. Unless special precautions are taken it will be spread, as in the past, by movements of refugees. During World War I malaria caused much serious illness, especially in Macedonia. To initiate or expand control programs along the modern lines developed during the war years, UNRRA is furnishing highly specialized personnel, supplies, and equipment.

Control of malaria and of other epidemics requires a large medical and nursing staff. Thus far, large numbers of such personnel have been despatched to the field by UNRRA only in connection with the displaced persons operations. Recruitment has been pursued for other areas as well, however, on the assumption that the requirements for health personnel will become substantially greater as operations are extended and as the specific health problems of the governments become more clearly defined. Two hundred and sixty-two non-indigenous health workers are now engaged by UNRRA for operations in the Middle East,

Albania, Greece, Italy, Yugoslavia, France, Belgium, Australia, and China. These include 79 physicians, 125 nurses, 35 sanitary engineers, and 23 persons who are engaged in related technical fields. Four of the physicians will be assigned to the Governments of Norway, Holland, Czechoslovakia, and Poland as soon as the Administration establishes a working organization within those countries.

The UNRRA program of health services includes, of course, the procurement of medical and hospital supplies. As an example of progress in this field, it may be mentioned that by 1 July UNRRA had shipped equipment for 123 200-bed hospitals, distributed as follows: Czechoslovakia, 15; Poland, 35; Yugoslavia, 63; Greece, 10; and, in addition, equipment for 480 40-bed hospitals, of which 70 were distributed to Czechoslovakia, 35 to Poland, 330 to Yugoslavia, and 45 to Greece.

Health Work among Displaced Persons

The provision of medical and nursing services is an important phase of UNRRA's responsibility in the care of displaced persons. Health protection must be rendered to them during their residence in UNRRA camps, and the process of repatriation requires teams comprised of health and welfare personnel to accompany each group of repatriates. A routine activity is disinfestation with DDT, in addition to medical care and general problems of sanitation.

For displaced persons operations in Germany, UNRRA has recruited more than nine hundred health personnel, mostly physicians and nurses. In the zone under American control UNRRA will supply doctors and nurses for Assembly Center teams. In the British-controlled zone medical officers, matrons, and quartermasters will supervise and control displaced persons hospitals staffed largely by displaced persons and Germans.

At the request of SHAET, five UNRRA doctors, all high-ranking nutrition experts, went to the notorious concentration camp of Belson in May to render assistance to the victims of Nazism there. The group included Colonel Virgil P. Sydonstricker, chief of UNRRA's nutrition section, and Dr. A. P. Moiklojohn, on leave to UNRRA from the Rockefeller Institute. A small hospital unit will shortly be sent to Belsen.

Albania

The Chief of the UNRRA Mission to Albania has studied health conditions and medical requirements in that country with a view not only to implementing the Military Liaison - UNRRA medical plan but also to elaborating a health program for the period of UNRRA responsibility. The list of medical requirements submitted by the Albanian authorities is being analyzed in the light of ML and UNRRA supplies.

Austria

Plans are being made for a medical program in connection with UNRRA's prospective displaced persons operations in Austria. Discussions have taken place between UNRRA representatives and the principal medical office of the Allied Control Commission for Austria, with a view to correlating UNRRA's medical work with that of the Allied Control Commission.

China

The medical members of the group of thirty-eight Chinese technical experts who were brought to the United States by UNRRA have made extensive studies of public health methods in United States cities, camps, schools, laboratories, and experimental stations.

Since sanitation is of basic importance in the relief work of China, their studies laid special emphasis on American methods of sewage disposal and water purification.

In May, UNRRA completed arrangements to send a number of medical and health experts to China to train personnel in medical centers to be established by the Chinese Government. Fifteen have thus far been requested, including surgeons, internists, public health engineers, nurses, rodent and vector control experts, a gynecologist and obstetrician, an expert in maternal and child hygiene, a visual education expert, a bacteriologist, an epidemiologist, and a radiologist.

In connection with the recent serious outbreak of cholera in Chungking, UNRRA has been requested to furnish about three tons of medical supplies ^N and equipment and nine medical experts to assist in combating the epidemic.
Czechoslovakia

One of the supplementary agreements signed between UNRRA and Czechoslovakia in April relates to health services. These will be provided and administered by the Czechoslovak Government and will be financed in whole or in part from the net proceeds derived from the sale, lease, or other transfer of relief and rehabilitation supplies furnished by the Administration. The Administration, however, will assist in furnishing health services, if so requested by the Government, in accordance with plans agreed upon between the Government and UNRRA.

The Administration has helped to conclude an arrange-^{ment} whereby equipment for a nationwide tuberculosis program will be supplied to the Czechoslovak public health agencies through a voluntary agency, American Relief for Czechoslovakia.

Czechoslovakia has recently requested five million units of insulin in powder or liquid form to be flown in for the aid of victims of starvation liberated from concentration camps. One and a half million units in liquid form are being supplied from the United Kingdom, and the balance is being sought in the United States.

Greece

The UNRRA Mission in Greece is co-operating with the Greek Government in an emergency program designed to stamp out malaria through the use of the latest scientific techniques. If this program succeeds, Greece, for the first time in its long history, may be spared the curse of malaria. The fight against malaria will be carried on both by medical treatment of infected persons and by exterminating malaria-breeding mosquitoes. UNRRA has purchased ten airplanes to be fitted with the necessary spraying apparatus and has supplied adequate amounts of DDT. About 750,000 acres of swamp-land will be sprayed from the air; by this means, breeding areas hitherto isolated can be reached quickly and effectively. The remaining 250,000 acres of swamp will be sprayed by hand from the ground. The program of malaria control will be carried out by ten district teams, each consisting of one doctor, two sanitary engineers, nurses, and fifteen sanitary inspectors.

Another major health activity in Greece is the tuberculosis program. Tuberculosis became increasingly serious during the Axis occupation when the population, as a result of its sufferings, lacked normal resistance to the disease.

Substantial progress has also been made in typhus control, and delousing stations have been set up in various centers for this purpose.

UNRRA has also assisted in the repair of damaged hospitals and other institutions. Large quantities of medical supplies and hospital equipment have been shipped to Greece, and technical advice has been given in the repair and reconstruction of hospitals and sanitation centers.

Italy

Health work in Italy has in large measures been associated with the program of supplementary feeding, which requires medical determination of the mothers and children^{who} are most seriously in need of nutrition. Criteria by which Italian doctors will select individuals in need of UNRRA supplementary feeding have been defined and are now ready for immediate publication and distribution to all doctors of Italy. The University clinics in Rome, Naples and Palermo are organizing special courses in the clinical signs and symptoms of malnutrition.

The Mission to Italy established nutrition teams, composed of welfare and health personnel, have completed surveys of the nutritional deficiencies of Italian mothers and children, as well as of refugees, in selected areas. Studies made by X-ray teams have indicated the greater incidence of tuberculosis in children suffering from malnutrition, thereby serving to emphasize the importance of the child-feeding program.

A joint project in supplementary nutrition was initiated by UNRRA and two American voluntary agencies, the Unitarian Service Committee and the Congregational Christian Service Committee. Staffed by a distinguished group of physicians and other experts provided by the voluntary agencies, the project is designed to determine the effects of malnutrition upon the health of a people during wartime. Special groups of the population in selected areas are being studied intensively in order to assess the severity of their malnutrition and the efficacy of certain foods and vital preparations in restoring them to health. Broader aspects of the study will include an inquiry into the relation between malnutrition and the incidence of various communicable diseases. The results of this work as they are currently obtained will be made available immediately to UNRRA for application not only in Italy but in other areas of operations as well.

In May, a four-day nutrition conference for Italian public health nurses was held in Rome, which was attended also by high Italian public health officials. Simple recipes for the preparation of foods provided by UNRRA for distribution were given to the participating nurses in order that they might instruct the recipients of these foods in the provinces.

The Italian Administration for Refugees is alarmed over the fact that many of the Italian refugees being returned to Italy from abroad are reported to have tuberculosis. It has asked UNRRA for assistance in procuring X-ray films and chemicals to develop them, and also for the use of UNRRA photofluorograph equipment and personnel in Northern Italy as soon as possible. An UNRRA tuberculosis unit has been working in Varese near Lake Como surveying the condition of returning Italian refugees. Arrangements have been made for a cooperative program for tuberculosis examinations of all University students in Rome. The University will supply the machines while the Mission will provide the film.

UNRRA's health personnel have established close relationships with Italian medical authorities and have engaged in joint planning with respect to the control of epidemics, especially the threat of malaria in areas deliberately flooded by the Germans. A definite plan for malaria control is being adopted as a result of these discussions. Thirteen million lire from the UNRRA Italian lire fund are to be allocated for epidemic-control activities. DDT powder, window screening, and other supplies are being distributed to the regions in which control of the disease is most urgent.

The Province of Latina (formerly Littoria) has requested UNRRA to provide funds, material, and equipment in order to continue its control program throughout the entire malaria season. UNRRA is preparing to assist in allocating DDT for control in mined and flooded areas, and will assign transport and funds for

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the additional labor required. UNRRA's medical staff is working in close conjunction with the Italian Government on this program in Latina, which will be extended elsewhere in Italy as needed. Three young Italian engineers are being trained to supervise the work of emergency malaria control units which will operate under UNRRA.

The distribution of penicillin was started in Italy during May. Approximately 2,500 ampoules, each containing 100,000 units, will be available every month for five consecutive months. Other medical supplies, together with equipment seriously needed for hospitals, were also sent in quantity to Italy during the period under review.

Yugoslavia

The most serious health problem in Yugoslavia has been the control of typhus epidemics. This work, originally carried on jointly by the United States Typhus Commission and the Yugoslav authorities by a special agreement, with supplies and equipment furnished by the Allied military authorities, is now being gradually taken over by the UNRRA health staff. UNRRA has already assumed major responsibility for the typhus control work in Montenegro and will soon extend its assistance to other parts of the country. ~~Supporting~~ the equipment and supplies furnished by the military authorities, UNRRA has during the past quarter shipped in hospital and medical supplies to remedy the deficiencies.

In response to an urgent appeal from the Yugoslav Government in April, UNRRA, with the assistance of AFHQ, arranged for the shipment by air of approximately 245,000 doses of vaccine from Cairo to Yugoslavia via Bari, in order to combat a smallpox epidemic which had broken out in certain areas of the country.

Since malaria control work is expected to assume increasing importance in the next few months, arrangements are being made for ^a Yugoslav epidemiologist to undertake

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a refresher tour in the United States.

The Government appealed to UNRRA for aid in rectifying the inadequate water supply and sanitation conditions in the reception camps for returning Yugoslav nationals recently established along the northern borders of the country. Following an inspection tour of the camps, Major Ingraham, UNRRA sanitation officer, flew to Italy to obtain from Allied military authorities the needed supplies, including epidemic-control materials.

Far East

A resolution adopted at the Lapstone Conference of the Committee of the Council for the Far East in February requested UNRRA to facilitate and promote the collection from all Far Eastern areas of knowledge concerning the causation of diseases, their methods of prevention, and advances in their treatment, and to disseminate such knowledge as soon as it becomes available. In pursuance of this resolution, the Administration has prepared lists of important recent medical publications, with sample copies of each, and has forwarded them to the various member governments of the Far East. UNRRA will arrange for additional copies of these publications to be made available upon request. With regard to the Lapstone resolution, special attention should be called to the Far Eastern Epidemiological Service, whereby the Chungking and Sydney Offices of UNRRA are collecting reports on communicable diseases for publication in the semi-monthly Epidemiological Information Bulletin.

International Sanitary Conventions, 1944

UNRRA is entrusted temporarily with the administration of the International Sanitary Maritime Convention, 1944, and the International Sanitary Convention for Aerial Navigation, 1944, which widen and bring up to date the international

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service for reporting epidemic conditions throughout the world, for applying international quarantine methods, for maintaining adequate health safeguards in the movement of international travel, and for facilitating generally the technical operation of international disease control.

These Conventions, adopted in their amended form by the standing technical Committee on Health on 9 December 1944, came into force on 15 January 1945, following signature without reservation by a sufficient number of nations. The Conventions remained open after 15 January for accession by any government not a signatory. During the period covered by this report, several new accessions were reported by the United States, which is the depository Government. The two Conventions were signed by Australia (with reservation), by the Netherlands, and by New Zealand (with a reservation to the International Sanitary Convention for Aerial Navigation); they became effective for those three countries on 26 March, 22 May, and 22 May 1945 respectively.

On 7 June the State Department of the United States notified the Director General that the United States Senate on 21 May had ratified the two 1944 International Sanitary Conventions. Ratifications to date total twenty-one nations, in addition to twenty-one British colonies and protectorates.

The responsibilities assumed by UNRRA in connection with the Conventions include the definition in consultation with the governments concerned, of endemic yellow fever areas, and the inoculation or quarantine of persons entering or leaving such areas. Aircraft must be disinfected at each aerodrome in yellow fever areas and at the first call outside these areas, and their crews must be inoculated against the disease. Other responsibilities of UNRRA include the establishment of standards for yellow fever vaccine and the designation of

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institutions for testing such vaccines. UNRRA also publishes the Epidemiological Information Bulletin and distributes it to health authorities throughout the United Nations, in order to give necessary current information on disease.

Following the recommendation of the standing technical Committee on Health, the Administration has established close liaison with the Office International d'Hygiene Publique at Paris, to secure the exchange of information under old and new Sanitary Conventions. During the period covered by this report, arrangements were concluded providing for the interchange of epidemiological information received by the Administration and the Office respectively, for fixing their respective responsibilities in connection with the notifications to governments of the incidence of disease, and for the issuance of pertinent publications.

Arrangements have also been made by UNRRA Headquarters in Washington with the Pan American Sanitary Bureau for the transmission of notifications and other information to and from countries adhering to the Pan American Sanitary Code. The European Regional Office in London acts as a clearing house for the continents of Europe and Africa, as well as for Asia Minor. The UNRRA offices in Chungking and Sydney transmit epidemiological information gathered from the free areas in China and from certain areas in the Pacific.

The Director General hopes that the work which UNRRA is doing under the Conventions in the control and prevention of disease will lay the foundation for permanent post-war health organizations that will use world resources of medical knowledge to provide the utmost in health protection for all peoples.

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WELFARE

Council Resolution No. 9 directs the Administration to make specific provision for welfare services for the victims of war -- in particular for children, expectant and nursing mothers, the aged, and the disabled -- consonant with the general policy of UNRRA that such services should be designed to help people to help themselves. While the Resolution stipulates that the Administration should be prepared to administer welfare services directly, when called upon by a government or recognized national authority to do so, at the same time it recognizes that, "in general, welfare services should be administered, so far as possible, by the government or recognized national authority concerned," with UNRRA thus limiting itself to such technical advice and services as may be called for by the plans made with the government or national authority. In accordance with this principle, UNRRA has been working with governments in the formulation of programs designed to initiate or reestablish services for children or other groups especially disadvantaged by the enemy occupation, and to make the best use of available welfare facilities.

With the actual liberation of the occupied areas, the growth of programs for meeting the needs of the people of these areas, and actual experience in distributing supplies and providing emergency welfare services, it has been possible to supplement the handbook Emergency Welfare Services (report of the Studies Subcommittee of the standing technical Committee on Welfare), with more detailed and specific statements of problems, principles, and methods.

Belgium

Two Queen's Messenger Convoys (mobile units for emergency feeding), which had been placed at the disposal of UNRRA by the British Ministry of Food in January 1945, continued in April to assist in the provision of emergency meals to

bombed-out persons in and around Antwerp and Liège. An UNRRA emergency feeding specialist as well as a technician was loaned with the vehicles. Upon conclusion of the bombing attacks, the Convoys were transferred for service in displaced persons operations.

China

The request of the Chinese Government for fourteen UNRRA welfare specialists to advise in the development of the Government's welfare program was formally approved by the Administration at the end of May and is in process of being met. These welfare specialists will at the outset render assistance in the Government's program of training twelve thousand Chinese welfare personnel to carry out emergency relief operations. They will also consult with the Chinese Government in the development of programs and supply requirements for camps, mass feeding, work projects, care of refugees, care of children, assistance to the indigent, and care and rehabilitation for the maimed and physically handicapped. Work has begun on assessment of the needs of refugees now located in Free China. Discussions have been started with the Chinese National Relief and Rehabilitation Administration and with voluntary agencies concerning the integration of the work of these agencies into the CNRRA program.

During a recent famine in Kweichow province UNRRA, at the request of the military authorities, co-operated with CNRRA, the Red Cross, the Friends Ambulance Unit, and other agencies in bringing relief to the starving population.

Czechoslovakia

The Government's agreement with UNRRA included a supplementary agreement outlining the Government's broad five-year program for the provision of welfare services. The Czechoslovak Government will finance the program in part through the

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net proceeds derived from the disposition of UNRRA's supplies. As in the case of health, the Administration is to assist in furnishing such services, if requested by the Government, in accordance with plans concurred in by the Government and UNRRA.

Two welfare officers are on the staff of the UNRRA Mission which recently arrived in Prague.

Ethiopia

A new Mission to Ethiopia is being organized, succeeding the UNRRA technical delegation which surveyed relief and rehabilitation needs in that country. The immediate purpose of the Mission will be to institute a program of education in the fields of welfare, particularly the welfare of homeless children, as well as of medical and health services. Other undertakings will be added, such as agricultural rehabilitation, if opportunities occur and conditions permit.

France

Insert

On the representation of the French authorities, UNRRA agreed to allocate approximately 1,000,000 pounds from the recent collection of used clothing for the special use of repatriated women and girls.

women and girls returning from forced labor, as well as on the welfare of displaced children, especially those who are unaccompanied and unidentified. *Insert*

Germany

In the German Assembly Centers, the extent of welfare services has varied considerably, in accordance with the character of the population and the available facilities. In those Centers in which speedy repatriation has been possible, welfare services have been somewhat limited, since the high rate of turnover made the planning of extensive programs unnecessary. Services such as nurseries and schools

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France

The Liaison Mission to France includes officers for welfare. At the invitation of the French Ministry for Prisoners of War, Deportees, and Refugees, two specialists were sent by UNRRA to consult with Government authorities on the welfare of women and girls returning from forced labor, as well as on the welfare of displaced children, especially those who are unaccompanied and unidentified. *Insert*

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and the organization of work and leisure time activities have, however, been worked out for these Centers, for the purpose of maintaining order, interest, and co-operation on the part of the residents of the center. In those centers populated largely by persons unlikely to be repatriated in the near future, these activities assume great importance, together with the necessity of knowing and dealing with people as individuals. The Welfare Division of UNRRA has recently published a document entitled WELFARE GUIDE, Services to United Nations Nationals Displaced in Germany. The Guide, prepared by the Welfare and Displaced Persons Divisions in London and Paris in collaboration with SHAEF, has been distributed to personnel assigned to assembly center work. The substance of this Guide is incorporated by SHAEF in its Guide to Assembly Center Administration.

Greece

The Mission to Greece advised the Government in the drafting and the plans for administration of the recently enacted Welfare Center and Public Assistance Law. It has also advised the Ministry of Health and Welfare in connection with the Greek Government's assumption of responsibility for the child-feeding program formerly administered by the Swiss Red Cross. Consideration has also been given to the feasibility of establishing a school-feeding program. A request for mass-feeding equipment for twenty thousand persons, mostly children, has been submitted.

Considerable planning has been done by UNRRA, in conjunction with the Greek Red Cross and the Swiss Red Cross, with respect to summer camps and colonies. Standards of operation have been developed, and efforts are being made toward securing necessary supplies and equipment.

A welfare services project covering help to state orphanages, rural day nurseries, and other child welfare activities has been developed. A survey of the

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need for such services in all parts of Greece is being made, and a detailed schedule of supplies and funds required has been prepared jointly by welfare personnel and the Ministry of Health and Welfare. Arrangements were made with the Ministry of Welfare for a model registration and investigation of the children in the Institution for Bombed-Out Children from Piraeus. It was hoped through these means to restore some children to their own homes as well as to establish a model for use with homeless orphaned children both in other orphanages and outside of institutions.

Voluntary society teams, now comprising more than 350 persons, have played a leading part in the distribution of clothing and in restoring the functioning of the damaged hospitals. Voluntary society personnel under UNRRA has also assisted in the establishment of an extensive child-feeding program in the Peloponnese.

A consultant on physical rehabilitation has been sent to Greece to assist the Near East Foundation in developing a program for comprehensive rehabilitation of the crippled and disabled adults and children of Greece. Planning has also continued for occupational training and home industries.

Italy

Welfare workers of the UNRRA Mission to Italy perform services in connection with all phases of the limited relief program in that country. They are aiding the Government in evaluating the adequacy of national public and private welfare institutions and programs. They also render services in connection with local welfare problems. Thus they assist the local citizens' committees responsible for determination of need and the equitable distribution of supplies, and maintain liaison with local agencies and institutions which distribute UNRRA foods. In this connection they have been engaged in surveying existing means of distribution and in setting up a system for the selection of children and mothers who are most in need of UNRRA

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aid. In addition to those at Rome and Naples, welfare officers were ^{assigned} to the five provinces of Latium (Littoria), Frosinone, Aquila, Chieti, and Pescara, to assist in making arrangements for the feeding program which began in May.

Middle East Camps

In each of UNRRA's camps, in the Middle East, voluntary agency and UNRRA personnel have been responsible for such services as child care, the equitable distribution of clothing, leisure-time occupations, and information and counseling. They have sought especially to elicit the active participation of the camp residents and to equip them for life in their local communities and their countries after their return. Co-operation by camp residents in the administration of the camps has increased since the civilianization of camp management in March and April 1945. When repatriation began, the needs of children and the aged for special care were given recognition by the assignment of welfare personnel to the teams that accompanied each flight of returning refugees.

Yugoslavia

The extent to which welfare services of UNRRA will be requested in Yugoslavia has not yet been determined. Therefore, most of the welfare staff originally assigned to the Mission, as well as the personnel of voluntary societies, has been, or will be, reassigned. The most acute welfare problem is the necessity of providing housing, supplies, and care for several hundred thousand orphaned and destitute children. A child welfare specialist has been working with the Government in estimating the supplies required for children's institutions. UNRRA welfare workers are also making provision for the returning Yugoslav refugees by developing a program of supplies needed for them. Two emergency feeding columns have recently been allocated to Yugoslavia and will assist the Yugoslav Government in its welfare work among the destitute and returning refugees.

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Provision for Welfare Supplies

After considerable study had been made of the supplies necessary for the operation of emergency welfare services, the Administration recently authorized the European Regional Office to make an expenditure of some seven and one half million dollars for the accumulation of a stockpile of welfare supplies essential to UNRRA welfare work in various areas of Europe. This expenditure, estimated to cover requirements for six months of operations, will include equipment for six hundred thousand households of four persons each, in recognition of the fact that the provision of household equipment would in many cases obviate or reduce the need for such emergency measures as group-feeding centers. In addition, equipment is being procured for one thousand milk kitchens, each supplying milk to six hundred infants and children daily, for one thousand day-nursery centers, one thousand children's hostels, and one thousand centers of maternal and child welfare, each serving a thousand children and an undetermined number of mothers daily. These items are now being stockpiled and will shortly be available for use by the governments of countries in which UNRRA missions are operating, for emergency relief programs in European countries not requesting financial assistance from UNRRA, and for Assembly Centers of displaced persons.

OTHER SERVICES

Council Resolution No. 1 authorizes the Administration to provide a variety of technical services in the field of relief and rehabilitation, including not only health and welfare, but also services in the rehabilitation of industry, agriculture, and public utilities. Advance planning on a broad scale in these fields has not been possible, since the extent to which such services might be necessary in any given country has become apparent only since liberation and as the respective governments have had the opportunity to assess their needs, formulate their programs, and indicate to what extent UNRRA's assistance would be needed. In the past few months, however, as UNRRA's missions have moved into more areas, the Administration has been called upon for aid in specific projects and has also been able to define more clearly the types of technical assistance which it is prepared to provide.

Industrial and Agricultural Rehabilitation Services

Services in the fields of industrial and agricultural rehabilitation are to date perhaps the least developed and applied of those which UNRRA renders, in view of the fact that they could not be fully utilized until UNRRA had provided substantial supplies for rehabilitation of industry and agriculture. Such supplies, especially machinery needed both on the farm and in industry to help recipient governments to help themselves, are now flowing forth in an accelerated stream. It is therefore to be expected that the recipient governments will, in the future, make more use of UNRRA's technical experts in agricultural and industrial rehabilitation than they have in the past.

Specialists in these fields are regularly assigned to the country missions, and various emergency situations have led the governments of

certain countries to appeal for special aid. For example, on the advice of such specialists, UNRRA has been shipping sodium arsenite and other pesticides to Greece to meet the requests of the Greek Government in combating locust manifestations over most of the country, which have imperiled the vegetable crops in some areas. Similarly, Yugoslavia has requested UNRRA to provide a number of tractor specialists for supervising the assembly, field servicing, and maintenance of the tractors required in agricultural rehabilitation.

While the services of the Administration in industrial and agricultural rehabilitation are ordinarily extended through experts attached to its country missions, they also include the provision of technical specialists for short periods of time and in connection with specific projects. Further, they include assistance to the countries which do not require UNRRA's financial help but which welcome measures designed to facilitate the exchange of information and experience among all member governments concerned with similar problems of rehabilitation under emergency conditions or to assist in procuring for them special technical services. Such services to all member governments include specifically the following:

1. Collection and dissemination of technical information on specific problems which confront the governments of liberated countries in similar fields of relief and rehabilitation, and assistance to governments willing to collect such information for the use of other member governments.
2. Arrangements for meetings of technical experts of member countries confronted with special problems of agricultural and industrial rehabilitation in order to enable them to obtain first-hand knowledge of means by which similar problems are being met in other countries.
3. Assistance in recruitment of skilled experts and administrators for governments seeking the temporary services of technical advisers from abroad.

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Aid in Training

Aid in training for purposes of relief and rehabilitation is an established policy of the Administration but in the past it has ordinarily been applied within relatively narrow limits; that is, it has assumed the form of the Administration's assisting technical experts of member countries to travel abroad for purposes of study and investigation. Thus, as mentioned in the preceding report to the Council, thirth-eight Chinese technical experts were brought to the United States by UNRRA in cooperation with the China Institute of America to enable them to gain information relative to the latest and best United States methods and techniques applicable to rehabilitation problems of China in the fields of agriculture, medicine, public health, and conservation, and on their return to China to recommend to the Chinese Government, and in particular the Chinese National Relief and Rehabilitation Administration, processes for adaptation to Chinese rehabilitation problems.

Recently, however, the Administration has amplified its facilities for aid in training by providing for the loan to member governments, upon request, of its own experts who will be prepared to give instruction abroad. On 28 June an administrative order was issued to this effect. The order states that it shall be the policy of the Administration, within the authority vested in it by Council Resolutions, to grant requests received from member governments for assistance in providing technical experts for training, or assisting in training, in those technical fields closely allied to UNRRA's program of relief and rehabilitation, such as health, welfare, agriculture and industrial rehabilitation. Such assistance, when rendered to member governments at UNRRA's expense, will be confined to (1) liberated recipient

countries not in a position to pay for relief and rehabilitation supplies and services with suitable foreign exchange; (2) technical aspects of relief and rehabilitation consistent with UNRRA's authorized program and which will benefit the government's and/or UNRRA's efforts in those fields in a reasonable period of time, and which in no wise appear to supplement or compete with the established educational facilities of a country. These training experts are to be recruited by UNRRA, which will provide required orientation and transportation. They will operate as part of the UNRRA Mission staffs or will be detailed to the governments for such assignments as may be mutually agreed upon between the Governments and UNRRA. Assistance in training may likewise be provided to countries in a position to pay for relief and rehabilitation supplies and services with suitable foreign exchange, provided that necessary arrangements are agreed to between the Administration and the Governments with respect to the Government's bearing the expense incurred.

Technical experts of the member governments may be provided "fellowships" at UNRRA's expense for further training in their respective fields, provided those fields are closely related to UNRRA's program.

CHAPTER 4

LIAISON AND NEGOTIATIONS

The preceding three chapters have presented an account of the assistance which UNRRA during the past quarter rendered or made definite plans to render. The present chapter concerns itself, not with relations between UNRRA and recipient governments, but rather with the liaison or special negotiations of the Administration with member governments, neutrals, and other authorities and organizations, designed either to pave the way for future relief and rehabilitation operations or to establish the broadest possible basis of international cooperation for operations already in progress.

As one means of maintaining effective liaison with member governments UNRRA issues regular and thorough information with regard to its achievements, its problems, and its resources for service. Among member governments in general, this function is fulfilled through publications and releases of the Public Information Offices at Headquarters and the Regional Offices, and, in countries where UNRRA is operating, through a Public Information Officer attached to the Mission. UNRRA's policy is to work in close cooperation with the information offices of the respective governments, with which it consults as regards the form, content, and distribution of informational materials. Where desired, distribution is effected through government channels.

AID REQUESTED AND OFFERED

British Military Administration in the Dodecanese Islands

In June, UNRRA was requested by the British Military Administration in

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the Dodecanese to assume the responsibility of supplying to those islands the goods and services necessary to relief and rehabilitation. The request was based upon the following grounds: that there is no indigenous government in the Dodecanese; that pending ultimate decision as to government, the islands will be under the British military; and that supplies are required in the Dodecanese for relief and rehabilitation which, under Council Resolution No. 59, UNRRA is empowered to provide. The Director General has determined that the Dodecanese are to be considered unable to pay in suitable means of foreign exchange, and a memorandum of agreement will shortly be negotiated.

Union of Soviet Socialist Republics

On 11 April 1945, the Administration indicated to the Government of the Union of Soviet Socialist Republics its readiness to set aside a provisional fund of \$20,000,000 for relief supplies to assist in meeting the emergency in particularly devastated areas of Soviet Russia.

Another offer of assistance was made to the Union of Soviet Socialist Republics on 2 June, when the Administration invited the Soviet Government to advise whether it required, for civilian medical use, human blood plasma, which is expected to become available soon to UNRRA for shipment.

DANISH MEMBERSHIP IN UNRRA

The liberation of Denmark has raised the issue of Danish membership in UNRRA. Council Resolution No. 51 authorized the Central Committee to act upon such application for membership in UNRRA as might be made, after the liberation of Denmark, by an appropriate Danish Government, before the next session of the Council if the urgency of the situation should so require.

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It is expected that the Danish Government will soon announce its decision in regard to the invitation to membership in UNRRA tendered under Resolution No. 51. Meanwhile the Director General has authorized the European Regional Office to send to Denmark, upon invitation of the Danish Government, an exploratory mission to determine both Danish relief needs and Danish surpluses of relief goods which could be exported. The Administration has, furthermore, included in its procurement program supplies for purchase by Denmark.

A representative of the European Regional Office has visited Copenhagen to make inquiries into the possibility of recruiting Danish medical personnel for UNRRA.

LIAISON MISSIONS

In a number of member countries UNRRA maintains small Liaison Missions, generally consisting of experts in the various fields of relief and rehabilitation. Such missions do not necessarily signify that UNRRA provides services to the governments to which they are accredited. Rather they mean that UNRRA has been invited to send representatives for two purposes: (1) to keep governments informed of ways and means of rendering assistance to UNRRA's general program, e.g., through making known UNRRA's needs for procurement or recruitment in the country in question; (2) to explore the fields in which UNRRA may render assistance in future operations and, if requested, to render expert advice on immediate problems of relief and rehabilitation.

The UNRRA Liaison Missions and their activities in the past quarter are discussed below.

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Belgium

The Mission to Belgium was concerned primarily with the food, health, and welfare problems of the numerous displaced Belgians who were returning to their homes from Germany or from other areas in Belgium. Since Belgium is still under military control, members of the UNRRA Liaison Mission to that country have been under the authority of SHAEF, with the exception of the Chief of Mission, W. P. Wrathall, who is accredited to the Belgian Government and is responsible to the European Regional Office. The Mission liaison officers for health, welfare, and displaced persons served as integral parts of the military units to which they were attached, communicating with both the Chief of Mission and the European Regional Office through military channels. Six of the sixteen positions in the Belgian Mission have been filled.

France

The UNRRA Liaison Mission to France consists now of officers for displaced persons, health, welfare, and agricultural rehabilitation. Its primary responsibility has been the recruitment of French personnel for displaced persons operations in Germany. At last report, 1,213 persons were either recruited or in process of recruitment in France. In the past quarter the Mission concluded a special agreement with the French Ministry of War, under which two hundred young physicians who had been called up for military service were released from the French Army to work with UNRRA. Additional doctors will come from this source later. A considerable number of French civilian doctors, including some women, were ^{also} recruited. A welfare liaison officer cooperated with the French administration in the recruitment

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of numerous French social workers for participation in displaced persons operations. Teams formerly organized by the French Mission Militaire de Liaison aux Armées will be integrated with UNRRA.

France was the first of the liberated countries to set up a consultative committee on welfare for the purpose of assisting UNRRA, not merely in recruitment of personnel, but also in conveying its experience in organizing social assistance of different kinds for victims of the enemy during the occupation. Two other French expert committees, both established by the French Ministry of Prisoners of War, Deportees, and Refugees, have been helpful to UNRRA: a committee on the repatriation of deported women and girls, and a committee on the legal status and care of unaccompanied children. Both committees have invited an UNRRA welfare representative to confer with them, and the consultation has proved mutually beneficial.

Luxembourg

The UNRRA Liaison Mission to Luxembourg, headed by Dr. M. Simon, and comprising also specialists in displaced persons operations, has been conferring with Luxembourg authorities concerning emergency aid as well as problems of health and displaced persons in Luxembourg.

The Netherlands

On 5 June the Netherlands Government approved the appointment of John Baker Hollister as Chief of an UNRRA Liaison Mission which will shortly visit the Netherlands. It will include experts in health, welfare, displaced persons, and agricultural rehabilitation. The Mission will maintain contact with the Government of the Netherlands on all matters of mutual concern to the Government

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and UNRRA, including the program of emergency relief supplies for Holland.

NORWAY

In a letter of 30 April 1945, the Norwegian Government expressed its desire to receive UNRRA assistance as regards (1) repatriation processes, (2) supplies to be provided for displaced persons and refugees in cases of emergency, and (3) the loan of a certain number of Flying Squads to be used in care for displaced persons and refugees. An UNRRA Liaison Mission, consisting of eleven members headed by Brigadier T. T. Waddington, was approved in May by the Norwegian Government. The Mission consists of officers for supply, displaced persons, health, welfare, and agricultural and industrial rehabilitation. Its task is to meet with representatives of the Norwegian Government to determine what help, if any, in the form of goods or services is required of UNRRA. A nucleus group of the Mission has reached the Norwegian capital.

LIAISON WITH LATIN AMERICA

The Latin-American Republics have displayed a keen interest in UNRRA since its inception. In recent months, as also in the past, the Administration has sought to maintain and put to use this interest by keeping the Latin-American member governments closely informed about UNRRA's problems and by indicating the concrete ways in which they could assist its operations.

The Office of Public Information of UNRRA has initiated the publication in Spanish and Portuguese of a Fortnightly News Letter, for circulation among the Latin-American member governments. It will bring to the peoples of Latin America a constant flow of information regarding UNRRA's activities in all

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parts of the world.

Visit of Dr. Alfaro

The visit to Latin America which Dr. Alfaro, former President of the Republic of Panama, had begun in March continued in the first three weeks of April. During April he visited four countries: Panama, Costa Rica, Nicaragua, and Cuba. His visit was interrupted by his appointment as representative of his Government at the San Francisco Conference. Following this Conference, he was scheduled to confer again with the Governments of Nicaragua and Cuba, and also to visit El Salvador, Guatemala, and Honduras.

As a result of his visit, four Latin-American countries made contributions to UNRRA (recorded in Chapter 5): Costa Rica, the Dominican Republic, Haiti, and Panama. Further, the Cuban Government authorized UNRRA to procure and refine in Cuba 10,000 Spanish long tons of raw sugar, to be paid out of the eventual Cuban contribution.

UNRRA Offices in Latin America

Señor Luis Vial of Santiago, Chile, has been designated the principal representative of UNRRA in five Latin-American republics: Colombia, Costa Rica, Ecuador, Panama, and Venezuela. Señor Vial will work from a headquarters in Bogotá, Colombia. His chief objective will be the procurement from these five countries of UNRRA supplies for shipment to the areas of Europe where UNRRA is operating; he will also administer the recruitment, supply, and public information functions of UNRRA in these countries.

Alfredo Pareja has opened an UNRRA office in Mexico City. He and Herbert

Schenker, his assistant, are devoting a part of their time to the recruitment of doctors for overseas service. They are also assisting in the organization of a Mexican-UNRRA mixed commission. Mr. Pareja is exploring the possibilities of procurement of a number of items needed by UNRRA.

Recruitment of Latin-American Personnel

In order to meet the urgent need for professional personnel, particularly physicians, UNRRA undertook special recruitment of personnel in Colombia, Cuba, Mexico, and Venezuela during the months of May and June. This recruitment was handled by Dr. Herbert K. Abrams of the Health Division.

The results of Dr. Abrams' mission were very successful. In every one of the four countries he visited, interest among physicians was high. The applications filed were first reviewed by local committees, set up in each country, comprising the government health authorities, the medical federation, and prominent doctors interested in the UNRRA program. Dr. Abrams personally interviewed those whose applications were approved by these local committees.

In Cuba fourteen doctors were appointed; in Mexico, eleven, and in Venezuela, four. After passing through the regular training course at the University of Maryland, these doctors are to proceed overseas for immediate assignment.

UNRRA has also obtained the services of approximately twenty other Latin-American physicians. The greater number of these were recruited by the Brazilian Government through its civil service commission (DASP). These Brazilian doctors are proceeding directly from Brazil to Europe, where they will pass through a training program at Granville before taking up assignments in Germany. The other doctors recruited come from Bolivia, Ecuador, El Salvador, Guatemala, and Panama.

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PROCUREMENT DELEGATIONS

India

On 25 June, an UNRRA delegation headed by Francis B. Sayre, Diplomatic Adviser of UNRRA and former United States High Commissioner to the Philippines, left for New Delhi to discuss with the Indian Government supplies which UNRRA may procure against the \$24,000,000 contributed to UNRRA by the Indian Legislature in May. This visit was undertaken in pursuance of an official invitation of the Indian Government to UNRRA to send representatives to discuss how the Indian contribution could best be utilized in purchases of supplies for world relief. It is expected that jute and peanut oil, of which there is a critical world shortage, will occupy an important part of the discussion. Another question to be taken up with the Indian Government is the possibility of establishing an UNRRA office in India to handle matters of supply.

Union of South Africa

In April, the South African Legation in Washington conveyed to the Director General an invitation of the Union of South Africa to send to that country an UNRRA delegation to discuss questions of procurement. The Director General appointed Francis B. Sayre to head the delegation to South Africa. Immediately after the conclusion of the Third Council Session in London, which he will attend following his visit to Egypt, Iraq, and India, Mr. Sayre will proceed to Pretoria to take up with the South African authorities questions relating to the procurement of products of their territory, such as coal and wool, which are urgently needed as relief supplies in Europe.

PREPARATIONS FOR RELIEF IN THE FAR EAST

The importance of speeding up preparations for the vast task of relief which will be entailed by liberation of Far Eastern territories has been ever clear to the Administration. Headquarters, the Southwest Pacific Office, and the China Office have all been working in the past three months towards this end, and their efforts have in many respects been valuably guided by the resolutions adopted by the Committee of the Council for the Far East at its Lapstone Conference held in Australia in February.

Consultation of the Administration with Member Governments of the Far East

In accordance with the resolutions of the Lapstone Conference, the Administration has been in communication with the Governments which are members of the Committee of the Council for the Far East to inform them of what is being done in implementating these resolutions. The Administration has also sought to put into effect the Lapstone resolution recommending that arrangements should be made for systematic and regular supply of information to the Director General by member governments on conditions pertaining to relief and rehabilitation in the Far East, in order to enable the committees and subcommittees of the Council to discharge effectively their duty of advising the Director General.

This resolution has already proved beneficial to the Administration in its search for the up-to-date, systematic information which is essential to all sound planning and to successful operations. It is, of course, recognized that considerations of military security dictate that certain secret data must remain inaccessible to the Administration, but it is strongly urged that, in their dealings with the Administration, the member governments construe the regulations governing such data as narrowly as possible. A list of items

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of information which are seriously needed by the Administration is currently being prepared for submission to the several member governments, but it is hoped that each government will, in addition, make definite provision for the regular transmission to the Administration of such information.

Australia

As preparations for relief operations in the Southwest Pacific Area develop, it is natural that not only UNRRA but also governments financing their own relief programs should look increasingly to Australia and New Zealand for supplies. In anticipation of this the Australian Government, in conjunction with the Administration, has organized an Advisory Committee of Relief Claimants, consisting of representatives of UNRRA, the directorate of the War Organization of Industry, Department of External Affairs, the United Kingdom Colonial Office, the Netherlands Government, the French Government, and other relief claimants. This Committee will discuss the suitable allocation of commodities in short supply which are required by more than one claimant. It will concern itself primarily with items which are not subject to allocation in Australia by the Combined Boards.

The main feature of the plan, as it affects UNRRA, is that, on the basis of communications from the Australian Government indicating the availability of goods which are on the reserve commodity list of the Combined Boards, UNRRA will proceed to request allocations from the appropriate Combined Board and will notify the Australian Government promptly of the submission of such a request.

China

The relations of UNRRA with the National Government of China, which are handled by UNRRA's China Office in Chungking, have been concerned chiefly in the past quarter with working out the revision of the requirements submitted

by the Chinese Government in September 1944. In this connection the Chinese Government is represented by CNRRA, the China National Relief and Rehabilitation Administration; various Ministries and the Chinese War Production Board provide technical assistance.

The Administration has also been looking forward towards UNRRA's future responsibilities for displaced persons in China. A small exploratory group will, in the near future, concern itself with the Administration's program in this regard, since a dearth of statistical and indeed of all kinds of information on the problem makes policy formulation and operational planning extremely difficult at a distance. The Camps Division is preparing a program for camp requirements in the Far East. However, before any further progress can be made, certain information must be received. A statement of basic assumptions on the Far East program for camps, displaced persons, and welfare supplies has been prepared and sent to China for discussion between the Chinese Government authorities and UNRRA's office in Chungking.

India

In recognition of the importance of liaison with Lord Louis Mountbatten's Headquarters in India, as suggested by Brigadier E. W. Gibbons, representative of Admiral Mountbatten at the Lapstone Conference of the CCFE, meetings were held with Sir Girja Shankar Bajpai, Agent General for India, asking him to ascertain his government's views on the establishment of this office. After the Director General received a favorable answer from the Government of India, Colonel Frederick Jones-Davies was appointed liaison officer and left for India by way of Sydney, Australia. He will set up an office in India to perform liaison functions as well as to expedite the shipment of supplies into China and the passage of personnel through India to China. This office is to be directly responsible to the Southwest Pacific Area Office in Sydney.

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Netherlands East Indies

At the invitation of the Netherlands Government, members of the Southwest Pacific Office have made a trip to Dutch New Guinea, one purpose of which was to discuss ways in which UNRRA could provide assistance as envisaged by the resolutions adopted in February by the Committee of the Council for the Far East.

New Zealand

An agreement has been negotiated with the New Zealand Government establishing a procurement procedure, under which the Government is undertaking procurement on behalf of UNRRA. If the need arises, an advisory committee for relief claimants, similar to that set up in Australia, will be created.

Philippine Commonwealth Government

In connection with its program of \$1,000,000 emergency aid to the Philippines, the Administration has arranged with the Philippine Commonwealth Government to send a small number of UNRRA representatives to its territory. Such representatives will be available to the Commonwealth Government (1) to examine possibilities and desirability of further UNRRA assistance in the Philippines in the fields of health, welfare, displaced persons, and agricultural and industrial rehabilitation, and (2) to lend their advice and assistance in so far as desired by the Government regarding the distribution of the emergency relief supplies to be sent. Frank Gaines, Acting Director of the Southwest Pacific Office at Sydney, Australia, will head the group, which will include also a specialist in supply and a medical expert. During his visit Mr. Gaines will confer not only with the representatives of the Commonwealth Government authorities but also with members of the staff of General MacArthur. With the latter he will discuss the specific ways in

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which the recommendations made by the Committee of the Council for the Far East at the Lapstone Conference can be implemented, as well as General MacArthur's plans for displaced persons within his command.

NEGOTIATIONS RELATIVE TO DISPLACED PERSONS

Machinery for International Agreement

In the report of the Director General submitted to the Council in September 1944, reference was made to a proposed multilateral agreement between the United Nations covering the care, maintenance, and repatriation of persons displaced in their respective territories who are nationals of the United Nations. In substance, this agreement pledges the mutual cooperation of the signatory nations in controlling the mass movements of such displaced persons, as well as the application to them in their respective territories of a principle of equality of treatment with their own nationals. The agreement also calls for the admission to these territories of approved representatives of the Administration and for authorizing such representatives to discharge the Administration's responsibilities in respect of those United Nations whose governments have asked UNRRA to assist in the care and repatriation of displaced persons.

Signature of this convention, which was scheduled for 20 February 1945, was postponed because of technical difficulties. The French Government in particular pointed out such difficulties, and at the same time put forward the alternative proposal that governments make individually with UNRRA bilateral agreements embodying the same terms as those envisaged by the multilateral repatriation agreement.

On 20 April the technical Subcommittee on Displaced Persons, in general conformity with the French Government's suggestion, recommended that the Administration ask member governments to exchange letters with the Administration incorporating the terms of the multilateral repatriation agreement. The Administration has adopted this suggestion, which, however, it supplements in some cases by including stipulations regarding displaced persons in the

UNRRA-country agreements for relief and rehabilitation. The accords with UNRRA permit member governments to make their specific arrangements with each other through bilateral agreements rather than through a single multilateral convention.

India

In June 1945, a letter from the Indian Government was received in response to the Director General's letter of 15 November 1944 asking what types of assistance were desired from UNRRA in India. The reply stated that while the relief problem in India will be handled by the Indian Government, and the exchange of displaced persons between India and other British territories will be managed jointly by the Indian Government and the British Government, UNRRA will be asked to assist in the return to their home countries of non-British nationals now displaced in India, and, if necessary, in the repatriation of Indian nationals now displaced in non-British territories.

Sweden

At the request of representatives of the Royal Swedish Commission for International Relief (Ekeberg Commission), an UNRRA technical delegation, consisting of Dr. Coigny and Mr. J. Andreassen, left London for Sweden on 23 April to confer on problems of health and displaced persons. As a result of these negotiations, Sweden has developed a concrete plan for making a substantial contribution in the field of care for displaced persons.

The Swedish Government in June communicated to UNRRA its readiness to accept up to ten thousand displaced persons from Germany in need of hospital care, convalescence, and rest. Pending their repatriation, these persons will be brought to Sweden, to be cared for there at Swedish expense. The displaced persons may be either United Nations nationals or stateless persons. The Swedish Commission has indicated that it has facilities for up to five thousand

hospital cases and one thousand unaccompanied children; the remaining four thousand are to be persons needing rest and leisure for their restoration to normal health.

Switzerland

Negotiations are in process between UNRRA and the Don Suisse for a program of aid to two thousand unaccompanied children to be brought to Switzerland and cared for there at Swiss expense, pending their eventual repatriation or resettlement.

The geographic position of Switzerland has made her a place of refuge for thousands of United Nations prisoners and displaced persons formerly in Germany. In May, Federal authorities requested the representative of UNRRA in Switzerland to inquire whether United Nations authorities would consider making arrangements for the return, whenever practicable, of about twenty thousand persons of United Nations nationalities from Eastern Europe who have taken temporary refuge in Switzerland. This request has been taken up with SHAEF.

United States

With the cessation of hostilities in Europe, there has been a great increase in the inquiries from persons resident in the United States and Canada which flow into UNRRA Headquarters. These inquiries have to do with establishing the location and status of persons who are displaced abroad and in many instances seek the aid of UNRRA in effecting movement of such persons to the United States and other places of resettlement. Similar inquiries are being received by the State Department, War Department, and other government and private agencies. On 8 May, a conference was held between representatives of UNRRA, the Civil Affairs Division, and the Provost Marshal General's Office of the War Department, the State Department, and the American Red Cross to establish a uniform procedure for handling such inquiries. It was then agreed

that most of these inquiries could be disposed of by the respective agencies through a procedure which would channel the information to Central Location Index, Inc., in New York.

International Red Cross

In April, two UNRRA representatives were invited by the International Red Cross to come to Switzerland to discuss certain aspects of the problem of tracing relatives or friends of displaced persons. Their visit resulted in complete agreement between the International Red Cross and UNRRA on the plan to be developed in this problem.

The War Refugee Board has proposed that UNRRA reimburse or replace to the International Red Cross supplies which the IRC uses in feeding persons evacuated from Germany for whom UNRRA has responsibility and who are in transit through Switzerland. UNRRA has agreed in principle to this proposal. Discussions are now proceeding in Switzerland between the War Refugee Board and the International Red Cross to lay a basis for detailed proposals to be submitted to UNRRA.

Intergovernmental Committee on Refugees

In May, a letter was sent to the Intergovernmental Committee on Refugees, stating that UNRRA is willing to regard six months as a reasonable period during which it will assist in the care of stateless refugees who are ultimately the responsibility of the Intergovernmental Committee.

PARTICIPATION IN INTERGOVERNMENTAL CONFERENCES

During the period covered by this report, UNRRA was represented at a number of important intergovernmental conferences dealing with matters related to its responsibilities and interests.

United Nations Conference on International Organization

United States

UNRRA was invited by the/Department of State to send an observer to the San Francisco Conference of the United Nations, and it was represented there by A. Feller, General Counsel of UNRRA. As the first international organization to be created by the United Nations, UNRRA was vitally interested in the success of the conference, one result of which it hoped would be the creation of an international authority which could take over certain of UNRRA's functions upon the completion of the task assigned to UNRRA. It is gratifying that the Economic and Social Council, to be created as an organ of the new international organization, has been endowed with sufficient powers to fulfill adequately the functions with which UNRRA is concerned. It should be noted particularly that the charter makes provision for the Economic and Social Council's entering into working relationship with existing "special/^{ized}intergovernmental agencies", of which UNRRA is one. These relationships, when consummated, will enable UNRRA to coordinate its work with the program of the Economic and Social Council and with that of other special international agencies which are in existence or may be created.

Emergency Economic Committee

UNRRA was represented at the meeting held in London on 5 June by the Emergency Economic Committee for Europe created by Belgium, France, Greece, Luxembourg, the Netherlands, Norway, Turkey, the United Kingdom, and the United States. This Committee is designed to provide for the interchange of information and the formulation of recommendations on economic questions, particularly of production and distribution, which require solution in the transitional period immediately following the European war.

ILO Conference

UNRRA sent an observer to the meeting of the Governing Board of the International Labour Organisation held at Montreal, 22 to 30 May. A representative of the Welfare Division also attended the conference of experts held simultaneously by the ILO to discuss problems of health and welfare of children and young workers. The experts in attendance were requested to advise with and assist the ILO in preparation of material on these subjects to be submitted to the next ILO conference, which will be held in Paris in September 1945.

FACILITIES, PRIVILEGES, EXEMPTIONS, AND IMMUNITIES

The Administration continues to urge upon member governments provision of the facilities, exemptions, privileges, and immunities called for by Council Resolutions Nos. 32, 34, and 36. The need for placing UNRRA officials and employees on an equal plane with diplomatic representatives becomes ever greater as operations are extended. In the past three months, as indicated below, certain additional countries have taken favorable action in this respect.

Australia

Notice has been received of an amendment, dated 5 April 1945, of the Australian security regulations, permitting articles to be dispatched without being subject to inspection or censorship, provided that they are for the official service of UNRRA and are sent by an accredited representative of the Administration.

Cuba

The Embassy of Cuba has informed the Administration that by Presidential Decree No. 3152 the Government of Cuba has implemented Council Resolution No. 36,

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granting travel facilities to UNRRA and its personnel, while legislative and administrative steps are now being taken to implement Council Resolutions Nos. 32 and 34.

Egypt

The Government of Egypt has by proclamation granted to the Administration the privileges of inviolability of archives and of premises, exemption from taxation on the buildings and offices of the Administration with the exception of commercial warehouses, exemption from taxation on interest of bank deposits, exemption from municipal taxes except for taxes for rendered services, and exemption from customs on articles imported for use in displaced persons camps, on automobiles owned by the Administration, and on furniture for the offices of the Administration. With respect to the personnel of the Administration, the Government will grant to certain senior members of the staff the immunities accorded to ministers plenipotentiary and to counselors of legations. The entire staff will enjoy, according to their rank, the facilities granted to members of the diplomatic and consular corps with respect to entrance and exit from Egypt and with regard to passports and visas.

France

The Administration has received a communication from His Excellency Henri Bonnet, French Ambassador to the United States, stating that by decree of 9 April 1945 the French Government has promulgated the UNRRA Agreement and empowered its functionaries to take the necessary steps to enforce Resolutions Nos. 32, 34, and 36 concerning privileges, immunities, and facilities for UNRRA and its personnel.

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United States

On 13 April 1945 the Director General addressed a letter to the Secretary of State, again calling his attention to the need for both administrative and legislative action to make effective Resolutions Nos. 32, 34, and 36, and emphasizing the continued difficulties of operation in the absence of such action. As a result, arrangements have now been completed for diplomatic pouch privileges. In addition, cables between Headquarters and established UNRRA missions now go free of United States censorship. Legislative action to afford other immunities and exemptions, however, appears to be indefinitely deferred.

VOLUNTARY AGENCIES AND SUPPLEMENTARY PROGRAMS

The principle of effective cooperation between UNRRA and voluntary relief organizations is clearly enunciated in Council Resolution No. 9 and other resolutions. In the past three months, the Administration has continued not only to utilize the personnel of voluntary agencies in its own operations,* but also to work with such agencies in establishing proper co-ordination between its own projects and theirs.

The Welfare Division of UNRRA makes the various mission programs available to national councils and voluntary foreign relief agencies, in order to assist the agencies planning projects. These councils and authorities review proposed projects in order to avoid duplication and to effect well-rounded planning. In countries where UNRRA is operating, the plans of voluntary agencies are submitted for the approval not only of the government but also of the Chief of Mission to insure that the projects harmonize with UNRRA's part of the program for relief

* See Chapter 5.

and rehabilitation as well as with the over-all program of the government.

UNRRA missions have recently been asked to determine the needs of the governments for supplies and services that can most appropriately be rendered by foreign voluntary relief societies supplementing UNRRA's assistance. The co-ordinating councils of voluntary agencies have likewise been asked to indicate to UNRRA the types of supplies and services they can provide and the areas in which they would be interested in providing assistance.

Because of their special competence and interest in certain groups or in specific activities, voluntary agencies most appropriately furnish personnel and supplies over and above the scope of UNRRA activities, under the general guidance of the Administration. Examples of supplementary projects currently in operation are mobile health units, specialized nutrition programs, and special programs for physically disabled persons.

A number of voluntary agency projects supplementing the work of UNRRA have been initiated or planned in the past three months. All projects are under the general direction of the UNRRA mission in the area of operation and under the immediate supervision of the agency. Each project is based upon a specific agreement between the agency and UNRRA. In addition to those mentioned in the Chapter on "Health, Welfare, and Other Services," reference may be made to the agreement between the Czechoslovak Government, American Relief for Czechoslovakia, and UNRRA, whereby the Administration and American Relief for Czechoslovakia will together provide fifteen mobile and stationary X-ray units for a nationwide program for tuberculosis control.

Upon his return to the United States in June Mr. Kizer, the Head of UNRRA's China Office, began discussions with the Foreign Mission Conference in New York

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to canvass the possibility of arranging with Mission Boards to obtain the services of Missions for emergency relief and rehabilitation in the early stages of liberation of China. Over seven hundred medical personnel and several hundred administrative officers are needed to plan the organization and conduct of operations, in close collaboration with the Chinese National Relief and Rehabilitation Administration. The Missions will be considered the most important source of personnel for operations in China, having, as they do, the required background and approach for the problems of the Far East.

CHAPTER V

FINANCE ^{a/}

CONFIDENTIAL

The Contributive Process

As stated in previous reports, contributions by member governments are used to finance operating and administrative expenses, respectively. Administrative expenses are those incurred by the Headquarters Office, the European Regional Office, and other administrative groups. All other expenses are classified as operating expenses, including costs of relief missions, the displaced persons program, and procurement and shipping of supplies. The contributions to be made for administrative expenses by each government are allocated annually by the Council, each country being assigned a percentage of the total estimated requirements for the year. No allocations of operating contributions are made but the Council has recommended that each country make a contribution which will equal approximately 1 percent of its national income for the twelve months ended 30 June 1943. Table No. 1 summarizes the contributions which, as of 30 June 1945, had been authorized or were in the process of authorization for both operating and administrative expenses.

^{a/} All data in this chapter are in terms of U.S. dollar equivalents.

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION
CONTRIBUTIONS AUTHORIZED OR IN PROCESS OF AUTHORIZATION
~~STATEMENT OF REALIZED AND EXPECTED CONTRIBUTIONS~~
BY ~~XXXX~~ MEMBER GOVERNMENTS
As of 30 June 1945
(In U.S. Dollar Equivalents)

OPERATING CONTRIBUTIONS

| | | |
|---|-------------|---------------|
| Contributed, or Available on Request (Table 2, Col. 2) | | 1,265,632,533 |
| Not Yet Available | | |
| Appropriated (Table 2, Col. 3) | 23,013,050 | |
| Having Preliminary Approval Only (Table 2, Col. 4) | 556,917,015 | 579,930,065 |
| Total | | 1,845,562,598 |

ADMINISTRATIVE CONTRIBUTIONS ALLOCATED BY COUNCIL

| | | |
|--------------------------|------------|------------|
| Paid (Table 2, Col. 5) | 13,128,750 | |
| Unpaid (Table 2, Col. 6) | 3,996,250 | |
| Total | | 17,125,000 |

| | | |
|--|--|----------------------|
| TOTAL CONTRIBUTIONS AUTHORIZED OR IN PROCESS OF AUTHORIZATION (Table 2, Col. 7) | | <u>1,862,687,598</u> |
|--|--|----------------------|

Of the total of \$1,862,687,598 in contributions, \$1,845,562,598, or 99.1 percent, were for operating purposes, and \$17,125,000 or 0.9 percent, were for administrative purposes.

Operating Contributions

As shown in Table No. 2, operating contributions are made only by those countries which have not been invaded by the enemy. The total operating contributions as of 30 June 1945 amounted to \$1,845,562,598. Of this amount, \$1,265,632,533, or 68.6 percent, represented cash, commodities, or services already contributed to UNRRA, or government appropriations against which UNRRA might draw such items when needed. The amount of \$23,013,050, or 1.2 percent, consisted of government appropriations which, by their terms, were deferred as to date of availability; and \$556,917,015, or 30.2 percent, were contributions which had received preliminary approval only, i.e. required further action by the member government concerned before becoming available to UNRRA.

Operating Contributions (Cont'd.)

Tables Nos. 3 and 4 show, by countries, what contributions not now available will become available in 1945, 1946, and 1947, respectively, as well as the amount of the United States contribution, the availability date of which had not yet been determined.

Administrative Contributions, 1943-45

Table No. 2, columns 5 and 6, shows for each country the amounts paid and the unpaid balances of administrative allocations. Of the total allocations of \$17,125,000 approved by the Council for administrative expenses from 1943 to 1945 inclusive, \$13,128,750, or 76.7 percent, were paid as of 30 June 1945, leaving \$3,996,250, or 23.3 percent, unpaid, of which \$500,000 represent the cancelled portion of the U.S.S.R. allocation. The U.S.S.R. allocation for 1944 was reduced from 15 percent to 10 percent, or from \$1,500,000 to \$1,000,000 to conform with the percentage allocated to the U.S.S.R. at the Second Session of the Council.

TABLE NO. 2

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATIONSTATUS OF CONTRIBUTIONS FROM MEMBER GOVERNMENTS
AS OF 30 JUNE 1945
(In U.S. Dollar Equivalents)

| GOVERNMENT | OPERATING CONTRIBUTIONS | | | ADMINISTRATIVE CONTRIBUTIONS 1944-45 | | TOTAL CONTRIBUTIONS |
|-----------------------|--------------------------------------|---|---|--------------------------------------|------------|---------------------|
| | Contributed, or Available on Request | Appropriated, But Not Yet Available (See Table 3) | Preliminary Approval Only (See Table 4) | PAID | UNPAID | |
| (1) | (2) | (3) | (4) | (5) | (6) | (7) |
| Australia | 38 137 500 | | | 150 000 | 112 500 | 38 400 000 |
| Belgium | a/ | | | 100 000 | 75 000 | 175 000 |
| Bolivia | 25 913 | 51 825 | | | 17 500 | 95 238 |
| Brazil | 9 737 500 | 20 000 000 | | 262 500 | | 30 000 000 |
| Canada | 68 844 369 | | | 525 000 | | 69 369 369 |
| Chile | | | 2 178 312 | | 35 000 | 2 153 312 |
| China | a/ | | | 500 000 | 375 000 | 875 000 |
| Colombia | | | 2 303 993 | 30 000 | 22 500 | 2 356 493 |
| Costa Rica | | | 391 250 | | 8 750 | 400 000 |
| Cuba | | | | 20 000 | 15 000 | 35 000 |
| Czechoslovakia | a/ | | | 100 000 | 75 000 | 175 000 |
| Dominican Republic | 236 250 | 105 000 | | 8 750 | | 350 000 |
| Ecuador | | | 141 250 | | 8 750 | 150 000 |
| Egypt | | | | 70 000 | 52 500 | 122 500 |
| El Salvador | | | | 5 000 | 3 750 | 8 750 |
| Ethiopia | a/ | | | 8 750 | | 8 750 |
| France | a/ | | | 400 000 | 300 000 | 700 000 |
| Greece | a/ | | | 87 500 | | 87 500 |
| Guatemala | | | | 8 750 | | 8 750 |
| Haiti | 40 000 | | | 8 750 | | 48 750 |
| Honduras | | | | 8 750 | | 8 750 |
| Iceland | 587 699 | | | 8 750 | | 596 449 |
| India | 23 342 027 | | | 400 000 | 300 000 | 24 042 027 |
| Iran | | | | | 17 500 | 17 500 |
| Iraq | | | | | 17 500 | 17 500 |
| Liberia | 11 250 | | | 8 750 | | 20 000 |
| Luxembourg | a/ | | | 5 000 | 3 750 | 8 750 |
| Mexico | 1 078 000 | 2 401 000 | | 70 000 | 52 500 | 3 601 500 |
| Netherlands | a/ | | | 150 000 | 112 500 | 262 500 |
| New Zealand | 8 423 500 | | | 52 500 | | 8 476 000 |
| Nicaragua | | | | 5 000 | 3 750 | 8 750 |
| Norway | a/ | | | 52 500 | | 52 500 |
| Panama | 133 333 | 266 667 | | 8 750 | | 408 750 |
| Paraguay | | | 29 710 | | 8 750 | 38 460 |
| Peru | 767 692 | 188 558 | | 25 000 | 18 750 | 1 000 000 |
| Philippines | a/ | | | 8 750 | | 8 750 |
| Poland | a/ | | | 100 000 | 75 000 | 175 000 |
| Union of South Africa | 1 007 500 | | 992 500 | 100 000 | 75 000 | 2 115 000 |
| U. S. S. R. | a/ | | | 200 000 b/ | 1 550 000 | 1 750 000 c/ |
| United Kingdom | 319 775 000 | | | 2 625 000 | | 322 400 000 |
| U. S. A. | 793 000 000 | | 550 000 000 | 7 000 000 | | 1,350 000 000 |
| Uruguay | 485 000 | | | | 35 000 | 520 000 |
| Venezuela | | | 1 000 000 | 10 000 | 7 500 | 1 017 500 |
| Yugoslavia | a/ | | | 5 000 | 117 500 | 122 500 |
| Allocation cancelled | | | | | 500 000 d/ | 500 000 d/ |
| Total | 1 265 632 533 | 29 013 050 | 556 917 015 | 13 128 750 | 3 996 250 | 1 862 687 598 |

a/ Exempted from making operating contributions since these countries have been invaded by the enemy.

b/ The Soviet Government has informed the Administration that an additional \$200,000, representing the balance of the revised allocation of the U.S.S.R. for 1944, was in process of transfer on 13 June 1945.

c/ Allocation for 1944 reduced from 15 percent to 10 percent, or from \$1,500,000 to \$1,000,000, to conform with percentage allocated to the U.S.S.R. at the Second Session of the Council.

d/ Cancellation resulting from revision of Soviet allocation for 1944.

TABLE NO. 3

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION
OPERATING CONTRIBUTIONS APPROPRIATED BY MEMBER GOVERNMENTS,
BUT NOT YET AVAILABLE
AS OF 30 JUNE 1945
(In U.S. Dollar Equivalents)

| GOVERNMENT | AVAILABLE in 1946 | AVAILABLE in 1947 | TOTAL |
|--------------------|----------------------|----------------------|-------------------|
| Bolivia | 25 912 | 25 913 | 51 825 |
| Brazil | 10 000 000 | 10 000 000 | 20 000 000 |
| Dominican Republic | 105 000 | | 105 000 |
| Mexico | 1 200 500 | 1 200 500 | 2 401 000 |
| Panama | 133 333 | 133 334 | 266 667 |
| Peru | 155 224 | 33 334 | 188 558 |
| | | | |
| TOTAL | <u>11 619 969</u> | <u>11 393 081</u> | <u>23 013 050</u> |

TABLE NO. 4

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION
OPERATING CONTRIBUTIONS HAVING PRELIMINARY APPROVAL ONLY
AS OF 30 June 1945
(In U.S. Dollar Equivalents)

| GOVERNMENT | AVAILABLE in 1945 | AVAILABLE in 1946 | AVAILABLE in 1947 | AVAILABILITY DATE UNDETERMINED | TOTAL |
|-----------------------|----------------------|----------------------|----------------------|-----------------------------------|--------------------|
| Chile | 1 041 655 | 1 076 657 | | | 2 118 312 |
| Colombia | 977 500 | 1 326 493 | | | 2 303 993 |
| Costa Rica | 124 583 | 133 333 | 133 334 | | 391 250 |
| Ecuador | 41 250 | 50 000 | 50 000 | | 141 250 |
| Paraguay | 23 460 | 1 250 | 5 000 | | 29 710 |
| Union of South Africa | 932 500 | | | | 932 500 |
| U. S. A. | | | | 550 000 000 | 550 000 000 |
| Venezuela | <u>333 334</u> | <u>333 333</u> | <u>333 333</u> | | <u>1 000 000</u> |
| | | | | | |
| TOTAL | <u>3 474 282</u> | <u>2 921 066</u> | <u>521 667</u> | <u>550 000 000</u> | <u>556 917 015</u> |

Local Currency Proceeds from the Sale of Supplies

Supplies furnished to liberated countries by UNRRA are turned over to the government of the country for distribution. The proceeds of the sale of these supplies are then to be used for two purposes, as provided by Resolution No. 14 of the Council and the Director General's policy as enunciated to the Central Committee on 20 January 1945:

- 1) To meet all local expenses of the UNRRA mission in the liberated country.
- 2) To finance relief and rehabilitation programs to be sponsored and carried out by the government of the liberated country or by UNRRA.

With regard to the latter programs, funds may be spent directly by the government and periodic reports are made to the UNRRA mission as to amounts received from the sale of supplies, and the disposition of such amounts. It is recognized that economic conditions may make it necessary that the government use a part of the proceeds of sale of commodities for financing general governmental costs. This is permitted provided the government spends within a reasonable period of time after the inception of the Administration's program an equivalent amount on relief and rehabilitation.

As of 30 June 1945, UNRRA had concluded agreements with the governments of Czechoslovakia, Greece, Italy, and Yugoslavia substantially as outlined above. In addition, Belgium, China, France, Luxembourg, and the Netherlands had made contributions in local currency

Local Currency Proceeds From the Sale of Supplies (cont'd.)

to finance UNRRA's costs in these countries other than costs of the displaced persons program.

Financing the Displaced Persons Program

In Germany, displaced persons costs are being financed by occupation marks made available to UNRRA without charge by the military authorities. Expenditures in Belgium, France, and the Netherlands are being met through local currency purchased from these countries by UNRRA from its foreign exchange.

Non-Governmental Cash Contributions

As of 30 June 1945, cash contributions from non-governmental sources amounted to approximately \$90,000 ^{a/} representing unsolicited gifts from individuals, schools, benevolent organizations, etc.

Allotment of Funds

Total contributions as of 30 June 1945 consisted of \$1,278,761,283 contributed by or available from member governments on request, and an estimated \$90,000 in non-governmental cash contributions, or a total of \$1,278,851,283. These funds were allotted, i.e., budgeted for expenditure, as of 30 June 1945 as shown by Table No. 5. The distribution of that portion allotted for the procurement of supplies is set forth in Table No. 6, classified by type of commodity. Table No. 7 shows the distribution of the portion allotted for Administrative expenses.

^{a/} Amounts received in U.S. were \$72,110. Balance represents estimated receipts in other countries for which an exact figure as of 30 June 1945 was not available.

TABLE No. 5

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION

Allotment of Funds
as of 30 June 1945
(In U. S. Dollar Equivalents)

| | | |
|--|------------------|------------------------|
| Procurement of Commodities (Table 6) | | \$ 643,006,188 |
| Transportation and Warehousing | | 36,439,009 |
| Relief and Rehabilitation Services | | 46,431,395 |
| Administrative Expenses, 1944-45 | \$13,128,750 | |
| Reserve for Administrative Expenses | <u>3,996,250</u> | |
| Total Administrative Expenses (Table 7) | | 17,125,000 |
| Unallotted | | 535,849,691 |
| TOTAL | | <u>\$1,278,851,283</u> |

TABLE No. 6

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION

Allotment of Funds
For the Procurement of Commodities
as of 30 June 1945
(In U. S. Dollar Equivalents)

| | |
|--|----------------------|
| Food, Fats, and Oils, Feeds, etc. | \$183,739,409 |
| Clothing, Textiles, and Footwear | 217,927,641 |
| Medical Supplies and Equipment | 41,596,180 |
| Industrial Machinery and Equipment | 35,387,207 |
| Communication and Transportation Equipment | 70,165,215 |
| Other Equipment | 2,723,000 |
| Agricultural Supplies and Equipment | 59,298,676 |
| Tools, Utensils, and Supplies | 11,628,000 |
| Fuel, Lubricants, Petroleum, etc. | 1,353,000 |
| Miscellaneous Raw Materials and Products | 8,684,860 |
| Undistributed | 10,503,000 |
| TOTAL | <u>\$643,006,188</u> |

TABLE No. 7

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION

Allotment of Funds
For Administrative Purposes
as of 30 June 1945
(In U. S. Dollar Equivalents)

| | |
|--|----------------------------|
| Headquarters Office | \$ 7,766,400 |
| European Regional Office | 3,450,000 |
| Southwest Pacific Area Office | 392,000 |
| Balkan Mission | 1,088,700 |
| Liaison Office, Mediterranean AFHQ | 76,000 |
| Council Meetings, Auditors, and Related Costs | 537,900 |
| Supply Missions | 205,000 |
| Special Missions | 275,000 |
| Not Specifically Allocated by the Council | 375,000 |
| Reserve | <u>3,334,000</u> |
| Total Estimated Distribution | 17,500,000 |
| Less: Amount Not Specifically Allocated by the Council | <u>375,000</u> |
| TOTAL | <u><u>\$17,125,000</u></u> |

CHAPTER 7

ORGANIZATION AND PERSONNEL

ORGANIZATION

✓
b.8

As UNRRA moved from the stage of planning to that of large-scale operations, adjustments in the distribution of responsibility and authority among the various organizational units became both necessary and desirable. After almost a year of planning and building for responsibilities which could only vaguely be anticipated, UNRRA was confronted with tasks which took on much more definite form. This meant that certain segments of the organization could not be utilized as fully as was anticipated, while others had to assume heavier burdens than they were prepared to carry. Accordingly, steps were taken by the Director General to define more specifically the relationships between the several offices of the Administration and to shift responsibilities to the extent necessary to effectuate quicker action in the operational stage. The changes went into effect on 3 May, and it speaks well for UNRRA and the morale of its personnel that the adjustments were made without hesitation, resulting in a flexible and strong field organization fully prepared to carry out the broad responsibilities assumed by the Administration.

The Director General was moved, in part, to fix the responsibilities as indicated because the urgency of UNRRA's work in coming months will necessitate that he be free to move about as the situation requires, spending part of his time at Headquarters, part at the European Regional Office, part with the field missions, or wherever else the need for his presence appears to be greatest at

the time. To administer effectively an emergency effort encompassing such a vast area as that covered by UNRRA's program necessitates, on the one hand, fixed responsibility at certain bases with provision for adequate continuous administration, and, ^{requires,} on the other hand, requires that the Director General be in a position to concentrate his efforts at the centers of greatest need, which are likely to change from time to time and at short notice. Such arrangements will, moreover, provide a broader basis for arriving at those over-all policy decisions over which the Director General will retain full control.

Delegation of Responsibility and Authority to the European Regional Office

With the reorganization order of 3 May the European Regional Office became the focal point for the administration of UNRRA responsibilities in Europe and the Middle East, including Ethiopia (and also, with respect to displaced persons services and programs, Africa and India), excepting only Poland, which remains a Headquarters responsibility pending the conclusion of an agreement with the Government of that country. The European Regional Office will have responsibility for completing the planning and organization of missions in these areas as required. It will also be responsible for the direction of all country mission operations in these regions and the issuance of instructions to the chiefs of these missions.

The Chief of Mission will be responsible for indicating to the European Regional Office what personnel is required for his mission. The European Regional Office will review such requests and act on them, requesting assistance from Headquarters as necessary, subject to the maintenance of adequate financial controls as required.

The European Regional Office will establish the total needs for funds required for administrative purposes by the missions and will request an allocation of such funds from Headquarters. The European Regional Office will, subject to appropriate fiscal controls established by Headquarters, reallocate such administrative funds among the missions, delegating to the Chief of Mission concerned the reapportionment of such funds among the various units and projects of the mission.

In the case of supplies the missions will, in order to expedite shipping and procurement, state their requirements both to the European Regional Office and to Headquarters, the former commenting thereon to Headquarters as necessary. It is the responsibility of the European Regional Office (1) to ascertain the extent to which requirements can be met out of procurement in the United Kingdom, the British Colonies, the Middle East, and the Continent of Europe, and to report this to Headquarters in order that the over-all program of requirements may be established; (2) to execute that portion of the procurement and shipping program which has been finally approved under (1) above; and (3) to review from time to time the actual distribution of UNRRA supplies among the various receiving countries, including for this purpose such ad hoc arrangements for consultation with the receiving countries as may become necessary from time to time.

Country missions supervised by the European Regional Office will make regular and, when necessary, special reports to the European Regional Office. The European Regional Office will specify the type and content of these reports, incorporating such specific needs as Headquarters may indicate. Routine reports as specified by the European Regional Office will be sent simultaneously

to Headquarters. Any action felt to be worthy of consideration after reflection upon the reports at Headquarters will be communicated to the European Regional Office for consideration and possible relaying to the Chief of Mission concerned. The European Regional Office will make periodic reports to Headquarters on its operations and on the operations of the missions for which it is responsible.

To insure prompt and effective action in the administration of all services and programs by the European Regional Office, there has been established an office of the Director General in London. Commander R. G. A. Jackson, Senior Deputy Director General, will serve for a limited time as the Director General's personal representative in charge of this office. To him is delegated full responsibility, as vested in the Director General, for initiating, reviewing, and directing plans, programs, services, and operations, including authority to make such changes in organization and personnel in respect of European Regional Office operations as may become necessary from time to time. The Director General has informed Commander Jackson of those matters which are to be referred to the Director General before final action is taken.

The type of relationship between Headquarters and the European Regional Office envisaged by this order cannot be indicated entirely in concrete terms. It is proposed that the delegation of authority shall be very broad, and that the European Regional Office, through the availability of the Director General's personal representative, shall be in a position to act quickly and finally without more than general supervision from Headquarters. This general supervision will take the form of the European Regional Office's requesting or receiving from Headquarters directions, suggestions, and advice, especially

on matters of broad general policy; and of Headquarters' seeking to assist and give service to the European Regional Office without involving itself in details. The European Regional Office will be responsible for evaluating the needs for supervisory or advisory visits to field missions, and no such visits will be made without prior consultation with the European Regional Office. While Headquarters will be free to initiate such visits as may be essential, it will advise the European Regional Office in advance of its plans in all cases and will keep such visits to a minimum. In order to insure complete and co-operative consideration and communications on all matters having administrative or technical significance, the European Regional Office may designate a representative to join any visit initiated by Headquarters.

Adjustments in Organization at Headquarters

Certain changes in the organization at Headquarters were also made.

The Bureau of Areas was reconstituted as the Bureau of Services to include the Divisions of Health, Displaced Persons, and Welfare at Headquarters, and the Directors of these Divisions will report to Mr. Menshikov, Deputy Director General, who will be in charge of this Bureau. The Far Eastern Division remains for the time being in the Bureau of Services.

Although the responsibility of supervising country missions formerly lodged in the Bureau of Areas has been delegated largely to the European Regional Office, an Office of Country Mission Affairs was created with other functions in view. It will serve primarily as a center of information relating to the countries in which relief and rehabilitation operations are being carried on, and will also advise the Senior Deputy Director General in connection with

his responsibilities for liaison between Headquarters and the European Regional Office on all matters affecting country missions.

The Camps Division has been transferred to the Displaced Persons Division, and the Office of the Financial Adviser to the Bureau of Finance and Administration. The Division dealing with Distribution in the Bureau of Areas, and the personnel and records of such Division, are transferred to the Bureau of Supply. The functions assigned to other Divisions of the Bureau of Areas not separately referred to are transferred to the Office of Country Missions. The Division of Staff Services, and the personnel and records of this Division, are transferred to the Bureau of Finance and Administration.

The following units at the Headquarters office now report to the Office of the Senior Deputy Director General: the Bureaus of Supply, Finance and Administration, and of Services; the Office of Country Mission Affairs; the Secretariat; the General Counsel; the Diplomatic Adviser; and the Director of Public Information. The Director General has designated Roy F. Hendrickson, Deputy Director General for Supply, to be in charge of the Office of the Senior Deputy Director General at Headquarters during Commander Jackson's absence. He is authorized to issue such directives as may be necessary for the operation of the Headquarters Office and to serve as the principal contact with the European Regional Office, insuring that the letter and spirit of the delegation of authority to the European Regional Office is observed and supported in day-to-day operations.

Through his Headquarters Office the Director General will retain responsibility for UNRRA's policies and operations globally, delegating authority for operations as rapidly as practicable. The Headquarters Office will maintain

relationships with the Council and the Central Committee and, except as otherwise assigned, relationships with contributing countries.

Country Missions

The responsibility and authority for the work of each mission continues to be vested in its chief.

PERSONNEL

Operating Personnel

The Administration's global character is perhaps best illustrated by a tabulation of the personnel located in its missions and area offices as of 31 May -- personnel assigned to operations, as distinguished from the administrative personnel located at the Headquarters Office in Washington and the European Regional Office in London. This tabulation is given in Table No. _____.

TABLE NO. --

UNRRA OPERATING PERSONNEL AS OF 31 MAY 1945

(Exclusive of Voluntary Agency Personnel and Local Service Personnel)

Liaison Missions (Responsible to ERO^{a/})

| | |
|--|----|
| Belgium | 5 |
| France | 16 |
| Luxembourg | 5 |
| Mediterranean Liaison Office ^{b/} | 8 |
| Netherlands | 3 |
| Norway | 8 |

Country Missions (Responsible to ERO^{c/})

| | |
|----------------------------------|-------|
| Albania | 22 |
| Czechoslovakia | 7 |
| Greece ^{d/} | 291 ✓ |
| Italy | 187 |
| Middle East Office ^{e/} | 177 |
| Yugoslavia ^{f/} | 134 |

Displaced Persons Operations in Germany^{e/} 3,295

Far East Offices

| | |
|--|----|
| China Office | 16 |
| Southwest Pacific Office ^{h/} | 41 |

(continued)