

Regd. No.

UNRRA (EUROPEAN REGION).

WE 4/48.

Date of Paper	FROM WHOM
Date Registered	SUBJECT
28.12.44.	WELFARE COUNTRY MISSION FAR EAST.

NOTE. This file must always be passed on VIA the REGISTRY.

33528D) Wt P476/22 5u 7/44 HJR & L Gp 51

Referred to	Date	Referred to	Date	Referred to	Date
Mr. Howard.	6/3.				
Registry.	16/4.				
Sir G. Reid.	19/4.				
Sir G. Reid.	21/6.				
Mr. Berger.	21/6.				
Registry.					
Dr. Marshall.	30/1/46				
54 Portland Place.					
Registry.					

NOTE.-Do not retain this File unnecessarily.

E  
COPY WE 4/48

FOR INFORMATION ONLY  
-----

**INDEXED**

PERSONNEL DISTRIBUTION:  
-----

ACTION: Mr. Kearn  
-----

U.N.R.R.A. WASHINGTON.....TO.....U.N.R.R.A. LONDON

NO. 1847

Dated: 16th June, 1945

Rec'd: 17th June, 1945  
-----

Urge you submit Candidates, our A-61, by 1st July.  
First 9 specialists should leave for China starting August.

H.P.C./.440



INDEXED

FOR INFORMATION ONLY

E

WE

7/48.

AIRGRAM

DIVISIONAL DISTRIBUTION

ACTION: MR. O'HALLORAN

U.N.R.R.A. WASHINGTON.....TO.....U.N.R.R.A. LONDON

NO. A-61

Dated: 5th June, 1945

14 Welfare Specialists approved at request Chinese Government for work UNRRA welfare training programme. Positions established at grade 12. Desire biographical details your candidates soonest, especially for Shelter and Emergency Services. Interested UK men caliber Wilkinson, Gree, Rees. Also other nationalities. Please ascertain interest and availability Selene Gifford, MEO.

Positions are:

First Priority Group:

Organization and Administration of Relief and Welfare Activities.

Training and Utilization of Lay Workers for Emergency Services.

Free Distribution of Relief Supplies.

Planning and Management of Workers on Relief Projects.

Care of Homeless, Abandoned and Dependent Children.

Mass Feeding.

Emergency Shelter for Homeless Persons.

Organization and Administration of Camps.

Handling of Mass Movement of Refugees.

Second Priority Groups:

Additional Specialist in Organization and Administration of Relief and Welfare activities.

Additional Specialist in Planning and Management of Workers on Relief Projects.

Child Welfare.

Third Priority Groups:

Care of Handicapped Children.

Care of Disabled Persons.

We have proposed changing our candidates Care Children, Mass Feeding, Organization and Administration of Relief and Welfare Activities, Care Disabled.

Make no commitments without approval here.

INDEXED  
100-810

Emergency Shelter for Homeless Persons

Organization and Administration of Camps

Handling of Mass Movement of Refugees

Special Priority Groups

Additional Specialties in Organization and Administration of Relief and Welfare

Child Welfare

Additional Specialties in Planning and Management of Workers in Relief Work

Child Welfare

Special Priority Groups

General Administration of Relief and Welfare Work

Emergency Shelter for Homeless Persons

Organization and Administration of Camps

Handling of Mass Movement of Refugees

Special Priority Groups

Emergency Shelter for Homeless Persons

Organization and Administration of Camps

Handling of Mass Movement of Refugees

Special Priority Groups

Additional Specialties in Organization and Administration of Relief and Welfare

Child Welfare

Additional Specialties in Planning and Management of Workers in Relief Work

Child Welfare

Special Priority Groups

General Administration of Relief and Welfare Work

Emergency Shelter for Homeless Persons

Organization and Administration of Camps

Handling of Mass Movement of Refugees

Special Priority Groups

Emergency Shelter for Homeless Persons

Organization and Administration of Camps

Handling of Mass Movement of Refugees

Special Priority Groups

Additional Specialties in Organization and Administration of Relief and Welfare

Child Welfare



Copy for WE 4/48  
A2963  
UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

1344 Connecticut Avenue,

WASHINGTON 25, D.C.

INDEXED

Mr. George Mooney  
Executive Secretary  
UNRRA  
11, Portland Place,  
LONDON.

8th May, 1945.

Attention: Dr. Frank Pedley  
Welfare Liaison Office,  
Paris.

My dear Mr. Mooney:

At Headquarters we are collecting case material based on the experiences of liberated countries in Europe to send to the Far East for use in the Chinese training program. Our friend, H.C. Chang, took a lot back to Chungking with him recently, and we are preparing to send even more after him. The training job in China will be a very big one; and any illustrative material that we can send there can be of great assistance to those who will have charge of it.

At Headquarters we are also sometimes confronted suddenly with welfare supply problems, which are solved more satisfactorily if one has adequate information on which to base a reasoned estimate. Problems of this nature are likely to increase in number and in urgency with the disposal of surplus war property.

Dr. Pedley's reports to ERO have been so practical and down-to-earth that we have already found them very useful. So we have thought that he might like to know some of the problems we are up against at Headquarters, and some of the questions that are uppermost in our thinking so that he might be able to bear these things in mind.

We feel that one of the duties of the Welfare Division is to get families functioning again as quickly as possible as normal households. Dr. Pedley himself has called attention to the primary importance of housing; and with this we are in hearty agreement. But we would like to ask him

whether/

whether he has come up against circumstances in which something, yes, than housing, or something additional to housing, is needed before people can set up house again. We notice, for example, from his reports that the proportion of sinistres who get their food from communal kitchens is less than 10%; and we wonder how the rest are feeding themselves. We also notice the small number of sets of household equipment of this kind is all that stands between some families and ability to resume housekeeping.

Then there is our feeling that the relief job inside a country is so big that many members of a community who have no professional training are needed to help, under qualified direction, in the welfare work of their community. Here again Dr. Pedley's reports have shown us the large number of laymen who work with the diplomados asistentes sociales. But we would like to know more about the basis on which they work together, what they do, whether the laymen are given any training or any guidance, and if so how much.

FOR THE DIRECTOR GENERAL:

Conrad Van Hyning  
Deputy Director  
Welfare Division

AIR MAIL.



Standing Technical Committee  
on Welfare

3557  
TWE(45)33  
3 May 1945

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

STANDING TECHNICAL COMMITTEE ON WELFARE

TO: Members of the Standing Technical Committee on Welfare

FROM: Gay Shepperson, Secretary

Attached is a document entitled, "Background for Welfare Planning - CHINA", which is being distributed for the information of members of the Committee. This document was prepared by the Reports and Analysis Branch (now Office of Program and Reports) of the Welfare Division, and has been used in planning the Welfare Program for China.

Attachment (1)

BACKGROUND FOR WELFARE PLANNING

CHINA

Welfare Division  
UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION  
Washington, D. C.  
April 1945



Acknowledgement is hereby made to Professor Hung-Chun Chang, Welfare Member of the Chinese Delegation to UNRRA, for the vast amount of time and thought which he generously gave to the preparation of this report. His knowledge, experience and cooperativeness have proved of inestimable value.

## TABLE OF CONTENTS

### Chapter One

	<u>Page</u>
CHINA: THE SOCIAL PATTERN	1
I. Method of Approach to Chinese Welfare Services	1
II. Social Institutions	1
A. Property	1
B. Religion	2
C. Education	2
D. Government	3
E. Benevolence	4
III. Social Groups	5
A. The Family	5
B. The Clan	5
C. The Village	5
D. The Market Town	6
E. The County Seat	7
F. The Metropolitan Municipality	7
G. The State	8
1. The Province	9
2. The County	9
3. The Pao-Chia System	9
4. Occupational Groups	9

### Chapter Two

PREWAR WELFARE SERVICES IN CHINA	11
I. General Assistance	11
A. Food Supply	11
B. Free Food Distribution	12
C. Cash Assistance	12
D. Clothing	13
E. Shelter	13
F. Medical Assistance	14
G. Burial	15
H. Relation between General and Special Assistance	15
II. Assistance to the Vulnerable Group	16
A. The Aged	16
B. The Young	16
C. Women	18
D. The Handicapped	19



III. Assistance to the Able-Bodied	19
A. Vagrants	19
B. Victims of Personal Misfortune	19
C. Disaster Victims	20
IV. Social Work	21
A. Social Work Training Before the War	21
B. Medical Social Work	21
C. Social Work Training During the War	21

### Chapter Three

WARTIME DEVELOPMENTS IN CHINESE WELFARE SERVICES	22
I. New Needs	22
A. Displacement of Population	22
B. Inflation	22
C. The New Poor	22
D. Air Raids	23
E. Military Service	23
F. War Damage	23
II. New Agencies	23
A. Wartime Voluntary Agencies	24
B. Wartime Governmental Authorities	24
1. Ministry of Social Affairs	24
2. National Relief Commission	25
3. China National Relief and Rehabilitation Administration	26
C. Collaboration between Public and Private Welfare Action	27
III. New Services	27
A. Wartime General Assistance	27
1. Food Supply	27
2. Food Distribution	28
3. Cash Assistance	28
4. Shelter, including Camps	29
5. Clothing	31
6. Medical Assistance	31
7. Burial	32
B. Wartime Assistance to Vulnerable Groups	32
1. Child Welfare	32
2. Blind Welfare	34

C. Wartime Assistance to the Able-Bodied	35
1. Assistance to Displaced Urban Workers	35
2. Assistance to Farmers in Distress	36
3. Women's Welfare	37
4. Young Persons' Welfare	37

Chapter Four

FOREIGN WELFARE AGENCIES IN CHINA	38
I. An International Agency	38
II. United States Agencies	38
III. United Kingdom Agencies	43
IV. Canadian Agencies	46
V. Indian Aid	46
VI. South Seas Aid	46
VII. Red Cross Aid	46

Statistical AppendixTABLES

1. Cities in China with a Population of 100,000 or more, 1936-39	48
2. Local Government Units in 17 Provinces of Free China, 1943	49
3. Percent Distribution of Family Expenditure at Chengtu (Szechwan) 1937 and 1942	49
4. Registered "Peoples' Organizations" in Free China 1944	50
5. Benevolent Agencies Supervised by the Ministry of Social Affairs in Nineteen Provinces of Free China - 1944	52
6. Local Benevolent Agencies in Nineteen Provinces of Free China, 1944	53
7. "Social Service Centres" in Nineteen Provinces of Free China, 1944	54
8. National Child Welfare Organizations in Free China, 1943-1944	55
9. Local Government Child Welfare Institutions in Seven Provinces of Free China, 1944	56
10. Cooperative Societies in Free China, by Year, 1937-44	56
11. Cooperative Societies in Free China by Provinces, 1944	57
12. Cooperative Societies in Free China, by Purposes, 1944	58



## Chapter One

### CHINA: THE SOCIAL PATTERN

#### I. METHOD OF APPROACH TO CHINESE WELFARE SERVICES

A. In a country so vast and varied as China it has not yet proved possible to make reliable generalizations on the basis of scientific observation and statistical measurement and analysis. Instead, it is necessary to proceed by describing the social norms which Chinese legislators and administrators have in mind as they develop and apply their nation's social policy.

To estimate the degree to which these norms have been approximated in actual practice in particular provinces and counties at a particular date, a fuller analysis would be needed than can be attempted in this preliminary overall survey.

B. China's traditional welfare practices have been evolved in the course of many centuries to help a predominantly rural population go as far as possible towards meeting its basic needs and fulfilling its primary social obligations both in the misfortunes that too frequently befall families and in the disasters that from time to time overwhelm whole communities.

The rise of an urban and industrial proletariat is such a comparatively recent phenomenon in China that the development of such governmental welfare services as social insurance and public assistance belongs to the future. The long-run need for such services is not discussed here.

#### II. SOCIAL INSTITUTIONS

A. Property. The ownership of property is widely diffused in China. In many provinces farm ownership is more common than farm tenancy. It is said that most families have some property. Sometimes they have a house without land. Sometimes the land is not enough for them to live on without other sources of income; and in that case the women of the family frequently work the family's own land while the men go off and work for wages. It is said that there are few Chinese whose families have no property at all, except in the case of those families that have lived so long in the big cities that they have lost their roots in the countryside. In circumstances of distress, infirmity, or bereavement, a Chinese usually goes back to his native village if his family has any property there. What stands between a Chinese and starvation is not a network of social services, but his working power and his family property.

It has always been usual for a Chinese to put part at least of his savings into land. In wartime this has been more usual than ever; for, when it is unsafe to invest in productive economic developments, more money is put into land. In particular, persons who profit from the war have tended to build up larger estates, with the result that the distribution of land ownership may have become more unequal.



Landed property has never been a man's own, for him to do what he likes with, in China. Instead it has been a matter of concern to his family, clan, friends and local community, with all of whom he is expected to consult before parting with it.

B. Religion. Religion - in the broadest sense - has played a very big part in China, in reinforcing the social obligations of Chinese people to one another. Ancestor worship has helped to give sanctity to family ties. Buddhism has promoted self-sacrifice; its temples are local community centres; and during the war its monks have sheltered the homeless, given first aid to the injured, and buried the dead, while local chapters of its World Red Swastika Society have provided general help to people in distress. Taoism has been associated with the guilds, which have been very active philanthropically. Confucianism - which is so secular in its teaching that it is not officially regarded as a religion - has laid down rational ethical standards which have long influenced the conduct of all sections of the Chinese people and especially of public administrators.

Other religions practiced by influential minorities of Chinese, whose considerable influence in the welfare field has not been confined to their own believers, included Islam, which has at least 10,000,000 adherents, of whom 5,000,000 are in the Northwest, and Christianity, which has over 5,000,000 adherents, of whom some 4,000,000 are in the Roman Communion while 1,000,000 belong to the Protestant community.

### C. Education.

1. Literary Education: Literary education has been the medium through which China has obtained an elite of scholars, from among whom it has been able to recruit its civil servants over many centuries. Such modifications as have occurred in the Chinese educational system under the Republic have been aimed at widening the range of recruitment of public servants and changing the basis of their instruction. The old reliance on examinations as a method of recruiting officials has been transformed by the introduction of a Western civil service system.

The present tendency is to organize schools on the American model: elementary grades, ages 6-9; higher primary grades, ages 9-12; middle school, ages 12-18; and 4 years college, ages 18-22. Small tuition fees are normally charged. Most students' living costs are subsidized either by the government or by some other agency, if they live away from home.

2. Vocational Education: Apprenticeship is the traditional medium for vocational education in China. It has usually consisted in an adolescent boy being bound for "three years and one festival", his master assuming responsibility not only for teaching him the craft or trade, but also for providing him with food and shelter, and sometimes with clothing and medical care, and occasionally with a cash bonus. If the apprenticeship was in a trade or craft practised in a shop, it bound the apprentice to the shop, rather than to the master, so that he normally changed hands along with the shop, whereas, when the apprenticeship was in a craft normally practised outside a workshop, it was to the master that the apprentice was bound. On graduating from his apprenticeship, the young man had to meet the expense of giving a feast for



his master and master's friends, and making a thank-offering and burning incense in front of the image of the "ancestral master" of his trade.

D. Government. Such unity as China possesses has been brought about very largely by the action of government. From the North China Plain the dynasties conquered the whole country, sending in non-local officials to rule it as provincial governors and county magistrates, and building roads by which to facilitate communication between the provinces and the centre.

The chief preoccupation of government in wartime China is to enlist the people's help in the struggle for national survival. The government has therefore concentrated on the raising of men and money, all else becoming secondary to this prime activity of the government.

It has always been understood, however, in China that a government must be judged by the services it renders to those who are subject to its authority. "A government must be benevolent and promote human welfare," was a standing principle for all the dynasties. Dr. Sun Yat Sun, the founder of the Republic, said similarly, "The people's livelihood is the foremost duty of the government", and he spoke of the people's welfare alongside nationalism and democracy as one of the three great aims of his movement.

Since the revolution of 1912, supreme political authority has come to be vested in the Kuomintang, whose Central executive committee has maintained contact with its 1,500,000 eve-of-war party-members - whose numbers increased considerably during the war - by means of local groups, a youth movement, and, insofar as transportation difficulties have permitted, by the convening of councils and congresses.

At all the higher levels of government, responsibility for policy-making has been vested in collegial bodies. For ceremonial purposes, there is a national government council or state council, whose chairman is Head of the State. For governmental purposes, there are five councils (Yuan), the chairman of one of which - the cabinet (executive Yuan) - ranks as Head of the Government. Provincial government is similarly vested in a provincial commission, presided over by a chairman. Commissions often contain members without portfolio.

Administrative responsibility, on the other hand, is vested in particular individuals. Thus each member of the executive Yuan or of the provincial commission is responsible for the administration of a particular department, such as - at the national level - the Ministry of Social Affairs.

Consultation at all levels is a well-established Chinese technique. It is practised both in relations with colleagues and in relations with the people under one's jurisdiction. Consultation with colleagues is provided for the collegial principle at the provincial and national level; at the county and municipal level, it is normal, even when not obligatory, for the mayor or magistrate to consult collectively with his bureau chiefs, including the head of the bureau of social affairs.

Consultation with a cross-section of the population is usually obtained by calling in the natural leaders of the locality on the basis of their family prestige, their leadership in an organized profession, or their official



position as head of a town or village; to an increasing extent, consultative councils or assemblies are being formally organized "in obedience to national law".

A few very large metropolitan areas have been constituted "special municipalities": like provinces, they are under the immediate control of the central government. Other cities are like counties, in that they come under the immediate control of the provincial commission, and only indirectly under the control of the central government.

Centralization of Chinese government has been tempered by difficulty of communication. A considerable amount of discretion has always been left to provincial governors, county magistrates, and local communities. The Central government has exercised leadership by laying down general principles, setting an example through model institutions, making grants-in-aid, and planning the general framework of the nation's life. It has tended to confine itself to this <sup>financial and</sup> general leadership, leaving it to provincial and local governments to work out administrative details. In one sense, it might almost be said that in Chinese government ethics and administration have thus been more important than law.

The functions of government have always been limited. "When you have paid your taxes you are free as a king", runs an old Chinese proverb. Thus, for example, the establishment and modification of associations and foundations for welfare purposes can be effected without any legal formalities. Relief and assistance are usually rendered by relatives and friends without any governmental enforcement of their responsibility. The government has never at any time established anything resembling the statutory local poor relief of Western countries.

E. Benevolence. Philanthropy or benevolence has always been enjoined, both on private persons and on public authorities, by Confucian moralists as well as Buddhists, Christians, Moslems, and Taoists. Much of this benevolence is spontaneous and unorganized. Much is integral to the life of an organized group, such as the family, the clan, the local community, the market area, or the state and its subdivisions. In the primary groups, benevolence defies measurement. At the higher social levels it becomes institutionalized in special agencies of which government takes cognizance and for whose functioning government assumes some responsibility; at those levels it becomes possible to list some at least of the agencies and count some of the sums expended and some of the persons served. It must always be remembered, however, that in all countries to some extent, and in China to a great extent, the most important aspects of benevolence are those that are hard to see and impossible to measure.



### III. SOCIAL GROUPS

China presents the picture of a culture-pattern in which the vitality of small groups based on personal contact has not been broken down to more than a comparatively small extent by the impersonal life of the big city. It is within these groups based on personal contact and personal loyalties that assistance is normally given. It may take the form of mutual aid among equals, or of the benevolence of the more well-to-do towards the less fortunate; but, which ever form it takes, it is based on common membership of the same social unit, and is not felt to be demoralizing or pauperizing or in any way lessening the personal responsibility of the individual who receives it. His social security arises from his membership in such a group. In the great hierarchy of organized social groups the following stand out. The lower the group in the hierarchy, the higher the responsibility.

A. The Family. It is not uncommon for brothers, after the death of both their parents, to divide the property and set up separate households, although families in which several generations live together and share things in common are not unknown. Even if brothers live separately, however, they still help one another when in need or in distress, to the limit of their ability. The obligation of members of a family to care for one another is not limited to parents and children, wives and husbands, nor even to brothers and sisters, but extends to uncles and aunts, nieces and nephews. Persons who fail to fulfill these family obligations are condemned and outcast by their relatives, friends and community. A person's decision to make his home with one relative rather than another is to some extent determined by his estimate of their relative ability to support him. The result is that, although the average Chinese family contains five persons, the well-to-do family tends to contain more, and the poor family less. Almost the whole burden of relief is borne by the family, even at the cost of great hardship. Other agencies do little more than supplement the work of the family.

B. The Clan. The clan is a group of blood relatives consisting of families of the same name who revere a common ancestor. There is a taboo on marriage between members of the same clan. Clans have ancestral halls for the worship of their common ancestors, ancestral tombs in which to bury their dead, and clan estates with which to help clan members avoid distress. The clan estate is inalienable common property which usually consists of land, the rent or produce from which may be used in the interest of the clan as a whole. In ordinary times it is to help widows and the infirm and to contribute towards the cost of clan-members' funerals, education, and marriage. In bad years, gifts or loans may be made to help poor members of the clan until the next harvest is in. After members of the clan are taken care of, the surplus, if there is one, is used for the benefit of other members of a community.

C. The Village. The local community consists essentially of a number of clans and families; but there are some instances in which the clan and the village are co-terminous. Its common affairs are administered by a council of elders composed of the heads of the various clans. Members of such a community feel a deep attachment to it and to one another. The village community is a natural social organ for the celebration of festivals, the provision of elementary schools, the planning of irrigation, the management of communal property, and the settlement of disputes. Its general meeting-place, both for



business and for entertainment, is usually the Buddhist temple. The local community has many traditional forms of collective self-help, such as village granaries both for giving and for lending grain. Within this community, associations for special purposes are common, such as the cash societies that enable their members to save by lending, and to meet their customary expenses.

The local community is also an important instrument of social control. To encourage one another to be good, for the mutual correction of mistakes, for the observance of customary forms of respect and courtesy, and for mutual help in fire, flood, theft, sickness, bereavement, and destitution, the rural "community contract" system has come into existence. Two or three respected leaders, who sometimes include one or two retired classical scholars, are elected and rotate month by month as leader of the community for this purpose, writing down the virtues and vices of all members of the local community, and reporting them to the leader and to all members of the community at a monthly meeting. Those who do not observe the contract become outcasts.

The well-integrated village is more typical of the North China Plain. The terrain tends to make South China a land of scattered hamlets rather than of villages.

D. The Market Town. Every group of villages or hamlets is served by a small market town. This has to be within easy walking range of the people it serves, so that they can travel there, transact their business, and return home, during the course of a single day. The service radius of such a town is about 10 kilometers, with a tendency for it to be a little less on the North China Plain where villages are close together, and a little more in the hill country of the South.

A "greater market" and a "lesser market" are commonly held in the course of each five-day period; and a fair is held at least once a year to coincide with an important local festival. At the market, grains and other foodstuffs are bought and sold; and at the fair, villagers can buy clothes and furnishings from wandering merchants, instead of having the trouble of going to a city. A market town has therefore to be slightly less difficult of access than the surrounding settlements, and in the North it can usually be reached in good weather by a cart road; but it tends to decline in importance wherever the railway or some other form of cheap mechanized transportation has facilitated access to larger centres from a wider area.

The market town tends to play a bigger part in people's lives in South China than in the North China Plain.

It is on market days that young people from different villages and hamlets get to know one another, and that people have a chance to meet relatives who live in other communities.

In addition to the stalls that are erected only on market days and for fairs, the market town usually contains shops, a police station, a sub-postoffice, a higher primary school for children 9-12, and sometimes a "social" or "benevolent" granary, and one or two cooperatives. Nowadays it sometimes has a "self-government office" for propagating new attitudes among the villagers along four principal lines:



1. Cultural: led by the head master of the school and including the promotion of welfare activities.
2. Health: with, if possible, a substation of the county health centre, led by a public health nurse or doctor, and including the promotion of inoculation.
3. Military: to promote defense training.
4. Economic: to promote cooperatives and better farming.

Occasionally a market town is prosperous enough to have one or two small charitable endowments. A market town is a natural place for locating such wayside transit stations as are needed for facilitating the mass migration of refugees.

E. The County Seat. Unlike the market town, the county seat is essentially a political and administrative centre. It is usually a walled city, with a temple of Confucius, a magistrate's residence, a government salt depot, a county price-stabilization granary, and a middle school for children 12-18 with a boarding-house for pupils from the country. It is planned to make it also the seat of a county cooperative bank; in many instances it is already the seat of a county health centre, a county farmers' association, and a public or quasi-public social service centre. Leading citizens come there on public business, sometimes making a whole day's journey for this purpose by horse, donkey, or cart in the North, or by sedan-chair or boat in the South, staying a few nights at the homes of friends who live in the county seat, or renting a room.

The county seat serves the surrounding countryside also as an especially important market town, with several markets held on different days at the different city gates. It also contains enough craftsmen to have made possible the organization of craft guilds in the past and craft unions in the present. The county seat nearly always has a number of benevolent associations and foundations, endowed usually with rural land. These agencies tend to be resorted to more by the inhabitants of the city than by country families. They help provide facilities and personnel of considerable value when emergency care has to be organized for migrant refugees.

F. The Metropolitan Municipality. The biggest urban agglomeration, Shanghai, had over 3,000,000 inhabitants before the war. Peiping, Tientsin, and Nanking also had more than 1,000,000 inhabitants; and during the war Chungking has mushroomed into the same class. More than 20 other cities have a population of over 100,000. With the exception of past and present national capitals, all these major cities owe their rise primarily to the fact that they are sea or river ports with exceptional transportation facilities. There has been a tendency during the 19th and 20th centuries for the Chinese farmer to grow more cash crops - such as cotton, silk, oil seeds, soybean, tobacco, and, formerly, opium - by which to finance the purchase of clothing, household utensils, tools, and furnishings, or the sending of children to boarding school. These cities have, therefore, developed for the purpose of distributing or processing the materials grown or used by China's rural population.

People who move into a metropolitan centre endeavor to retain their ties with their place of origin, the Chinese reckoning his place of origin from the birthplace of his grandfather and not from the place where he himself was born. For



people from a particular province there is nearly always a provincial club, people from several provinces sometimes combining to have a joint club. County clubs are also sometimes formed, but are less common. These provincial and county clubs help both their own members and the general public. Their income is derived from initiation fees, dues, assessments, and real-estate rentals. Their work includes the care of wayfarers, assistance to needy members, the provision of free transportation for people from the same province or from the same county, the building of bridges, and participation in relief activities of the community and of the nation.

In these metropolitan centres, a considerable need has been felt for social welfare agencies both along traditional Chinese lines and on the Western model. Although these cities are less directly affected by drought and flood than are rural communities, their economic life is subject to greater dislocation by cyclical depressions and by wartime interruption of trade and transportation. Without going a journey, it is usually difficult for their inhabitants to get subsistence from family property when in distress. In a sudden emergency it may be impossible for them to get immediate help from their country relatives. Many people have come to town in the first instance only because their families were unable to support them in the country. Poor people in cities are less able than poor peasant-farmers to help their yet poorer relatives. The substitution of the wage contract for customary land tenure becomes part of a general substitution of contractual relations for customary obligations.

A survey conducted under the auspices of the Ministry of Social Affairs at Chengtu (Szechwan), a river port with a population estimated at 370,000 in 1941, found at least 68 social agencies in operation. Of these agencies, 52 provided sheltered care, and 16 did not do so. Coffins were provided by 47, and widows were aided by 44 societies. Secular agencies numbered 48; Taoist, 10; Buddhist, 6; and Christian, 4. These voluntary agencies seem to have given assistance to about 5% of the population of Chengtu in the year the survey was made.

G. The State. In the past the State left the primary social groups to care for their own members: it became active only when there was a flood, drought, or some other grave disaster which exceeded the power of the primary group to deal with it. The State's inaction in normal times was the people's opportunity.

The first line of action taken by the State in an emergency has been the negative one of exempting the disaster-stricken community from payment of the land tax; but the State has always done more than this when the emergency has been a grave one, distributing food and clothing and cash, organizing refugee camps and gruel kitchens, making grain available from government granaries, providing work on public projects, and helping local communities struggle back into a position in which their members can once again support their families and help their friends.

In Imperial days, the reciprocal obligations of the Emperor and his subjects, and, under the Republic, the duties of the nation and its citizens towards one another, have been put by Chinese moralists on the same footing as the relationship between parents and children, wife and husband, brothers and sisters, and friends. In fact, however, in so vast a country as China, the State has tended to be a somewhat distant and impersonal thing. The essential social life of China has been the life of the primary community in which direct personal con-



tact is possible. To link the life of the primary group with that of the State four principal channels have been opened up;

1. The Province. The province provides the administrative channel through which new ideas filter down from the national capital to the counties. The chief provincial officials are more likely than the county magistrates to be men of western education. It is by contact with these officials that the county magistrates come into contact with the central government and its policies.

2. The County. China has long been divided into nearly 2000 Hsien, in each of which is a magistrate who has hitherto been appointed by the Head of the State to represent the central government, not only in collecting men and money for the service of the State, but also in organizing the central government's welfare activities within the county, and in stimulating local self-help. The substitution of local election for central appointment as the method of choosing the county magistrate is contemplated.

3. The Pao-Chia System. In order to strengthen the links between the basic social groups and the State, the Chinese Republic in 1936 attempted to revive the Pao-Chia System:

10 Households	:	1 Chia (tithing)
10 Chia	:	1 Pao (hundred)
10 Pao	:	1 Hsiang (rural district) or
	:	1 Chen (urban district)

To tally with the actual facts of social organization this strict decimal system was modified in 1939 so that as the law now stands:

1 Chia	:	6-15 Households
1 Pao	:	6-15 Chia : 36-225 Households
1 Hsiang-Chen	:	6-15 Pao : 36-225 Chia : 216-3375 Households

When this system was used on previous occasions it was as a basis for drafting the militia under the Sung dynasty, and as a method of enforcing collective responsibility under the Manchü dynasty. Today this "self-government system" aims at helping not only in the drafting of conscripts, the policing of the rural population, and the allocation and collection of taxes, but also in organizing medical assistance and primary schools and in assessing the need for relief in times of disaster. A market area is usually recognised as a Hsiang.

4. Occupational Groups. Every important trade or craft used to have its own local guild. This consisted of all masters who had qualified for initiation by completion of apprenticeship and performance of appropriate religious ceremonies. Besides regulating wages and prices and other aspects of business conduct when they met to celebrate the annual festival of the "ancestral master" by whom their trade or craft was founded, every guild was important as a mutual aid association for the assistance of members and their families and as a contributor to the general welfare of the community at large.

A revolutionary change has been underway in Chinese occupational organizations of recent years, in that the legal framework within which organized professions



function is in process of being democratized, secularized, and nationalized. The officials of occupational unions or associations are now subject to election and rotation instead of acceding to office on the basis of seniority. The cult of the "ancestral master" has been abandoned. Local occupational organizations no longer are legally entitled to regulate the conduct of business, or sit in judgment on their members. Nor does apprenticeship have to be completed before a man or woman can become a member. Initiation fees and membership dues, qualifications for membership and for officeholding, minimum membership requirement, and the size of the executive committee, are all regulated by a law of 1943, administered by the Ministry of Social Affairs. Every union has to be registered with the county magistrate, the provincial governor, or the Ministry, according to whether its activities are limited to the county, the province, or the nation; and not more than one union is allowed for each occupation in each locality, all jurisdictional disputes being settled by the appropriate level of government.

A union is empowered by law not only to act as a party in collective bargaining and as a spokesman for its members in dealing with the government, but also to engage in the organization of vocational guidance, vocational education, housing, insurance, cooperatives, nurseries, reading rooms, clubs, recreation, social research, and anything that concerns the improvement of workers' living conditions. In carrying out welfare work under this law, unions are entitled to subsidies from the local government unit if their members are engaged in a trade or craft, and from management if they consist of factory workers.

On the basis of local organizations, the Ministry of Social Affairs is endeavoring to build up provincial federations, with the hope ultimately of getting the various occupations organized on a nation-wide basis.

In place of the former craft guilds, there were in Free China in 1942 more than 4000 "craft unions" with 1,000,000 members, and some 8000 trade associations with 130,000 members, the latter being limited to employers as in Western countries. Membership in labour unions is mandatory in wartime.

Farmers' unions are being organized along similar lines, with the intention in the first instance of using Hsiang associations as a base on which to build County and Provincial federations. The establishment of nurseries, the care of the aged, the relief of the poor, and the promotion of reading rooms and recreational facilities, are listed by law among the powers granted to farmers' unions. Farmers' Hsiang associations numbered over 5000 with 2,000,000 members, and county federations numbered over 400, in 1944.

The possibility is being explored of using the new unions for social insurance purposes, somewhat as in the Ghent system. The first important experiment of this nature is now being initiated among the salt workers of Szechwan.

These occupational groups are among the most important of the many kinds of "people's organizations" through which, during the period of "tutelage", the Ministry of Social Affairs has endeavored to promote the participation of the people in the life of the State.



## Chapter Two

### PREWAR WELFARE SERVICES IN CHINA

Between 1911 and 1937, many traditional methods of relief were still in general use in the Republic of China, but were being subjected to criticism, modification, and supplementation, in the light of changing circumstances and impact with the West. The services here described are the traditional ones, along with such Western ones as had begun to take root in China before the War.

#### I. GENERAL ASSISTANCE

In addition to special services for special categories of people, general assistance has had to be given to all categories of people who have been unable to obtain the basic necessities of life without the organization of specific measures to help themselves. Such basic necessities have included food, clothing, shelter, household equipment, medical and nursing care, and burial. These necessities have been supplied either in kind, or by the distribution of cash: in China, relief in kind has been more usual than relief in cash.

A. Food Supply: The traditional Chinese method of ensuring the supply of staple food has been to have public granaries of various kinds.

1. Government Granaries: Before the Revolution it was usual for the land tax to be collected in kind and for officials to be paid partly in kind. For this purpose, government granaries were erected, and the Grand Canal was built to facilitate the movement of government grain. During the war, this system has been revived, so that the land tax is again paid in grain which is used for feeding officials, soldiers, and others.

2. Stock-Pile Granaries: County magistrates have been expected to levy quotas of grain on all landowners, with which to build up stock-piles which could be drawn on in case of famine. These have sometimes been located not only in the county seat but also in the market-towns. At the same time the government has endeavored to promote a revival of the three following kinds of granary which are less prevalent now than formerly.

3. Renevolent Granaries: Landowning members of the market-area have voluntarily contributed some grain from which free supplies have been given to those who were in need.

4. Social Granaries: These also have been local granaries to which landowners of the village or market-area have been accustomed to contribute grain and from which, when in need, they have been able to borrow grain until the harvest has come in; the loan has then been repaid in kind, with or without interest, according to the state of the harvest.

5. Ever-Normal Granaries: It used to be customary to organize these permanent equalization granaries at the provincial, county, or municipal level of government, for the purpose of stabilizing or steadying prices.



Instead of being stocked by compulsory assessment as with (1) and (2), or by voluntary contribution as with (3) and (4), these have been stocked by buying grain when the market has been glutted in order to sell the grain when the harvest has been bad and prices have been rising.

B. Free Food Distribution. Prime responsibility for giving food to those who are in need has rested with relatives and friends. Some assistance in the discharge of this responsibility has been provided by the institution of "clan estates" which provide food for poor members of a clan, for some of whom it has also been possible to find work in the cultivation of the estate. The Chinese New Year provides an occasion when baskets of provisions are customarily given by relatives and also friends.

This help by family and friends has been supplemented, especially in the towns, with help by the wider community. The need for free food, except in famine years, is seasonal: it belongs principally to the winter and usually ends with the spring or, at latest, with harvest. The organized distribution of free food has taken four principal forms:

1. Grain Distribution: In wintertime, individuals, agencies, guilds, and clubs have given rice, wheat-flour or flour vouchers to poor people, who have thus been enabled to get food to take home and cook for themselves.

2. Cruel Kitchens: In wintertime and in famine years, rice or millet porridge has been distributed once or twice a day as one of the activities of government or of a benevolent agency or of both together. This mass feeding is preferable to flour distribution if cooking fuel or equipment is scarce. Since mass feeding tends to be deterrent, there has seldom been inquiry into the recipients' means and needs: the majority of those who frequent these kitchens may be assumed really to be unable to obtain food in any more eligible way.

3. "Winter Camps": In wintertime, shelter and warmth as well as hot food have sometimes been provided in public buildings, including ancestor halls, temples, guild houses, and provincial clubs.

4. Work Relief: This has customarily been used by government and voluntary agencies as a way of distributing food and some cash to disaster victims, while helping them rehabilitate their community so that they may soon be able to again support their families and help their friends.

C. Cash Assistance. In addition to the gifts and loans, with or without interest, which he gets from friends and relatives, a Chinese in need of cash has been able to get it in two principal ways - (1) low-cost credit, and (2) cash relief - without borrowing from money-lenders, without pledging his tools, his household necessities or his luxuries to pawnbrokers, and without buying from merchants who allow payment to be deferred in the villages until after harvest and in the cities until the principal festivals.

1. Low-Cost Credit: In addition to facilities provided by government banks a number of methods have been organized for providing small loans at an interest-rate of not much more than one percent per month, compound interest, for the purpose of obviating the need for getting credit through commercial channels;



a. Cash Societies have been organized on a temporary basis in order to provide all their members with loans, each association deciding for itself whether interest should be paid or not, and what arrangements should be made for the entertainment of members; the organizer has given at least one feast, and often more, and has got his loan interest-free; the order in which the members would borrow has been determined by casting lots, throwing dice or competitive under-bidding; these societies have been extremely popular.

b. Cooperative Credit Societies, under the encouragement of the government, have been stimulated by loans from cooperative banks. They have avoided the social expenses associated with cash societies. Individual farmers have been able to obtain loans from them on their personal credit or on the security of their land, for the purchase of seed, cattle, and implements. They have usually been organized on a county or pao basis.

c. Cooperative Banks have made loans to groups, but not directly to individuals. For example, they have granted irrigation credit to help groups of farmers improve their land.

d. Multi-Purpose Agencies have often included the granting of small loans among their many miscellaneous activities. Mutual aid societies, including guilds and local clubs, have lent small sums to their own members, and also, to some extent, to the wider public, so far as their resources have allowed. Some benevolent agencies and local government units have also provided working capital at comparatively low interest rates.

2. Cash Relief: Many communities have had a number of benevolent funds by which cash payments have been made to persons considered by the fund's officials to be in need of assistance; these funds have usually been managed by the leading members of a community, without license or regulation by public authority, unless and until mis-management has led the government - acting usually through the county governor - to take over their administration.

D. Clothing. Some special provision has been made for the free distribution of clothing, in wintertime, in addition to gifts of clothing from friends and relatives; and in addition also to the provision of clothing by institutions to those who live in them and by agencies to those who receive other forms of assistance from them.

This has been done on a local basis, except in time of famine when the government and nation-wide and foreign voluntary agencies have also entered the field. The local agencies that distributed clothing used to be guilds or benevolent agencies, which bought clothing for this purpose out of their general resources. Since this clothing is intended to meet immediate need, it is usually ready-made, and it may be either new or used.

E. Shelter. The provision of low-cost housing for permanent habitation by low-income families has not yet become a common practice in China, except insofar as some of the larger cities have engaged in small-scale housing projects of recent years and insofar as the government and voluntary agencies have established new villages as part of colonization schemes.



For temporary occupancy however, several distinctive types of shelter have been evolved, in addition to shelter provided by friends and relatives:

1. Club Houses: Provincial and county fraternal clubs have usually had club houses, which have often been supported by endowments, and which provided accommodation for members when they came to the metropolis.

2. Municipal and County Lodging Houses: Many municipalities and counties have long provided free shelter for transients and poor residents.

3. Winter Camps: Warmth and shelter, with or without food, have been provided in public buildings such as temples and ancestor halls, or in tents especially erected for the purpose, during the winter season only.

F. Medical Assistance. To bring medical care within the reach of those who would not otherwise have been able to afford it, special measures have been taken in connection with both the Chinese and the Western kinds of medicine.

1. Medical Assistance by Chinese Medicine:

a. By Chinese physicians: Many Chinese herb doctors render free service to the poor.

b. By voluntary agencies: There are many benevolent foundations and associations which provide free medical attention. Some of them have their own herb store, while others give their patients vouchers to take to ordinary commercial herbalists who supply the herbs and charge them to the agency.

2. Medical and Surgical Assistance by Western Medicine:

a. By voluntary agencies: Christian missions, business concerns, and other private agencies, have provided several hundred hospitals and still more dispensaries, where free as well as paying patients - both in-patients and out-patients - can be cared for.

b. By the National Health Service: A public health service has been planned by the Republic and is gradually being built up, as trained personnel becomes available and as more and more localities become aware of the usefulness of modern medicine. Under this plan, each provincial capital is gradually acquiring a first-class hospital with at least 500-1000 beds and a medical school, and each county is getting a county health centre. The county-centre is under the direction of a full-time medical officer of health. Its full-time staff includes doctors, midwives, nurses, public health nurses, sanitary engineers, and sanitary inspectors. Its work includes medical treatment both of out-patients and of in-patients; the operation of a cottage hospital of 20-30 beds; the operation of one or more dispensaries; medical examination and treatment for school-children; consultation and treatment at maternal and infant health centres; help in childbirth, when the trained midwife is especially welcome in difficult cases; inoculation; advice on isolation; the disinfecting of wells; and the inspection of food. County health centres are now in operation in the majority of counties in Free China.



Government Health Facilities in Fifteen Provinces, end 1941 <sup>1/</sup>

Province	Provincial and Municipal Hospitals		Laboratories	County Health Centres
	General	Special		
Szechwan	3	3	0	65
Chekiang	0	0	1	60
Kiangsi	1	2	1	81
Hupei	1	0	0	17
Hunan	1	0	1	75
Honan	1	2	1	2
Shensi	0	1	2	54
Kansu	1	0	0	20
Tsinghai	1	0	0	0
Fukien	2	1	1	64
Kwangtung	1	3	1	73
Kwangsi	11	0	1	87
Yunnan	2	2	1	77
Kweichow	2	1	1	76
Ningsia	1	0	0	0
TOTAL	28	15	11	751

<sup>1/</sup> Source: China Handbook (1943), p. 688; and compare next chapter for some additional figures from the report of the National Health Administration on public medical facilities in 1942 (in Chinese). County Health Centres totaled 783 in October 1942, compared with 217 in 1937. In 1943 they reached 798.

#### G. Burial

1. Free coffins have been obtainable as gifts from charitable individuals, guilds, and provincial clubs, and from benevolent agencies, some of which have had the free distribution of coffins as their only purpose. "Long life societies" are mutual-aid associations for helping their members buy their own coffins.

2. In the absence of a cemetery system, a burial place has usually been found on land belonging to a family, a guild, some other mutual-aid society, or the community.

H. Relation between General Assistance and Special Assistance. Since a well-balanced system of general assistance necessarily includes appropriate measures to help particular categories of people meet their own special needs, some consideration is given in the two following sections to two groups that need special consideration in any integrated, coordinated, and all-inclusive program of general assistance. These two groups are:

1. The Vulnerable Group, consisting of those categories that are least well situated for helping themselves (Section II).
2. The Able-Bodied Group, consisting of those categories that are best able to help themselves (Section III).

## II. ASSISTANCE TO THE VULNERABLE GROUP

The Chinese have been accustomed to grouping together the old, the young, and women, as "the vulnerable". To these might be added also the handicapped and incapacitated. These categories of people are least able to help themselves and are most in need of help by others.

A. The Aged. The social security of the aged in China is to be found mainly in their property and in their family ties. If they have property, the property supports them. If they have no property it is the duty of the young to support their parents and grandparents, uncles and aunts, elder brothers and sisters, and other older relatives. It is chiefly among propertyless people that distress arises since circumstances occasionally occur in which they are also relativeless, in the sense of being unable to find a younger relative who can care for them. Special funds for helping the young look after the old would be in keeping with Chinese attitudes, but are not common. The old, however, constitute a priority group whenever relief is distributed in the form of food, shelter, clothing, or cash.

There are few institutions for the aged poor; and these few are usually found only in large cities. At Peiping there are only two or three homes for the aged, each of which has less than 100 residents. The only old people for whom special sheltered care has been normally needed are those that have no relatives or no relatives with whom they can get along.

### B. The Young.

1. For children in families, there was comparatively little supplementary assistance before the war, except insofar as local voluntary agencies made day nurseries available. School feeding has not been usual in most of China. Clan estates have helped poor families with children, to meet expenses connected with schooling and examinations. Relief given by benevolent agencies has also assisted children by assisting their families.

2. Children without relatives able to care for them, have had considerable numbers of institutions provided for them. Practically every county has had at least one children's home, although in rural areas this may take in also some old people and women. These children's homes have usually been intended for foundlings, abandoned children, children without relatives, and in some places children whose parents are too poor to support them. The home has usually been managed by the founder's kin or members of the local gentry or by some voluntary agency, or occasionally, by the Government, and has been supported by income from endowments, voluntary contributions, receipts from benefit performances, sale of products, and in many instances grants from the Government. The home has taught the children reading, writing and handicrafts, and has usually kept them until they are old enough to be apprenticed, married or sent to boarding school. Babies were formerly boarded out with wet nurses. Adoptive parents have frequently been found. Foster family care has seldom been practiced outside the family; but Chinese attitudes would not have opposed any obstacle to public aid for the purpose of helping relatives care for orphan children.



3. Defective and maladjusted children: There are at least five special groups of children for whom special provision is needed: the physically defective - the blind, the deaf and dumb, and the crippled - the mentally defective, and the socially maladjusted. In some cities, a little special provision has been made for sheltered care for each of these five groups; but there is room for further progress in personnel, in equipment, and in techniques. In particular, there is a lack of facilities for training persons in the care of these special categories. There are no probation officers. Hitherto, more interest has been shown in the provision of sheltered care for children without relatives able to care for them than in the training of the defective and maladjusted. (See below, D. The Handicapped).

4. Government agencies interested in child welfare, exclusive of those created solely to meet war needs:

a. The National Health Administration, Division of Maternity and Child Health, has established a small number of model demonstration centres, including infant and maternity health centres and maternity hospitals, and, in connection with them, training schools, especially for nurses, public health nurses, midwives and doctors.

b. The Ministry of Social Affairs has opened model institutions for demonstrating modern methods of organizing sheltered care of children without families able to care for them, but has opened no similar institution for the care and training of defectives, and none to serve as a model centre for the placing out of children in foster homes.

5. Voluntary Agencies. Foundations and associations have been very active in the field of child welfare.

a. Among the leading foundations is the Hsiang-Shan Model Orphanage. This was founded by the late H. L. Hsiung, former Prime Minister of the Chinese Republic, and by his widow. He endowed it with a large part of his private fortune, and his work was aided and has been continued by his daughter, Nora Hsiung (Mrs. Chiu), now General Secretary of the National Association for Refugee Children and one of the foremost Chinese leaders in the field of child welfare. It was located in one of the summer resorts of the former Imperial Court in the Western Hills near Peiping and has made use of the villas formerly used by members of the Court. Its children were housed on the cottage system. They had their own schools, from the nursery and kindergarten stage up to the high school grades, where they could get both literary and vocational training; the most promising ones were sent to college, and some of them were sent to continue their studies abroad; some of the children were placed out in foster homes. This model institution served as a training place for teachers, as a demonstration centre from which other children's homes might learn, and as a laboratory for child-caring experiments; it also had some branches. It has continued in operation under Japanese rule; but its activities have been curtailed.

b. Among nation-wide voluntary agencies, the National Child Welfare Association of China occupied a leading position before the war. Organized at Shanghai in 1928 by Dr. H. H. Kung, Vice Premier, and former Finance Minister, its work has been both promotional and opera-



tional. It has promoted the establishment of local child welfare associations in many of the principal cities. It has also operated special dispensaries and homes for children especially at Shanghai.

c. Local voluntary agencies have had their own distinctive fields of usefulness:

i. The traditional type of children's institution has usually been provided by local agencies, while nation-wide agencies have provided "new model" orphanages and orphanages for disaster-victims.

ii. Day nurseries and kindergartens have been established by local agencies in the big cities of recent years.

China has not had local "school care committees" or "committees of school patrons" for ensuring food and clothing to needy school children, although there has been nothing in Chinese attitudes to prevent their being used to supplement the provision made by relatives, friends, and the clan estate.

#### C. Women.

1. Widows: Among conservative-minded Chinese there has been a taboo on the remarriage of widows and bereaved fiancées. Special efforts have, therefore, been made to help a widow not to remarry, and public recognition has been given to widows who refrained from remarriage and have been eminently successful in the up-bringing of their children.

a. Many a widow has lived in the country, in the home of a relative or friend, or in her own house or on her own land. All voluntary agencies have regarded widows as a priority group when distributing food, clothing or shelter.

b. Homes for Widows have also been founded, especially in provincial capitals and other big cities. These have usually been endowed institutions, controlled by boards representing founder's kin and the local gentry. The widows who enter them have been given facilities for caring for their children, although their sons have had to leave them on reaching the age of 14; widows have been allowed to receive visitors, but not to go out into the world. Less institutions of this type, however, have been established of recent years than formerly.

2. Prostitutes: These have constituted a problem only in the provincial capitals and other big cities. It is only in these that hostels have been established for the retraining and rehabilitation of prostitutes.

3. Indentured Servants: Adolescent girls have been indentured by their families without their own consent. This has been one of the means by which poor families have provided for some members whom they have felt unable to support. It has also been a means by which factories have recruited workers. This practice is now without legal validity, and any girl who has been illegally bound to service in this way can be restored to her family or sent to an institution for training.



D. The Handicapped. For the handicapped there has been comparatively little provision of organized care in China; instead, their families and friends have been relied upon to provide them with food, shelter and clothing. What is most lacking in China has not been some provision for their care, so much as the organization of facilities for making them into useful members of their families and of the community. On the whole it may be said that there have been few training centres or sheltered workshops for the handicapped.

Some blind persons, however, have been apprenticed to blind music masters, entertainers and fortune tellers. Between 1876 and the War of 1937, some 50 special schools for the blind were established, of which a conspicuous example was the Institution for the Chinese Blind, founded by an American at Shanghai in 1912.

Cripples have but little provision made for their rehabilitation.

For the feeble-minded, Chinese rural life is simple enough for them to be able to get along without becoming an obvious problem.

A few mental hospitals have been established; of which one of the leading ones is connected with the Peiping Union Medical College Hospital, which has had psychiatric social workers.

Lepers have constituted a problem primarily in South China, where there were 27 leprosaria with some 4000 beds on the eve of the War.

### III. ASSISTANCE TO THE ABLE-BODIED

Those who are physically able to provide their own livelihood have become an object of public concern in China under only three circumstances: they may be vagrants, or they may have personal misfortunes, or they may share in the disasters that befall the community.

A. Vagrants. Vagabonds and other persons with no visible means of subsistence have been regarded in China as a problem for the municipal police, rather than for action by voluntary agencies. Some of the cities where this problem is acute have established special vagabonds' training schools in the hope of inducing such persons to work for their living. Other cities have utilized "people's workshops" for this purpose. In some cities beggars are organized in a guild like any other occupation.

B. Victims of Personal Misfortune. The chief need of able-bodied people who suffer personal misfortune is to be enabled to earn their own living again. This has been provided for in China by the distribution of seeds, the provision of working capital, and help in migration both internal and external, as well as by help in finding employment. Most counties have also had a "people's workshop" where an attempt has been made to employ those who cannot earn their livings in other ways.



C. Disaster Victims. Major disasters such as flood and drought have overtaken the rural even more than the urban population. Any relief organized on behalf of these "sinistrés" has been intended primarily to get them back to work and enable them to resume responsibility for the welfare of their own families. Prime responsibility for relieving them in such an emergency has rested with the county, operating through the Pao-Chia System in cooperation with the local gentry and voluntary agencies and under supervision by higher levels of government. The county, after attempting to assess the degree of distress suffered by its inhabitants, requests the provincial government to approve either (1) a reduction of land tax if the distress is moderate, or (2) remission of the land tax if the distress is great, or (3) the granting of relief if the distress is intense; final determination of the policy to be pursued is made by the provincial government. If relief is granted it consists largely of general assistance of the types listed above (Section I). Special assistance, however, is made in order to restore the able-bodied to their customary role as productive members of the local community. This special assistance to the rural able-bodied has taken a number of different forms:

1. Non-recurrent loans or gifts: Seed, plow-cattle, and agricultural implements, or cash for buying these farm necessities, have been distributed either by way of loan or by way of gift. Decision as to who is most in need of such supplies has been made through the pao-chia system, and the designated recipient has been notified either by means of a public bulletin board or through the pao-chia system, sometimes being given a token which he is to exchange for the relief supplies. Distribution <sup>in kind</sup> from a public place has been favored; but although this is comparatively easy when it is food and clothing that are being distributed, it needs careful organization when the distribution is of implements, and when the distribution is of cattle so many problems arise that it is frequently considered easier to make a loan or grant of cash with which the recipient can buy plow-cattle and implements if any are available in the market within a reasonable number of days' journey. If government resources, supplemented by those of voluntary agencies, have been inadequate to meet these needs, those members of the local community who are fortunate enough to have cattle or seed-grain have been expected to loan them to the less fortunate until after harvest.

2. Community Rehabilitation. The victims of disaster have been set to work to repair the damage that the disaster has inflicted. In particular, they have been employed to repair the dikes; they have also been given work restoring schools, temples, roads, reservoirs, wells, and water-courses either in their own or in neighboring communities. Care has been taken to prevent the massing of great numbers of people in semi-permanent camps; even if these are temporarily needed on rare occasions, the undertaking of community rehabilitation projects has made it possible for many of the inhabitants to filter back, the men to do the heavy work on the dikes and other community installations while the women fix up their abandoned homes.

3. National Public Works. Work has also been found for disaster victims on national highways and similar projects of more than local importance.



4. Organized Colonization. Some colonization projects have been organized on a small scale; the most important that have been carried out since the start of the war are described later.

5. Unorganized Migration. Large numbers of people have left famine areas and migrated to places where they have seen a better chance of making a living. Usually the menfolk have gone first, the North Chinese tending to go to Manchuria, and the South Chinese to the South Seas. A large proportion of migrants used to return to their former homes, either temporarily or permanently, after a few years, until the War interrupted this two-way movement.

#### IV. SOCIAL WORK

A. Social Work Training before the War. In accordance with their tendency to promote professional and preprofessional education along modern lines, a number of independent colleges in China have included one or more teachers who have specialized in social work.

The largest full- and part-time staff for this purpose has probably been in the department of sociology at Yenching University, which has not only given a basic training in rural and urban social work, but has also operated an experimental centre for research and training. It has cooperated with the provincial governments of Shantung and Kweichow in conducting demonstration counties, and with urban agencies in organizing field work. Its enrolment, both undergraduate and postgraduate, averaged eighty before the War.

Other independent colleges with social work specialists on their staff have included: Ginling College for Women, Shanghai College, Nanking University, Cheeloo University, and West China Union University.

B. Medical Social Work. In order that medical diagnosis and treatment might be reinforced by social diagnosis and treatment, Peiping Union Medical College Hospital has opened a pioneer Department of Medical Social Service. This has built up a staff of more than a score of trained social workers, each able to devote her full time to one special branch of the hospital's work. In order to have agencies to which to refer its patients, this Department helped establish the Peiping Family Welfare Agency and the Peiping Home Finding Society. It also brought about the establishment of a Department of Psychiatric Social Service in Peiping Mental Hospital. It has collaborated with Yenching University in providing lecture courses and field work for students, and it has trained both its own workers and those who have been sent to it for training by other hospitals.

C. Social Work Training during the War. Wartime needs have stimulated not only the expansion of social work training among the independent colleges, but also its spread into governmental and other secular institutions.

The National Universities have tended to develop departments of sociology in which social work courses are conducted by specialists in that field.

The College of National Rural Reconstruction, founded in 1940 by the National Association for the Promotion of Mass Education Movement, is estimated to have room for about 200 students.

The Ministry of Education has opened a College of Social Education with room for 400 students.

The Ministry of Social Affairs, since 1941, has conducted training courses of varying length intended especially for welfare workers employed by government authorities and by voluntary agencies. It has a capacity of about 200.



## Chapter Three

### WARTIME DEVELOPMENTS IN CHINESE WELFARE SERVICES

#### I. NEW NEEDS

In addition to all the usual hazards of life against which the Chinese people have been building up a tradition of welfare action for thousands of years, the Chinese people have been exposed since 1937 to the additional hazards of modern war. Amid the many factors that have stimulated new forms of welfare activity, six may be singled out as being especially important:

##### A. Displacement of Population.

1. Of China's internal refugees, the National Relief Commission reports that some 30,000,000 received assistance down to the end of 1942. When allowance is made for those who have moved without public aid, the total has been estimated at 40,000,000 or more. (For details, see below, this chapter, II. B.)

2. To these must be added over 1,400,000 Chinese who have been displaced to China from various countries of Southeast Asia, including Hongkong, where they resided before the war. Their family connections are mainly in South China, and especially in Kwangtung and Fukien. After the war, they count on returning gradually to their overseas homes with the consent of the governments of the countries concerned.

3. An unknown number of Chinese have been deported to Japan and other countries under Japanese domination.

4. An unknown but large number of Japanese nationals - perhaps not less than 2,000,000 - have been intruded into China. They are not confined to the Manchurian provinces.

B. Inflation. During the war there has been a colossal rise in the price of all goods and services for civilian consumption, and especially in the price of clothing, owing partly to the gigantic military need for supplies, and partly to the Japanese occupation of industrial centres and traffic-ways. At Chengtu (Szechwan), for example, the cost-of-living index for the peddler-and-labourer class rose as follows:

1937 (average)	100
1942 (average)	3 300
1944 (May)	40 000

To facilitate price-control, the government has rationed rice and salt, and has bought and sold grain and cloth. Benevolent foundations have survived the inflation, because their endowments are in land, not bonds.

C. The New Poor. A considerable change has occurred in the relative wellbeing of different social classes. While the war has hit everyone, it may be said that in general the worker, the farmer, and the merchant have tended to suffer somewhat less than some other classes of the Chinese people.



On the other hand people with fixed incomes, and families with a large number of non-productive dependents, have been badly hit by the depreciation of the Chinese national dollar, while many rentiers and landowners have been cut off from their sources of income in Japanese-occupied China. Need has arisen, for example, for relief action on behalf of students whose transportation, food, clothing and medical care can no longer be assured by their families. A demand has also arisen for day nurseries, especially on the part of the "white-collar classes", in order that the wife may be able to supplement the husband's earnings; and women have had to be considered as able-bodied workers rather than as part of the vulnerable group.

D. Air Raids. Chinese cities have been exposed to frequent Japanese air raids against which they have had comparatively little protection. Joint Offices for Emergency Air Raid Relief have been established in some 45 different localities in 15 provinces. During the four years 1938-1941, they handled 175,000 casualties of which 70,000 were fatal. In addition to first-aid, fire fighting and clean-up squads, it has been necessary to organize assistance of all kinds for air raid victims, including emergency feeding, clothing, shelter, cash, medical care, and burial.

E. Military Service. It may be presumed that wartime China has never had less than 5,000,000 men under arms, with probably as many more in reserve, and other large numbers who live as guerillas. It may also be assumed that there has been an enormous wastage of life and health, on account partly of the general shortage of supplies. Special provision has had to be made for the soldier in transit, on leave, when he is incapacitated, and after his discharge. Aid has had to be provided for his dependents both during his life and after his death, often in the form of education and work-opportunities for his dependents and survivors. In 1944, over 52,000 crippled soldiers in 32 special camps were in need of physical and occupational rehabilitation. Organizations specially created to serve the conscript and his dependents include the Friends of the Wounded Soldier of the New Life Movement Association, the Women's Auxiliary of the New Life Movement Association, and the National Women's War Relief Association.

F. War Damage. More than half the provinces of China have been fought over. The Japanese have lived off the land. The Chinese have practised "scorched earth" strategy. Members of the armed forces have not always been well-disciplined or well-commanded. The devastation has been very great. It is not possible to estimate with any exactitude how many civilians have been killed, how many women have been raped, how many people have been taken from their homes, how many farms have been burned and looted, or how much damage has been done to institutions. Detailed information on certain aspects of this deliberate destruction is now being collected by the Chinese government's Commission on War Crimes, presided over by Mr. C. T. Wang.

## II. NEW AGENCIES

The immensity of these new needs has resulted in the outlining of a new framework for welfare action in China. Many of the details of this new framework remain to be filled in; but the outline is becoming increasingly clear.



A. Wartime Voluntary Agencies.

1. Chinese Agencies: The great outburst of wartime welfare activity in China has manifested itself in the creation of a large number of new voluntary welfare agencies, such as the National Association for Refugee Children, the Joint Wartime Association for Child Relief, the National Nutrition Aid Council, the Society of Friends of the Wounded Soldiers, the Federation for Vocational Rehabilitation of Wounded Soldiers, the Committee for the Promotion of the Welfare of the Blind in China, National Women's War Relief, and the Chinese Industrial Cooperatives.

2. Foreign Agencies: At the same time, foreign agencies have been strengthened in many ways, such as the coming together of six American agencies in the United China Relief and, in 1944, the joining together of American, Canadian, and British agencies to form a general clearing committee of foreign voluntary agencies engaged in relief and welfare work in China.

B. Wartime Governmental Authorities. Three new agencies of the central government have been created for welfare purposes since 1937, one for permanent purposes and two as emergency measures.

These public authorities have met only a small part of the immense need; but in them can be found the administrative machinery, the personnel, the administrative techniques, and the beginning of policy formulation, which together constitute a framework for the gradual expansion of public activity in this field.

These authorities have aimed at the restoration of working power as well as the alleviation of distress. They have been more active in the leadership and promotion of voluntary and local activity in their fields than in direct operation, although they have to an increasing extent engaged in operational as well as promotional work.

1. The Ministry of Social Affairs was formed in 1940, and has been headed by Mr. C. K. Ku. Welfare directors have been appointed at the provincial and county levels. Some of the more lasting activities of the National Relief Commission and its provincial and local committees have been transferred to the Ministry and to the provincial and local welfare offices. The Ministry however has also embarked on an important program of its own, designed to establish its leadership in the wide field of Chinese welfare work.

In order to set the highest possible standards for Chinese welfare action, the Ministry has attached chief importance to the setting up of a few model centres for demonstration, experiment, and training. It has established for this purpose a general institution with eight departments, providing specialized care for the following categories: (1) the aged, (2) infants, (3) children, (4) poor sick pregnant women, (5) medical assistance to the sick poor, (6) defectives, (7) vagrants, (8) vocational training. The Ministry has also established some special institutions - one for infants, two for children, and one for adult defectives. A number of social service centres have been established in some of the larger cities, somewhat like the YMCA and settlement houses of the English-speaking countries; these are residential centres, complete with cafeteria, libraries, recreational facilities, forum, employment service, vocational guidance, medical care, legal aid and travel advice;



the ten such centres established by the Ministry have been copied by some 750 others established by provincial and municipal governments, the Kuomintang, and voluntary agencies. For demonstration and experiment, the Ministry has established special welfare centres for workers and for farmers in the towns, where it is possible to get accommodation, a bath, a meal, recreation, and medical care.

In line with this expansion of governmental welfare activities, the welfare law of 1943 has provided for an expansion of public welfare services at all levels of government.

The Ministry has concerned itself with working conditions in several very important new ways. Its Industrial Welfare Division has begun to get ready for enforcing the law prepared in 1943, making factory owners responsible for certain welfare services such as nurseries, medical care, recreation facilities, bathing facilities, dormitories, and education both elementary and adult, with labor representation in the management of these services. For the war-time mobilization of manpower, the Bureau of Labor has exercised power of compulsion over both employers and employees and has promoted voluntary national labor service.

A beginning has been made in compulsory social insurance, with the introduction of insurance against incapacity, both temporary and permanent, among the salt workers of Szechwan. The further extension of social insurance is being studied, in order to increase the social security of those wage-earners for whom traditional Chinese forms of social security are of doubtful adequacy.

2. The National Relief Commission was formed in 1938 by the fusion of several older agencies concerned with emergency relief in times of disaster, and was under the chairmanship of Dr. H. H. Kung, Vice Premier, and former Minister of Finance. It was dissolved, and its work merged into that of other agencies, in March 1945.

For the administration of its own direct operations the Commission divided the war zones into a small and varying number of regions. It operated indirectly in more than 20 provinces and municipalities, and in more than 1000 counties, at first through special local relief committees, whose formation it promoted, and latterly through the general local welfare offices. It also operated indirectly through voluntary agencies, including missionary societies.

The number of persons aided by the National Relief Commission varied with the degree of war activity, being highest in 1938-1939 and in 1944. Altogether over 30,000,000 persons were assisted by the National Relief Administration - one-third directly, more than one-third through provincial, municipal and county committees, and nearly one-third through voluntary agencies.



Persons Aided by National Relief Commission 1938 - 1942

AGENCY	TOTAL	1938-1939	1940	1941	1942
ALL	28 930 000	21 810 000	3 840 000	1 070 000	2 210 000
Commission's Relief Offices	7 990 000	6 360 000	840 000	80 000	710 000
Commission's Receiving and Placing Stations	2 170 000	1 240 000	470 000	160 000	300 000
Provincial, Municipal, County Committees aided by Commission	10 420 000	6 700 000	1 740 000	790 000	1 190 000
Voluntary Agencies aided by the Commission	8 170 000	7 420 000	750 000	(a)	(a)
Air Raid Emergency Relief Joint Offices	180 000	90 000	40 000	40 000	10 000

(a) Responsibility for aiding and supervising voluntary agencies was transferred to the Ministry of Social Affairs, 1941.

3. The Chinese Relief and Rehabilitation Administration (CNRRRA) was established under a law promulgated 22 January 1945, with Dr. T. F. Tsiang, Chinese delegate to UNRRA, as Administrator. It is empowered to invite into its service both Chinese and foreign experts. With the consent of the Executive Yuan, it may delegate work to other competent authorities. Its line activities are located in three bureaus:

a. Transportation, including:

- (1) the receiving of supplies,
- (2) the storing and safe-keeping of supplies,
- (3) the transportation of supplies, and
- (4) other matters relating to the physical management of supplies.

b. Allocation or Distribution, including:

- (1) the distribution, loaning or sale, of machines and implements of production,
- (2) the free distribution or sale of the necessities of life, and
- (3) other matters relating to the allocation of supplies.

c. Relief, including:

- (1) the arrangement and provision of transportation facilities for refugees to return to their home districts and assistance to them in finding employment,
- (2) the provision of welfare for refugees,
- (3) the management of public work relief projects, and
- (4) other matters relating to relief.



C. Collaboration between Public and Private Welfare Action. Instead of a line being drawn between public and private welfare work, these are regarded as two equally necessary aspects of national activity which, even together, have thus far been able to do little more than point the way towards meeting some at least of the Chinese people's great needs; and, in wartime, it is natural that both kinds of welfare activity should be bound together by the all-pervading spirit of national solidarity and patriotism.

The Ministry of Social Affairs has made it part of its function to promote voluntary action. This it has done in a number of ways. The model centres it has established for training and demonstration purposes have been intended largely to provide trained personnel for work in private as well as public agencies and also to set a high standard of expertness.

The granting of subsidies, formerly somewhat haphazard, has now become systematized. The regular practice is to grant subsidies on the basis of past record, which means that they cannot be granted for the creation of new voluntary agencies before these have shown what they are capable of. Lump sums are granted for general purposes, instead of payment being made for specific services rendered. To facilitate the training of social workers, the Ministry of Social Affairs, as well as the Ministry of Education, has granted subsidies to universities undertaking social work education.

The Ministry has promoted drives for money, clothing, and war savings, through its Division of People's Organization and Training. For winter relief, it has offered a bonus of ten percent on the first CN\$100,000,000 raised by local community funds.

For the formulation of policy, a planning commission has brought together experts, both academic and administrative, from both voluntary agencies and public authorities. They work through a number of committees which specialize on such topics as labor policy, population policy, farm security, child welfare, social relief, postwar relief and rehabilitation, welfare personnel standards, and social legislation.

The National Relief Commission (1938-45) similarly made great use of voluntary agencies; one-third of all the refugees that it helped, and four-fifths of the child refugees that it aided, were assisted through the agency of voluntary bodies.

### III. NEW SERVICES

To meet the enormously expanded wartime needs of Free China, a considerable array of new agencies has been created, and these in turn have developed many services, inadequate though these are to meet more than a small fraction of total need.

#### A. General Assistance.

1. Food Supply. In Free China, a Food Ministry has been created as an operating as well as a controlling agency. It handles the collection of rice and wheat both by way of taxes paid in kind and by way of compulsory purchases at government-fixed prices; it warehouses this grain, reviving the traditional government granaries for this purpose; it transports it; it dis-



tributes it free to the army, to government departments for consumption by officials and their families, and to public welfare agencies; it sells it to municipalities and urban merchants for retail sale to persons able to prove residence in the city by presentation of residence cards issued by the police; and it sells it also to voluntary welfare agencies.

In occupied China, heavier levies and compulsory purchases are made by the puppet government, in addition to seizure by guerrillas and attempts by the central government to enforce its authority; but in Occupied China this system does not make supplies of rice and wheat-flour available for the benefit of the Chinese population either through welfare agencies or through retail sale. The Japanese government, unlike the German, has not used welfare services as a means of attempting to win the acquiescence of the subjugated population.

2. Food Distribution. There has been a great expansion in the provision of new media for the low cost distribution of food to civilians, but not for its free distribution except to refugees, government employees, and teachers. These new channels and outlets include:

a. Public Canteens, which have been opened by bureaus and divisions of social affairs of municipalities and of some counties and also by benevolent agencies, in important communications, industrial, and mining centres; taking advantage of the wholesale supply of grain by the Food Ministry, these canteens have provided a meal of rice and vegetables, for sale at a fixed price, and of greater nutritive value than the porridge distributed free by gruel kitchens.

b. Consumers' cooperatives, which have offered to people at all income-levels a means of securing basic necessities; cooperatives are well placed for obtaining these from the Food Ministry, government commodity-controllers, and cooperative wholesale-houses. Among these last, the most important was the National Cooperative Commodities Supply Agency, established in 1941 with a credit of CN\$5,000,000 from the joint office of the four government banks. A number of provincial cooperative wholesale supply agencies have also been established.

c. Government canteens, which have fed government employees at all levels at prices considerably below cost; some of these are operated by the government agency itself, and others by the government employees' cooperative.

### 3. Cash Assistance.

a. Decline of Low Cost Credit. It has become normal for credit agencies to hedge against inflation by raising their interest rates - e.g. from 1% per month before the war to 7% per month in 1944. There has also been less expansion of credit cooperatives than of consumers' and industrial cooperatives.

b. Increasing importance of cash relief.

i. As voluntary agencies have found it more and more expensive to purchase supplies for their clients, except insofar as they can make purchases from the government's commodity control, they



have tended to give relief in cash rather than in kind, leaving it to the recipient to get what value he can for money that is declining rapidly in purchasing power.

ii. Important cash relief has been given to war refugees and air-raid victims. For example, after the air raids on Chungking, in 1939-1940, families were paid \$30.00 for each member killed, and \$10.00 to \$20.00 for each member wounded, a total of nearly \$80,000 being paid out for this purpose. In 1941 when payments were made at a higher money rate, some \$375,000 were paid out for air raid relief at Chungking during the month 7 May to 4 June as follows:

<u>Category</u>	<u>Number</u>	<u>Dollars Each</u>	<u>Total Dollars</u>
Killed	104	60	6 240
Seriously wounded	74	40	2 960
Slightly wounded	90	15	1 350
Persons in distress	18 205	20	364 100

#### 4. Shelter.

a. Increased interest in housing. Additional housing having become urgently necessary for war workers, some few small projects have been carried out by municipalities and by private agencies. Government departments and industrial concerns have erected many dormitories, especially for workers unaccompanied by dependents, but in some instances with accommodation for their families as well. The Industrial Welfare Law passed in 1943 makes factory operators responsible for the housing of their employees; and for other types of worker some accommodation has been provided in a small and experimental way in social service centres such as those sponsored by the Ministry of Social Affairs.

b. Great development of camps. Temporary shelter has had to be provided in camps for large numbers of refugees. The need for this kind of accommodation has varied considerably with changes in the nature of the war. Whenever the front has been stabilized, the demand for emergency shelter has abated; and whenever the Japanese advance has been resumed, the need for emergency shelter has risen again. Nevertheless it has not been usual to build mobile camps. The camps erected have been of three principal kinds:

i. Transit Camps: Some refugees have traveled by rail, the Railroad Administration providing free transportation; but most refugees have made the journey on foot. Their incidental traveling expenses were, to some extent, met by the National Relief Commission and by local charities, to which provincial governments sometimes made grants. The National Relief Commission assumed responsibility for facilitating this vast movement of people by erecting camps along the principal routes followed by refugees. The standard aimed at is a "general station" at important intersections, a "sub-station" every 20 miles, and a "wayside rest house" every 10 miles. These camps would

vary in size according to the importance of their location so that their accommodation would run from 100 to 1000 persons per camp. Each camp provided not only shelter but also food and incidental help for the journey. Transit camps operated by the National Relief Commission are reported to have aided 1,800,000 persons in the 2½ years from mid-1938 to the end of 1940; some of these persons were presumably lodged at more than one camp and, therefore, counted more than once. Others were erected by the Red Cross and other voluntary agencies both Chinese and foreign. The peak load reported for any one place was for Loyang during the war-aggravated famine of 1941, when the stream of refugees passing through that city rose from 1000 a day at the end of July to 5000 in mid-September. In Southern China provincial committees organized similar transit stations to provide for returning Overseas Chinese after Pearl Harbor; the Kwangtung Provincial Committee, for example, which had to handle approximately 1,000,000 displaced persons, established a complete network of 6 principal stations and 73 other stations within 20 miles of one another.

ii. Receiving and Placing Stations. When refugees reach the end of their journey, provision has had to be made for their temporary accommodation in centres from which they can be speedily dispersed into private homes so far as this is practicable. For this purpose the National Relief Commission has operated a small number of "receiving and placing stations". These provided temporary shelter and food to a varying population as follows:

<u>Period</u>	<u>Refugees Assisted</u>	<u>Stations Operated</u>
May 1938 - December 1939	1 240 000	18
1940	475 000	18
1941	165 000	13
1942	300 000	7

iii. Temporary Communities. For refugees for whom accommodation in private homes cannot be found when they reach the end of their journey, it has been necessary to erect semi-permanent camps. These have generally been provided by provincial and municipal committees with the aid of grants from the National Relief Commission. The total number of refugees helped by provincial and municipal committees, of whom the great majority were helped in this way, was as follows:

<u>Period</u>	<u>Number of persons Aided</u>
May 1938 - December 1939	6 705 000
1940	1 745 000
1941	790 000
1942	1 185 000



Since those refugees who were provided for in this way were the ones for whom it was hardest to find any alternative accommodation, the length of their stay was quite considerable. It is estimated that the average number in semi-permanent camps in 1941 was 200,000 but that, after determined efforts had been made to get the refugees out to work, the average was reduced to 100,000 in 1942.

To keep up the morale of refugees, organization and training <sup>were set up</sup> committees/, of which there were 17 in 1940 and 21 in 1941, the training having both an economic and a political side; the number who received this training has been put at some 33,000 for 1940, some 135,000 for 1941, and some 185,000 for 1942. Camp workshops have also been opened both by the Commission and by voluntary agencies. The Church Committee for China Relief, for example, has reported: "Small projects such as weaving and shoe making have been used in refugee camps to keep the people busy. Those admitted to the camps are usually the very young and old and infirm and, therefore, they are not very productive, and such work projects cannot be considered as leading to self support."

5. Clothing. Owing to loss of the regions containing the textile mills, clothing is very scarce in Free China; but an equitable distribution is aimed at by the Cotton, Yarn and Cloth Control. Besides regulating private trade in cloth, the Control buys wholesale on behalf of governmental and voluntary agencies. Government agencies then sell the cloth or clothing at retail to their employees, or, through public clothing stores, to the public, most such stores being operated by municipalities, although one at Chungking is operated by the national government. In Occupied China the scarcity is even greater, since people's private cloth reserves have been seized, and since the reopened textile mills have worked mainly on Japanese orders.

6. Medical Assistance. The pressure of wartime needs has speeded up the organization of a national health service, so that two-thirds of the counties of Free China are now equipped with health centres under the direction of the National Health Administration in the Ministry of the Interior. In the provinces under the control of Chungking at the end of 1941, the number of county health centres rose from 217 in 1937 to 751 in 1941 and 798 in 1943. Smaller health centres had also been opened by 1942 in 1357 smaller areas (hsiang, chen); and in 1530 hundred-households (pao) health workers had been appointed. This public health service is the backbone of China's emergent system of state medicine. It has however been supplemented during the war in the following ways, not only by the National Health Administration but also by the National Relief Commission and the National Red Cross Society of China.

a. Highway Health Stations: The National Health Administration operated 39 highway stations in 1942 besides another 16 which it handed over to the province of Yunnan after the loss of the Burma Road. Each station has a 30-bed hospital for emergency cases and an outpatient department. Intended primarily for highway workers, it has also served travelers, refugees, and villagers, for 30 miles around. In 1941, some 200,000 cases were treated in in these stations, of which 3000 were hospitalized; and 500,000 inoculations were made, of which nearly half were against cholera.



b. Subsidies to Hospitals:

i. The National Health Administration has aided voluntary hospitals to care for soldiers and refugees. In 1942, some 80 hospitals with 4000 beds came under this scheme. About CN\$100,000 a month was available, of which 60% was distributed in the form of medical supplies and 40% in cash. The cash was paid on the basis of monthly returns, at a rate of \$2.00 per in-patient per day and 40 cents per out-patient per visit.

ii. The National Relief Commission established hospitals and dispensaries in the interior to give free treatment to poor persons, and granted subsidies to many hospitals and clinics, general and special, Western and old-style Chinese, Christian and Buddhist, public and voluntary. In 1942 it spent CN\$50,000 on its own hospitals and dispensaries, CN\$80,000 on those of the National Health Administration, and CN\$540,000 on others; about 1,000,000 persons were assisted in the hospitals and dispensaries provided or subsidized by the Commission.

c. Red Cross: The Medical Relief Corps of the National Red Cross Society of China, under the direction of the Medical Relief Commission of the National Relief Commission, has served a large number of civilians as well as soldiers. In 1942 it treated some 325,000 civilians, besides inoculating several hundred thousand civilians, especially against cholera. It looked after the health of displaced Chinese returning to Kwangtung from overseas. Its supply depots have been available to other relief agencies. At Chungking it has operated a free clinic for 6-800 patients a day, in the New Life Centre; an isolation hospital, usable also in other emergencies, for 50 beds; and a general hospital of 200 beds, of which 150 have been allocated to patients who get free medical care but pay for their food. In 1942 its expenditures amounted to about CN\$1,500,000 a month.

7. Burial. The burial of air-raid victims has been paid for to a considerable extent by voluntary agencies, especially at Chungking, where one society alone - the World Red Swastika - distributed 4000 coffins in 1942. The National Relief Commission buried 1500 air-raid victims at Chungking, 1939-1940.

B. Wartime Assistance to the Vulnerable Groups.

1. Child Welfare. During the war, families have been greatly helped to bring up their children, at the same time as the provision for children without families able or willing to care for them has been somewhat expanded.

a. Aid for Families with Children. This has taken a number of forms and has constituted the greatest innovation in wartime child welfare:

i. Maternal and Infant Welfare. Medical work on behalf of mothers and babies has shared in the general expansion of the Chinese health program during the war, as the result of which Free China today is said to have more doctors, nurses, clinics and hospital beds than all of China had before.



pediatric side of this general expansion, the Ministry for Social Affairs has given special subsidies in addition to those given for general health work by the National Health Administration. In its model social service centres, the Ministry of Social Affairs has opened maternal and infant welfare centres. At Chungking the local doctors have promoted the establishment of a local infant welfare association to give free consultations for well and ailing babies.

ii. For the pre-school child some day nurseries and kindergartens have been established.

iii. Food Supplementation: The National Nutrition Aid Council, established during the war, has promoted the use of soybean milk, through maternal and infant welfare centres, and through the schools.

b. Aid for Children without Families Able and Willing to care for them.

i. The National Child Welfare Association, established by Dr. H. H. Kung in 1928, has had to devote more of its attention to disaster relief, sending workers to the war zones to evacuate several thousand children to whom it has endeavored to assure vocational training and the discipline of a regular education. The Association has subsidized other agencies besides itself operating a number of children's homes; before Pearl Harbor it encouraged similar work in Occupied China through the medium of the National Christian Council. During the 5 years 1937 through 1941, the Association spent CN\$4,000,000 on children's homes, 83 % of this expenditure coming from government grants, while 17% came from voluntary contributions.

ii. The National Association for Refugee Children, established under the patronage of Mme. Chiang Kai-shek, is an organization through which the leading women of the various provinces and of the nation at large have promoted the establishment of a number of "warphanages", for which they have had to give some training to a considerable number of workers. The Association's budget for 1944 amounted to CN\$166,000,000 on behalf of 15,500 "warphans" of whom 12,000 would be in "warphanages" at any given moment. Of this sum, some CN\$5,000,000 was expected to come from governmental sources, leaving CN\$161,000,000 to be raised by voluntary subscriptions at home and abroad. The National Association for Refugee Children in China estimated that the average cost of caring for one "warphan" would rise from CN\$4200 in 1943 to CN\$10,750 in 1944; clothing alone in 1944 would cost more than all items together in 1943.

iii. The China Wartime Association for Child Relief, founded at Kankow in 1938 under the chairmanship of Mr. C. K. Ku, later minister of social affairs, has also sent out rescue squads which have brought in several thousand children to the Association's homes, from which they have eventually been sent out as apprentices, or to school, or to their families.

iv. The National Relief Commission itself opened some children's homes besides giving grants-in-aid to many more.



The total number of children in institutions operated or aided by the Commission in 1942 was as follows:

<u>Operating Agency</u>	<u>Number of Institutions</u>	<u>Number of Children</u>
National Relief Commission	27	11 200
National Child Welfare Association	13	6 200
National Association for Refugee Children	39	16 500
China Wartime Association for Child Welfare	6	2 400
Other voluntary agencies	<u>126</u>	<u>15 500</u>
TOTAL	211	51 800

The migration, relief, and training of children from war zones were subject to regulations issued by the National Relief Commission, and all institutions for this purpose were subject to its inspection. The curriculum obligatory on children's homes is that prescribed for primary schools, with special emphasis on agricultural and manual education so as to help refugee children settle down and earn their living.

There has been some tendency for children's homes to be used not only for orphans without relatives, whose number is naturally limited, but also for children whose parents have sent them to "warphanages" in the belief that their children will be more secure there than with their families in war zones. There has presumably been a greater tendency for this to happen in institutions conducted by national agencies than in the older type of institution with limited resources catering for a predominantly local clientele.

2. Blind Welfare. Constructive work for the blind has attracted considerable attention. This is indicated by:

a. The formation of the American Committee of the Institution for the Chinese Blind, incorporated at New York in 1937 to rebuild the Institution for the Chinese Blind at Shanghai, which had just been destroyed by the Japanese; among other things, it had subsidized 25 schools and clinics for the rehabilitation of the blind by 1942, at a cost of some \$85,000; established a fund for the training of workers among the blind at Yenching University; and established a normal school for teachers of the blind at Chongtu.

b. The establishment of 8 special encampments for 12,000 blind veterans.

c. The organization of the Committee for the Promotion of Welfare for the Blind by Mme. Chiang Kai-shek and Mme. H. H. Kung in 1942, with the aid of American, British and Indian contributions, for the purpose of promoting the re-education of blind soldiers, the training of blind children and the prevention of blindness.



C. Wartime Assistance to the Able-Bodied.

1. Assistance to Displaced Urban Workers.

a. Organized evacuation. In addition to the spontaneous stream of war refugees, there has been a smaller but important stream of evacuees who have left Occupied for Free China according to an organized plan. Some of these have been key workers who have been moved by the management along with the factory when it has been transplanted from dangerous to safer zones. Others have been skilled workers evacuated through the "underground" by the National Association of Labor, which has been partly financed for this purpose by United States labor unions through the medium of the United China Relief. Yet other skilled craftsmen have been evacuated by INDUSCO, organized into small producers' cooperatives, and provided with those services which are needed to help a cooperative get along; the value of these cooperatives has lain in the fact that they can be put to work more quickly than a large factory.

Organized evacuation has applied mainly to adult male workers, whose shelter problems have been solved either by the factory, which has provided dormitories, or by the cooperative, which has provided sleeping places at the shop. Few facilities have been organized for moving families. Some provision, therefore, has had to be made for the family back in Occupied China; for this purpose the evacuee and the factory or other agency evacuating him have often endeavored to make some provision, although its value has been considerably lessened by subsequent inflation; it has therefore usually been necessary for the dependents of evacuees to fall back on their family property and on their relatives whose aid has been supplemented by the old voluntary agencies.

b. Refugee Welfare. The large stream of people who spontaneously seek refuge in safer zones has already been dealt with under (A) General Assistance, so far as their need for shelter is concerned. The able-bodied who are capable of self-support form a very large part of such a stream since they are the most mobile portion of the population. Most of them, on reaching their destination, find work on their own, with help from their families and from local agencies. The Bureau of Labor, however, is interested in tapping the stream of refugees in order to divert part of it into occupations closely connected with the nation's wartime needs, and for this purpose it has representatives in many of the larger refugee camps. An employment service has been introduced for the camp population by the National Relief Commission, just as the Ministry of Social Affairs has begun work in this field on behalf of the general population. For refugees unable to get employment on account of physical incapacity, small capital grants have been made to set them up as peddlers, or in some other small line of business; the amount so given was CN\$10.00 per person before 1941, and CN\$30.00 after that date; it is estimated that over 6000 persons benefited from these non-recurrent cash grants up to the end of 1942.

c. Promotion of Producers' Cooperatives. These have been promoted not on a business basis but as a welfare measure by the Chinese Industrial Cooperatives (CIC), established since 1938 under the leadership of Dr. H. H. Kung. This is a promotional and service organization, much of whose work, it is hoped, will eventually be taken over by regional and national



cooperative marketing unions. It is the principal organ through which government grants, loans at low interest, and foreign contributions have been made available to enlarge the working capital of small cooperatives. Nearly half of these societies, and more than half of their production, has been in the field of textiles and clothing. By 1944, the CIC cooperatives had produced more than 2,000,000 blankets. Educational and welfare projects promoted by CIC in 1942 included: 30 clubs, 7 cafeterias, 8 hostels, 10 consumers' cooperatives, 5 nurseries, 23 clinics, 5 hospitals, and 14 primary schools. A Chinese cooperative is an organization for communal living, and not merely for industrial production. CIC cooperatives increased in number and membership from 1938 until 1941, since when they have declined:

	June 1941	December 1943
Number of Societies	1 867	1 302
Number of Members	29 284	17 886
Share Capital: Subscribed	\$ 1 835 800	\$11 267 250
" " : Paid-up	\$ 1 357 900	\$ 9 665 300
CIC Loans outstanding	\$12 520 400	\$30 958 200
Monthly Production	\$14 246 600	\$41 965 000

In April 1944, it was reported that 74 CIC cooperatives had been organized on behalf of 3000 disabled war-veterans.

d. Operation of Workshops. The National Relief Commission established some twenty workshops where work and shelter was provided for over 10,000 refugees who were skilled in spinning, weaving, dyeing, paper making, blanket-making, pottery, leatherwork, and hosiery-knitting. For this purpose the Commission set up a refugee workshop revolving fund. It also granted aid for similar workshops established by provincial and local bodies. In these workshops - unlike producers' cooperatives - the management was government-appointed.

2. Assistance to Farmers in Distress. Even such normal disasters as flood and famine have been intensified by wartime conditions.

There has been some tendency for relief to grow in importance at the expense of rehabilitation. As the Church Committee for China Relief, an American agency that finances disaster relief, has said: "In areas adjacent to the front lines it is often impossible to do much in the way of rehabilitation. Capital funds and goods put into such regions may be lost to the enemy when the Japanese army makes a sudden push."

There has nevertheless been an increased interest in organized colonization, although its extent should not be exaggerated. Between 1938 and 1943 the Ministry of Agriculture and Forestry embarked on 10 land reclamation projects, besides making grants to provincial governments and lending them technical staff in aid of similar projects, on behalf especially of civilian refugees and disabled soldiers. In Shensi, the biggest land reclamation project covers nearly 1,000,000 acres, of which nearly 100,000 are suitable for cultivation. Six villages have been established there, and, by the summer of 1942, some 30,000 persons were engaged in cultivating the land, of which more than 30,000 acres had already been cleared. At the same time the colonists established 82 cooperative societies - of which 65 were for credit, 16 for produc-



tion and transportation, and one for retail distribution - 96 mutual aid societies, one clinic, one children's welfare institution, and two elementary schools.

3. Women's Welfare. The war has hastened a change in attitude, so that women have had to be considered among the "ablebodied" rather than among the "vulnerable".

a. Workshops for Soldiers' Dependents. Workshops and nurseries for the dependents of soldiers have been promoted and operated by the Women's Auxiliary of the New Life Movement Association, which has also helped families write letters to their soldier members, while by its general propaganda it has sought to create an atmosphere in which members of the community do everything in their power to help the dependents of men who are away on account of the war.

The Chinese National Women's Association for War Relief, founded in 1937 with Mme. Chiang as president, has also established workshops and mutual aid societies for soldiers' families.

b. Cooperative Societies. Producers' Cooperatives have been formed, both for wives of government employees and for other women, as a means by which they may supplement their family income while providing their nation with much-needed supplies. In some instances these cooperatives have workshops where women work either part time or full time; in other cases they put the work out to be done in the members' homes.

c. Training Courses. On behalf of refugees who wish to become practical nurses or nurses' aides, training courses have been organized in some of the large cities by branches of the Women's Welfare Society and the YWCA.

d. Shelter. Special hostels and dormitories have been provided for women workers in many places.

4. Young Persons' Welfare. Some special measures have been taken on behalf of the adolescent and the young adult. These include:

a. Student Relief. For the large portion of students who live at boarding schools and residential colleges, the Ministry of Education and other ministries have contributed towards the cost of transportation, food, clothing, shelter, books and medical care. Opportunities have also been provided for students to earn their way by working for their educational institutions in various capacities, for the government as teachers, or in private families as tutors; it has not been usual for them to do manual work since the pay for this is low.

b. Vocational Guidance. The National Vocational Education Association, originally at Shanghai and now at Chungking, has organized vocational guidance, vocational training, workshops, employment service, capital loans and mutual guaranty for its pupils and others; during the war considerable expansion has been made in its activity, so that it has given employment aid in connection with clerical as well as manual skills, and has helped those who are suited to qualify for managerial as well as for technical positions.



## Chapter Four

### FOREIGN WELFARE AGENCIES IN CHINA

Although the greater part of the cost of welfare services in China is borne by the Chinese people themselves; a significant contribution in certain directions is made by foreign agencies.

Welfare - in the sense of relief and rehabilitation - is only one of the fields in which these foreign agencies have been interested; and they have tended to spend more money on health and education than on welfare.

Foreign funds are distributed for the most part through modern nationwide Chinese organizations and through agencies in whose promotion foreign groups have taken a special interest. All of the agencies through which foreign funds are spent are registered with the Chinese government, and collaborate with it in the carrying out of its policies.

#### I. AN INTERNATIONAL AGENCY

The China Agency Clearing Committee: What may prove to be an important step towards coordinating the work of foreign groups interested in Chinese welfare was taken in 1944 when an international committee was established at Chungking through the action of Dr. Stewart Allen of the Canadian Red Cross. It contains representatives of:

American Voluntary Agencies: American Red Cross  
United China Relief

British Voluntary Agencies: British Red Cross Society  
United Aid to China Fund

Canadian Voluntary Agencies: Canadian Red Cross  
Chinese Relief Fund of Canada

Its function is purely informational. It has no funds of its own; but it helps member agencies engaged in relief in China to keep in close touch with the requests each has received and the appropriations each is making, in order that overlapping may be avoided. For this purpose it meets about twice a month.

#### II. UNITED STATES AGENCIES

United China Relief (1790 Broadway, N. Y.) was incorporated in New York State in 1941 in order to prevent future competition between the principal American agencies interested in relief action in China. It was hoped that, on the model of an American "community fund", it would succeed in substituting a joint appeal for separate appeals. This was made easier by the fact that some of the "participating agencies" were sponsoring and fund-raising, but not operating, bodies. UCR has its own self-perpetuating board of directors who include, but are not limited to, representatives of the participating agencies.



Inside the United States, UCR's activities are correlated with those of other war relief funds by three coordinating bodies:

a. The President's War Relief Control Board: UCR is registered with this Government appointed Board, whose approval is needed before permits can be obtained for sending personnel, supplies or funds abroad for relief purposes in wartime.

b. The National War Fund: UCR acts as liaison between its participating and affiliated agencies and this voluntarily incorporated fund. Its agencies help the National War Fund in annual drives, often conducted in conjunction with local community chests. With the exception of the Church Committee, they no longer conduct their own campaigns, either separately or through UCR; instead, they rely on UCR's share of the money collected by the National War Fund.

c. The American Council of Voluntary Agencies for Foreign Service: UCR has been a member of this voluntarily incorporated policy-coordinating body since its foundation in 1943.

The American Red Cross is not a member of UCR, is not financed by the National War Fund, and is not under the jurisdiction of the President's War Relief Control Board; but it is a member of the coordination committee and of various technical subcommittees of UCR in China, and it supplements UCR in the field of health.

The income of UCR agencies has been multiplied by eight in four years as follows:

1940	(their own campaigns) -	US\$1,230,000
1941	(UCR campaign) -	US\$3,240,000
1942	(UCR Share National War Fund campaign) -	US\$6,930,000
1943	-	US\$8,200,000
1944	-	US\$10,370,000 (before audit)

The income and expenditures of UCR in the last completed year, 1944, were:

Balance in hand - 1 January 1944	US\$1,175,000
Total received	10,370,000
Spent for relief and services in China	9,590,000
Spent for administration, promotion, in U.S.	385,000
Balance in hand - 31 December 1944	1,570,000
Percentage of administrative expenses to cash receipts	- 3.7%

The initiative in UCR budgeting rests with Technical Subcommittees whose proposals are then considered by the Committee on Coordination, both the Technical Subcommittees and the Committee on Coordination being at Chungking; final decision on the budget is then taken by the Program Committee at New York, subject to confirmation by the Board of Directors.

The UCR budget and expenditures during the year April 1942 to March 1943 were distributed as follows, about 55% going to health and education and about 45% to welfare. The same proportion has been observed in subsequent budgets.



<u>Object</u>	<u>Anticipated Expenditure</u>	<u>Actual Expenditure</u>
Health	38%	36.3%
Education	20%	19.4%
Child Welfare	15%	13.5%
Economic Rehabilitation	10%	10.2%
Social Rehabilitation	10%	0.1%
Disaster Relief	10%	16.5%

Each participating agency is associated with one particular aspect of American voluntary aid for China. The participating agency's activity is usually limited to help in collecting and transmitting funds and supplies to an operating agency in China; in only rare instances does it extend to the sending out of personnel and the organization of field operations. The principal objectives served by American voluntary contributions, and the principal channels through which this aid is given, are:

<u>Object</u>	<u>Sponsoring Agency (New York)</u>	<u>Operating Agency (Chungking)</u>
A. Health	American Bureau for Medical Aid to China	National Health Adm. Chinese Red Cross Medical Colleges
B. Medical Transport	American Friends Service Committee	Friends Ambulance Unit
C. Education	Associated Boards for Christian Colleges in China	Christian Colleges
D. Child Welfare	China Aid Council	National Association for Refugee Children China Defense Committee
E. Disaster Relief	Church Committee for China Relief	American Advisory Committee
F. Industrial Rehabili- tation	INDUSCO	Chinese Industrial Cooperatives

Some UCR funds, however, are not canalized through participating or affiliated agencies, but are distributed to special agencies. This is especially the case with funds appropriated to social rehabilitation, for which there is no American sponsoring agency and no one Chinese operating agency.

A. American Bureau for Medical Aid to China. (1790 Broadway, N.Y.). This originated in 1937 as a Sino-American organization and drew its support from overseas Chinese as well as from American friends of China before it was underwritten by United China Relief. It sponsors American voluntary contributions in aid of Chinese official and semi-official agencies, of which the



most important are: the National Health Administration, the National Medical Colleges, the Army Medical Service, Emergency Medical Service Training School, and the Chinese Red Cross. For each of these agencies it has a standing committee. It also has technical committees for such problems as dental health, nursing and nursing education, drugs and drug manufacture, and the Chinese blood bank. It is especially interested in the training of medical personnel and the procurement of medical supplies. It handles all American-bought medical supplies sent to China from the United States and from India, except those sent by the American Red Cross and the United States government. It is the official American representative of the National Health Administration and the Chinese Red Cross. Remittances and supplies sent to China April 1942 to March 1943 were valued at:

US\$889,000	for the Army's Emergency Medical Service Training Schools
420,000	for the National Health Administration
80,000	for four National Medical Colleges
20,000	for the Army Medical College
2,000	for the China Medical Journal and Abstract
10,000	for emergency needs

B. American Friends Service Committee. (20 South 12th Street, Philadelphia). This organization, founded in 1917, works in China through the Friends Ambulance Unit, a joint project of American, British and Canadian Quakers, which took its present form in 1941. In addition to mobile surgeries for work mainly with the Chinese army and linked without cost to other agencies, a principal work of the FAU is the transportation of medical supplies on behalf of the National Health Administration, the Chinese Red Cross, and the China International Relief Commission. Its work has been handicapped by the shortage of motor transportation equipment. Its work was supported during 1942 by a grant of US\$179,000 from UCR and £25,000 from the British government.

C. Associated Boards for Christian Colleges in China. (150 Fifth Avenue, N. Y.). This body represents 22 organizations in Britain, Canada and the United States; it operates 12 Christian colleges with between one-tenth and one-fifth of the total enrolment of university students in China; and it administers endowment funds approximating US\$6,000,000. Eleven of these twelve colleges have had to move from Occupied to Free China, where the twelfth ABCCC college - West China Union University - has helped to provide a campus for some 3000 students at Chengtu. Grants are received from Chinese national and provincial authorities as well as from the ABCCC. They have attached considerable importance to professional education in such fields as agriculture, rural reconstruction, medicine, dentistry, public administration, engineering, law and business management. They have become an important source for the supply of trained personnel for public service. Yenching University has been a pioneer in the field of welfare training. The regular academic program is supported by regular income - endowment, grants-in-aid, payment for services, and tuition fees - leaving only their emergency expenses and relief needs to be met by UCR. Their expenditures for the fiscal year 1942 were \$712,000.

D. China Aid Council Combined with the American Committee for Chinese War Orphans. (200 Fifth Avenue, N. Y.). This is a combination of two organizations. From the one it has inherited responsibility for enlisting American aid for the work of the Chinese women's National Association for Refugee



Children, headed by Mme. Chiang Kai-shek. From the other it has inherited responsibility for acting in the United States on behalf of the China Defense League, headed by Mme. Sun Yat-Sen, which supports child care, medical work, and drug production in the uninvaded provinces of Northwestern China. Supplies and remittances sent to China April 1942 to March 1943 were valued at: Total US\$931,000; to the National Association for Refugee Children, US\$705,000; to China Defense League, US\$220,000; to Doctor C. H. Tao's School for Gifted Children at Pei Pei, US\$6000.

E. Church Committee for China Relief. (105 East 22nd Street, N.Y.). This Committee was created in 1938, and since 1944 has been a subcommittee of the Church Committee for Relief in Asia (CCRA). It was set up by joint action of three agencies: The Federal Council of Churches of Christ, the Foreign Missions Conference of North America, and China Famine Relief USA, Inc. (organized in 1928), each of which chooses 10 of the 30 members of the Committee. In China it inherited the set-up used by China Famine Relief USA, Inc., which centered on an American Advisory Committee (AAC) and operated locally through foreign mission stations, by which it thus obtained personnel, building, and machinery for transmitting funds, all with minimum cost to itself. The American Advisory Committee, now moved from Shanghai to Chungking, contains representatives not only of American but also of Australian, British and Canadian agencies as well as a number of official and unofficial Chinese members including a Chinese Methodist Bishop who serves as its chairman. Clergy of the Catholic Church, both Chinese and foreign, are members of the American Advisory Committee and act as its agents in some localities. The Committee has been especially interested in disaster relief and has been the recipient of funds appropriated by UCR for this purpose. It is closely connected with the central China International Relief Commission (IRC) at Chungking which provides medical supplies and helps to finance doctors and nurses in mission hospitals. Its expenditure in China amounted in 1942 to US\$1,086,000. This was supplemented from non-American sources, including grants from the Chinese government. In 1943 the AAC spent on relief, CN\$62,000,000 (approximately equivalent to US\$3,000,000). This sum was spent approximately as follows:

Object	Percentage of Expenditure	Average Expenditure per person (Chinese Dollars)
Cash Grants	25	20.74
Clothing	9	226.58
Food	36	24.06
Loans	3	241.77
Shelter	3	134.72
Medical care	3½	4.22
Seed grain	13	56.11
Travel aid	2½	141.09
Sundry	5	234.42

The income of the Church Committee has been: from United States churches, 1938-1943, US\$1,947,000; from UCR, 1942-1943, US\$1,270,000. The amount sent to AAC has been: through the Church Committee, 1938-1943, US\$2,755,000; from UCR direct, 1942, US\$200,000.



F. Indusco (American Committee in aid of Chinese Industrial Cooperatives, 425 Fourth Avenue, N.Y.). When the Chinese government sponsored Chinese Industrial Cooperatives, beginning in 1938, as a means of providing productive work for refugees from the coast, financial support for them was organized in various foreign countries. By 1943 there were about 2000 cooperative workshops in China, whose production amounted to approximately US\$18,000,000 a year. UCR allocated for their support: in 1942, US\$550,000; in 1943, US\$617,000.

G. Affiliated Agencies: Some smaller American agencies have become "affiliated" to UCR, without "participating" in its management. These are:

1. China's Children Fund. This agency has raised about US\$180,000 a year for children in private orphanages by enlisting the interest of American "foster parents" in particular Chinese children.

2. China Child Welfare has sent about US\$20,000 a year to China in support of the National Nutritional Aid Council's soybean milk stations.

3. The Institution for the Chinese Blind has an American committee which had receipts of US\$197,000 and spent US\$87,000 in China in 1942-1943. Its work has been described in the previous chapter. It stated in 1943 that \$60.00 would furnish full support and schooling for a blind child for one year; \$200 would furnish a scholarship for training a student in Yenching University for work among the blind; \$2000 would build and maintain for a year a small school for the blind in one of Free China's large cities where no work for the sightless had been done; \$50,000 would build a model school in a provincial capital with smaller schools in two or three neighboring cities; and that \$100,000 would set up a complete system of schools, clinics and blind prevention work in one of the large northwestern provinces where blindness is particularly prevalent.

### III. UNITED KINGDOM AGENCIES

Allocations of British United Aid to China remittances made by the Chungking Committee from 1942 through 1944 were:-

<u>MEDICAL</u>	<u>Pounds (£)</u>
Canadian Hospital	1,000
Catholic Mission, Medical Services	8,028
China Defence League (International Peace Hospitals)	35,885
Chinese Red Cross	60,256
Chungking Hospital (Children Ward Fund)	10,000
College of Medicine, Chengtu (for treatment of war orphans and needy patients)	1,000
Honan University, Medical Hospital	628
International Medical Service Corps, Canton	500
International Medical Service Corps, Kungong	1,000
International Relief Committee	9,879
International Relief Committee - for Relief of Lepers and other War Sufferers	15,000



Pounds (£)

Kwei-Tien Hospital, Nursing School	628
National Christian Council - 60 Nursing Schools in Free China	2,000
National Health Administration for tuberculosis control	1,256
National Health Administration	30,000
National Medical Hospital at Koloshan	5,000
Refugee Doctors of the Medical Relief Corps	6,580
Society of Friends of the Wounded	49,885
West China University (Maternity work)	1,000

#### EDUCATIONAL (Relief of Students and Faculty)

Christian Institutions of Higher Learning	92,513
Christian Middle Schools	49,141
Lingnan University	5,000
Lingnan University Evacuation Fund	1,256
Methodist Mission (Kukong) Relief Service	2,500
Middle School, special grant	1,256
National Christian Council - for maintenance of a centre for giving practical training to medical students of Hong Kong University	1,000
National Student Relief (including £1,000 for International Students Service)	42,513
Relief for Faculty and Students of Middle Schools	14,000
True Light Middle School, Kukong	1,000
Veterinary College, Kweiyang	500
West China Theological College	500

#### CHILDREN

Catholic Mission (Kukong), Relief Service	1,000
Catholic Mission, Linchwan, Kiangsi	1,000
Lingtung Council English Presbyterian Mission for Orphanages and Famine Relief	6,000
Mothercraft College, Kienyang	500
National Association for Refugee Children	118,769
National Child Welfare Association	8,377
Refugee Children Village, Kiangsi	3,000
W.C.T.U. of China (Mrs. Herman Liu) for Care of Children	500

#### DISASTER RELIEF

Emergency Relief Purposes	2,000
Honan Famine Relief	50,000
Hopeh Relief	1,000
Kwangtung Famine Relief	53,000
Hunan Relief	10,000
Hupei Relief	5,000

#### ECONOMIC RECONSTRUCTION AND REHABILITATION

Baptist Mission (Sian) Relief Service	3,000
Border Tribes Mission Relief Service	500
Border Mission Church	251
Changteh War Area Relief	2,000
Chinese Blind Welfare Society	26,377
Chinese Industrial Co-operatives (including £377 for Bailie School)	76,885
Experimental Area for Wounded Soldiers	8,000



	Pounds (£)
Factories for Families of Deceased Soldiers	2,000
Honan War Area Relief	628
Hunan War Area Relief	1,256
Kwangsi War Area Relief	2,513
Kwangtung War Area Relief	1,256
Kweilin Y.M.C.A. Building Fund	800
Kiangsi Christian Rural Service Union	600
Kweichow and Kwangsi Border Relief	1,256
National Chinese Women's Association for War Relief	21,628
National Christian Council for Humanitarian Relief	29,013
National Christian Council - Joint Wartime Service Committee	8,000
National Christian Council for Relief of Distress under British Missionary auspices	8,000
National Young Women's and Young Men's Christian Association for Relief Projects	10,756
Production Work for Recruits' Families	17,128
Sheng Kung Hui Chinese Clergy Relief	10,000
Special Experimental Area for Wounded Soldiers and Families	10,000
South Kwangsi Relief Works	8,000
Women's Christian Temperance Union	251
Women's Advisory Council for Production Work, Recruits' Families	7,000
Small donations and Emergency Relief	14,052
Total	£982,000

Thus the first £982,000 of British United Aid to China remittances has been allocated among some seventy different agencies, including a considerable number that has not been aided by UCR. The allocation was made by a committee at Chungking, consisting originally of the British ambassador and Mme. Chiang Kai-shek.

British United Aid to China was established as the "United Aid to China Fund" in July 1942, with Lady Cripps as president, as the British equivalent to UCR. Its 1942 drive aimed at collecting £250,000. By 1944, more than £1,000,000 had been collected, and by March 1945, over £1,448,000. \*

The sponsors of the Lady Cripps' Fund include: British Red Cross Society, China Association, Conference of British Missionary Societies, China Campaign Committee, United Committee for Christian Universities in China.

The United Aid to China Fund, being a sponsoring and not an operating agency, is not a member of the Council of British Societies for Relief Abroad (CBSRA).

Before the establishment of this fund, other considerable British contributions had been made. Some £50,000 was contributed by the British government in 1941, most of which was to be spent by the Friends Ambulance Unit. Some \$60,000 was contributed in 1942 through the British government, the British Red Cross, and the British Relief Fund, to be spent by the Chinese Red Cross and the National

\* The Times, London, 10 March 1945



Association for Refugee Children. Some £260,000 was given between 1937 and 1942 from the Lord Mayor's Fund.

#### IV. CANADIAN AGENCIES

The China War Relief Fund of Canada was registered under the Dominion War Charities Act in 1941. Its 1942 campaign brought in 120,000 Canada Dollars, and its 1943 campaign 817,000 Canada Dollars.

#### V. INDIAN AID

On 7 March 1942, a special China Day fund was raised in India on behalf of relief in China. It amounted to 14,86,000 rupees (approximately £122,000, US\$600,000). India's contribution to China has been handled in the same way as the British contribution - through the British Ambassador and Mme. Chiang Kai-shek. Reciprocal aid was given by China to India during the Bengal famine.

#### VI. AUSTRALIAN AID

Contributions to Chinese welfare have been made through the Lord Mayors' Funds of many cities.

#### VII. SOUTH SEAS AID

Overseas Chinese in the Netherlands Indies were important contributors of funds and quinine from 1937 to 1941.

#### VIII. RED CROSS AID

Much aid has been given to the National Red Cross Society of China by many national Red Cross organizations, including those of Australia, Canada, New Zealand, and the United States.



APPENDIX

EXPLANATORY NOTE

Statistical data concerning Chinese welfare services are particularly difficult to obtain. The Chinese Ministry of Social Affairs has made available some returns that are admittedly incomplete, but which throw an interesting light on current trends in welfare organization.

Table No. 1.

CITIES IN CHINA WITH A POPULATION OF 100,000 OR MORE, 1936-39 1/

City	Date	Families	POPULATION		
			Total	Male	Female
Shanghai <u>2/</u>	April 1937	438 000	2 160 000	1 235 000	926 000
Peiping <u>2/</u>	" "	296 000	1 537 000	945 000	591 000
Tientsin <u>2/</u>	" "	228 000	1 087 000	637 000	449 000
Nanking	" "	201 000	1 019 000	609 000	410 000
Canton	Aug. 1938	211 000	852 000	481 000	371 000
Hankow <u>2/</u>	July 1938	144 000	725 000	415 000	310 000
Hangchow	April 1937	126 000	600 000	357 000	243 000
Tsingtao	April 1937	112 000	575 000	334 000	241 000
Chungking <u>3/</u>	May 1939	124 000	535 000	308 000	227 000
Harbin <u>4/</u>	Dec. 1936	— — —	467 000	— — —	— — —
Murkden <u>4/</u>	" "	— — —	447 000	— — —	— — —
Tsinan	Feb. 1937	100 000	441 000	269 000	173 000
Wuchang <u>5/</u>	May 1937	80 000	427 000	243 000	184 000
Dairen <u>4/</u>	Dec. 1936	— — —	373 000	— — —	— — —
Foochow	Dec. 1938	75 000	348 000	189 000	160 000
Chengtu <u>2/</u>	June 1939	67 000	315 000	170 000	144 000
Kainfeng	April 1938	59 000	245 000	134 000	111 000
Hsinking <u>4/</u>	Dec. 1936	— — —	242 000	— — —	— — —
Chinkiang	Feb. 1937	44 000	217 000	124 000	93 000
Sian (Siking)	Aug. 1939	44 000	209 000	— — —	— — —
Changsha	Aug. 1939	34 000	149 000	94 000	55 000
Nonchang	Feb. 1939	36 000	134 000	81 000	53 000
Kirin <u>4/</u>	Dec. 1936	— — —	128 000	— — —	— — —
Yinghow <u>4/</u>	Dec. 1936	— — —	128 000	— — —	— — —
Kweiyang	June 1938	23 000	127 000	68 000	59 000
Kweilin	June 1938	20 000	107 000	60 000	48 000

- 1/ Estimates in Statistical Abstract of China, 1940
- 2/ Excluding Concessions
- 3/ Chungking is believed to have doubled in population since 1939
- 4/ Japanese (Manchukuo) Census
- 5/ Including part of Hangyang



Table No. 2.

LOCAL GOVERNMENT UNITS IN 17 PROVINCES OF FREE CHINA, 1943<sup>a/</sup>

	<u>Number of Units</u>	<u>Units with Councils</u>
Hsien	1 361	530
Hsiang (Chen)	29 497	11 305
Pao	342 301	297 476
Chia	3 711 948	0

<sup>a/</sup> Incomplete returns to Ministry of Interior, end 1943

Table No. 3.

PERCENT DISTRIBUTION OF FAMILY EXPENDITURE AT CHENG TU  
(SZECHWAN) 1937 and 1942 <sup>a/</sup>

	<u>1937</u>	<u>1941-42</u>
Total Expenditure	(100%)	(100%)
Food	(63)	(73)
Clothing	(3)	(8)
Rent	(13)	(4)
Fuel and Light	(8)	(7)
Other Items	(13)	(8)

<sup>a/</sup> From a study of 199 families of the "laborer-peddler class", both proprietors and wage-earners, including peddlers, rickshaw-pullers, weavers, tailors, barbers, carpenters, masons, metalworkers, and waiters; published by the University of Nanking in Economic Facts, No. 23, Chengtu, August 1943.

Table No. 4

REGISTERED "PEOPLES' ORGANIZATIONS" IN FREE CHINA 1944 1/

Kind of Organization	Number of Organizations Reported	Number of Individual Members Reported	Number of Group Members Reported
TOTAL	22 790	4 964 451	55 954
OCCUPATIONAL	19 907	3 718 277	53 367
<u>Agriculture</u>	5 546	2 198 263	7 052
Provincial	10	0	370
County	443	0	6 682
Hsiang	5 093	2 198 263	0
<u>Fishery</u>	83	29 772	39
Provincial	2	0	39
County	60	25 157	0
Branch	21	4 615	0
<u>Labour</u>	3 138	1 053 561	3 048
General	2 977	601 463	3 048
Provincial	0	0	0
County	204	0	3 048
Occupational	54	41 411	0
Trade	2 666	549 243	0
Federations	53	10 809	0
Special	161	452 098	0
Posts	1	842	0
Highway	5	14 332	0
Seamen	13	26 382	0
Inland Waterways	113	298 601	0
Salt	24	82 055	0
Mining	5	29 886	0
<u>Industry &amp; Commerce</u>	9 606	310 943	39 787
Commerce, Chambers of	1 047	13 347	39 787
Provincial	12	0	786
County	1 035	13 347	39 001
Industrial Associations	8 559	297 596	0
Manufactures	219	13 738	0
Mining	1	166	0
Retailing	8 333	283 249	0
Export	6	443	0
<u>Professions</u>	1 534	125 738	1 441
Education	1 296	107 560	1 441
Journalism	12	740	0
Accounting	3	130	0
Medicine: Western	48	1 772	0
Chinese	148	14 800	0
Law	27	704	0



Table No. 4. (Cont'd)

Kind of Organization	Number of Organizations Reported	Number of <u>Individual</u> Members Reported	Number of <u>Group</u> Members Reported
SOCIAL (National Only)	2 883	1 246 174	4 587
Cultural	390	257 926	3 853
Religious	342	169 843	59
Benevolent	194	200 636	98
Civil Service	915	450 613	52
Servicemen	238	13 156	79
Recreation and Health	73	49 286	67
Women	651	90 230	200
Others	80	14 484	179

1/ Incomplete returns published by Ministry of Social Affairs in Social Statistics, No. 1, June 1944, in Chinese.

Table No. 5.

## BENEVOLENT AGENCIES SUPERVISED BY THE MINISTRY OF SOCIAL AFFAIRS IN NINETEEN PROVINCES OF FREE CHINA-1944 1/

Provinces and Municipality	TOTAL	Established by Ministry							Established by Provincial and Municipal Government	Established by County Governments and Registered Peoples' Organizations													
		Total	General	Babies	Children	Disabled	Trade Schools	Free Clinics		Total	General	Aged	Babies	Children	Disabled	Trade Schools	Women	Free Clinics	Refugee	Winter Relief	Famine Relief	Benevolent	Other
Total	1571	15	1	1	5	1	1	6	11	1545	533	23	81	188	11	36	6	125	50	89	32	256	115
Chekiang	165								1	164	52	9	17	19		5	1	13	6			25	17
Anhwei	52									52	3	1	3	6			1	1	2	12	2	20	1
Kiangsi	185								1	184	76	4	12	23	4	6		34	3			12	10
Hupei	9									9	6		1					2					
Hunan	94	1						1	1	92	50		8	21	1	4		3		1			4
Szechwan	210	1			1				1	208	108	2	4	15	4	7	3	10	5	5		27	18
Sikang	20									20	7					1		1	1		8	2	
Shansi	7									7				2				1	4				
Honan	127									127	57		3	18		1		5	1	1	20	16	5
Shensi	108								1	107	16	4	9	28	1	1	1	1	7	6		24	9
Kansu	62	1						1	1	60	7		1	5		3		5	6	10	1	14	8
Tsinghai	1									1								1					
Fukien	123								1	122	42		9	25		1		7	1	10		22	5
Kwangtung	121									121	35	1	8	17	1	1		32	5	3	1	11	6
Kwangsi	158	1						1	1	156	17		4	3		1		2	8	31	7	72	11
Yunnan	42								1	41	13	1	2	4				5		1	1	4	10
Kweichow	59	2						2	1	56	31	1		1		1		2	1	9		1	9
Ningsia	6									6	5			1									
Sinkiang	12									12	8					4							
Chungking	10	9	1	1	4	1	1	1	1														

1/ Incomplete returns published by Ministry of Social Affairs in Social Statistics, No.1, June 1944, in Chinese



Table No. 6

LOCAL BENEVOLENT AGENCIES IN NINETEEN PROVINCES OF FREE CHINA, 1944 1/

Provinces and Municipality	Public		Voluntary	Total
	Provincial and Municipal	County		
Total	29	1022	889	1940
Chekiang	1	88	76	165
Anhui	0	47	16	63
Kiangsi	3	74	117	194
Hupei	0	7	2	9
Hunan	1	51	55	107
Szechwan	1	153	266	420
Sikang	1	18	13	32
Shansi	0	4	3	7
Shensi	5	67	42	114
Honan	1	103	16	120
Kansu	1	51	20	72
Tsinghai	0	0	4	4
Fukien	1	79	43	123
Kwangtung	1	62	106	169
Kwangsi	1	135	44	180
Yunnan	1	18	23	42
Kweichow	1	48	10	59
Ningsia	0	5	2	7
Singkiang	0	12	0	12
Chungking	10	0	31	41

1/ Incomplete returns from some provinces to Ministry of Social Affairs, August 1944.

Table No. 7.

"SOCIAL SERVICE CENTRES" IN NINETEEN PROVINCES OF FREE CHINA 1944 1/

Locality	Total	Operating Agency			
		Ministry of Social Affairs	Provincial Government	County Government	Kuomintang Party
Total	979	8	31	171	769
Kiangsu	2	0	0	0	2
Chekiang	121	0	1	8	112
Anhui	17	0	1	0	16
Kiangsi	56	0	1	3	52
Hupeh	5	0	0	1	4
Hunan	119	1	0	34	84
Szechwan	115	1	2	55	57
Sikang	6	0	1	2	3
Shansi	7	0	1	0	6
Honan	60	0	2	0	58
Shensi	47	0	0	3	44
Kansi	66	1	2	34	29
Tsinghai	15	0	0	14	1
Fukien	208	0	2	10	196
Kwangtung	77	0	1	2	74
Kwangsi	5	1	1	0	3
Yunnan	2	1	0	1	0
Kweichow	27	2	3	4	18
Ningsia	10	0	0	0	10
Chungking	14	1	13	0	0

1/ Incomplete returns published by Ministry of Social Affairs in Social Statistics, No. 1, June 1944



Table No. 8.

NATIONAL CHILD WELFARE ORGANIZATIONS IN FREE CHINA, 1943-1944 <sup>1/</sup>

KIND OF AGENCY	Institutions Reporting 1943	Institutions Reporting 1944	Children Assisted 1943	Children Assisted 1944
Total, Residential and Non-Residential	233	<u>2/</u>	141 296	<u>2/</u>
Total, Residential only	<u>2/</u>	157	<u>2/</u>	47 694
<u>Governmental</u>				
National Relief Commission	<u>2/</u>	24	<u>2/</u>	10 959
Ministry of Social Affairs	<u>2/</u>	7	<u>2/</u>	2 200
Salt Administration	<u>2/</u>	16	<u>2/</u>	6 886
<u>Voluntary</u>				
National Child Welfare Asso- ciation	14	12	12 368	4 110
National Association for Refugee Children	45	35	25 000	11 893
China Wartime Joint Childrens Association	132	<u>2/</u>	102 214	<u>2/</u>
Frontier Child Welfare Insti- tutions	1	<u>2/</u>	280	<u>2/</u>
China Institution of Northwest Industrial Cooperatives	1	<u>2/</u>	300	<u>2/</u>
American Advisory Committee	6	<u>2/</u>	282	<u>2/</u>
Children's Aid Council	6	<u>2/</u>	<u>2/</u>	<u>2/</u>
Roman Catholic Church	0	56	<u>2/</u>	11 646
China Christian Council	0	7	<u>2/</u>	<u>2/</u>
Schools for Blind	10	<u>2/</u>	<u>2/</u>	<u>2/</u>
Nurseries	18	<u>2/</u>	852	<u>2/</u>

<sup>1/</sup> Incomplete returns to Ministry of Social Affairs, Welfare Division,  
early 1943 and early 1944.

<sup>2/</sup> Data not available

Table No. 9.

LOCAL GOVERNMENT CHILD WELFARE INSTITUTIONS  
IN SEVEN PROVINCES OF FREE CHINA, 1944 <sup>1/</sup>

Provinces Reporting	Counties and Municipalities Reporting	Residential Institutions Reported	Child Residents Reported
Total	140	176	14 666
Szechwan	43	54	3 308
Hunan	28	36	1 870
Honan	16	18	628
Shensi	9	11	538
Fukien	10	10	475
Kwangtung	13	20	5 550
Kiangsi	21	27	2 297

<sup>1/</sup> Incomplete returns from some provincial governments to the Ministry of Social Affairs, December 1942

Table No. 10.

COOPERATIVE SOCIETIES IN FREE CHINA, BY YEAR, 1937-44 <sup>1/</sup>

Year	Number of Societies	Number of Members	Amount of Share Capital in CN\$
1937	16 983	2 139 634	5 309 079
1938	64 565	3 112 629	7 994 055
1939	91 426	4 366 758	12 611 944
1940	133 442	7 237 317	25 523 370
1941	155 674	9 373 676	48 302 078
1942	160 393	10 121 682	93 291 530
1943	166 826	13 803 183	326 485 036
1944 (June)	173 328	15 131 823	501 517 132

<sup>1/</sup> Incomplete returns from all unoccupied provinces, processed by National Cooperative Administration, 30 June 1944



Table No. 11

COOPERATIVE SOCIETIES IN FREE CHINA BY PROVINCES, 1944 <sup>1/</sup>

Provinces & Municipality	Number of Societies	Number of Members	Share Capital (CN\$)
Total <sup>2/</sup>	161 796	14 704 389	452 953 230
Chekiang	4 057	772 983	14 411 801
Anhui	9 837	800 151	12 624 214
Kiangsi	10 572	2 118 339	54 251 007
Hupei	11 769	954 135	24 441 524
Hunan	17 222	1 093 269	10 350 793
Szechwan	24 390	1 710 373	56 748 505
Sikang	1 299	90 551	134 404
Honan	13 732	1 319 476	46 915 202
Shensi	10 258	1 111 184	59 354 456
Kansu	6 297	474 061	11 542 914
Fukien	8 818	572 077	17 426 757
Kwangtung	9 465	722 365	28 065 975
Kwangsi	13 447	1 300 013	46 852 604
Yunnan	7 805	331 764	29 315 673
Kweichow	11 177	949 137	20 111 952
Suiyan	307	15 829	908 970
Ningsia	702	73 409	2 682 189
Chungking	642	295 273	15 714 230

<sup>1/</sup> Incomplete returns from seventeen provinces, processed by National Cooperative Administration, 30 June 1944.

<sup>2/</sup> These figures are somewhat on the low side, since the Ministry has omitted returns from provinces from which the returns are so incomplete as to be misleading.

Table No. 12.

COOPERATIVE SOCIETIES IN FREE CHINA, BY PURPOSE, 1944 <sup>1/</sup>

PURPOSE	UNITS			PERCENT		
	Total	Single Purpose	Multi-Purpose	Total	Single Purpose	Multi-Purpose
Total	296 227 <sup>2/</sup>	105 841	190 386	100.0	35.7	64.3
Credit	130 827	87 348	43 479	44.2	29.5	14.7
Supply	24 449	454	23 995	8.3	0.2	8.1
Agricultural Production	45 878	7 116	38 762	15.5	2.4	13.1
Industrial Production	15 862	5 056	10 806	5.4	1.7	3.7
Transport and Marketing	30 955	1 388	29 567	10.4	0.4	10.0
Consumers	35 043	4 393	30 650	11.8	1.5	10.3
Utility	8 032	81	7 951	2.7	0.0	2.7
Insurance	5 181	5	5 176	1.7	0.0	1.7

<sup>1/</sup> Incomplete returns processed by National Cooperative Administration, 30 June 1944

<sup>2/</sup> This is almost twice as big as the number of societies, because a multipurpose society counts as as many "units" as it has purposes.

RECEIVED

18 SEP 1945

U. N. R. R. A.

MAIL UNIT



Extract from Current Activities Summary No. 2 Copy for WF 4/48  
19<sup>th</sup> to 31<sup>st</sup> March 1945

Original on WF 26/2

A2565  
10/4/45

5. Welfare Requirements. At the request of the Subcommittee on China of the Committee of Review, a panel of the functional divisions concerned (Camps, Displaced Persons and Welfare), chaired by the Welfare Division, has been set up and requested to develop a complete unit list of Welfare and Displaced Persons requirements. This will include all the items needed to be imported, detailed specifications, and item costs. After the units have been approved, a Pilot Program including the number of units involved will be prepared by the same panel. This program will include sufficient equipment and commodities to launch an emergency operation as soon as the first area in China is liberated. H/48

6. A list of items required for the rehabilitation of individual households has been prepared, reviewed by the Chinese Government representatives, by expert consultants, and by Subcommittee I of the Committee of Review. This list will now be completed by developing detailed specifications and unit costs. The panel is also developing a revised list of camp requirements to be used both for welfare and displaced persons.

7. Personnel. We are continuing to work on recruitment of a nucleus of top administrators for the China program and are also building up a stockpile of Physical Therapists for the rehabilitation program in China and elsewhere.

*Reply: is there any Far East Mini file 3  
if not, return to me. Amher*

13 FEB 1946

U.S. INFORMATION SERVICE  
Room 311, 33, Davies Street, W.1.

GENERAL

WE 4/48.

Telephone: GROsvenor 3422.  
Extensions 5006, 5009.  
FOR ADDITIONAL COPIES - Ext. 5339.

February 9, 1946.

INDEXED

REPORT OF GENERAL MACARTHUR ON JAPAN AND KOREA.

(The following is a brief text-excerpting of the report for September and October, 1945, of General Douglas MacArthur, Supreme Commander for the Allied Powers, presenting a summation of non-military activities in Japan and Korea.)

The full report covers 185 single-spaced typewritten pages. This full report may be examined for information or use in the newsroom of the British News Division, U.S. Information Service, on the third floor at 33, Davies Street, London W.1.)

WASHINGTON -- Excerpts from the report of U.S. General Douglas MacArthur, Supreme Commander for the Allied Powers, entitled "Summation of Non-Military Activities in Japan and Korea for September - October, 1945", follow:

(TITLES OF SECTIONS IN FULL REPORT) (SECTION NUMBER)

Organisation under SCAP.....	1
Political and Social Activities in Japan.....	2
Economic Activities in Japan.....	3
Civil Administration in Korea.....	4
Government and Civil Administration - Japan.....	5
Legal, Public Safety and Intelligence - Japan.....	6
Natural Resources - Japan.....	7
Industry - Japan.....	8
Transportation - Japan.....	9
Imports and Exports - Japan.....	10
Labour - Japan.....	11
Communications - Japan.....	12
Rationing and Price Control - Japan.....	13
Finance - Japan.....	14
Public Health and Welfare - Japan.....	15
Education, Religion and Media of Expression - Japan.....	16
Political Activities in Korea.....	17
Economic Activities in Korea.....	18
Social Activities in Korea.....	19



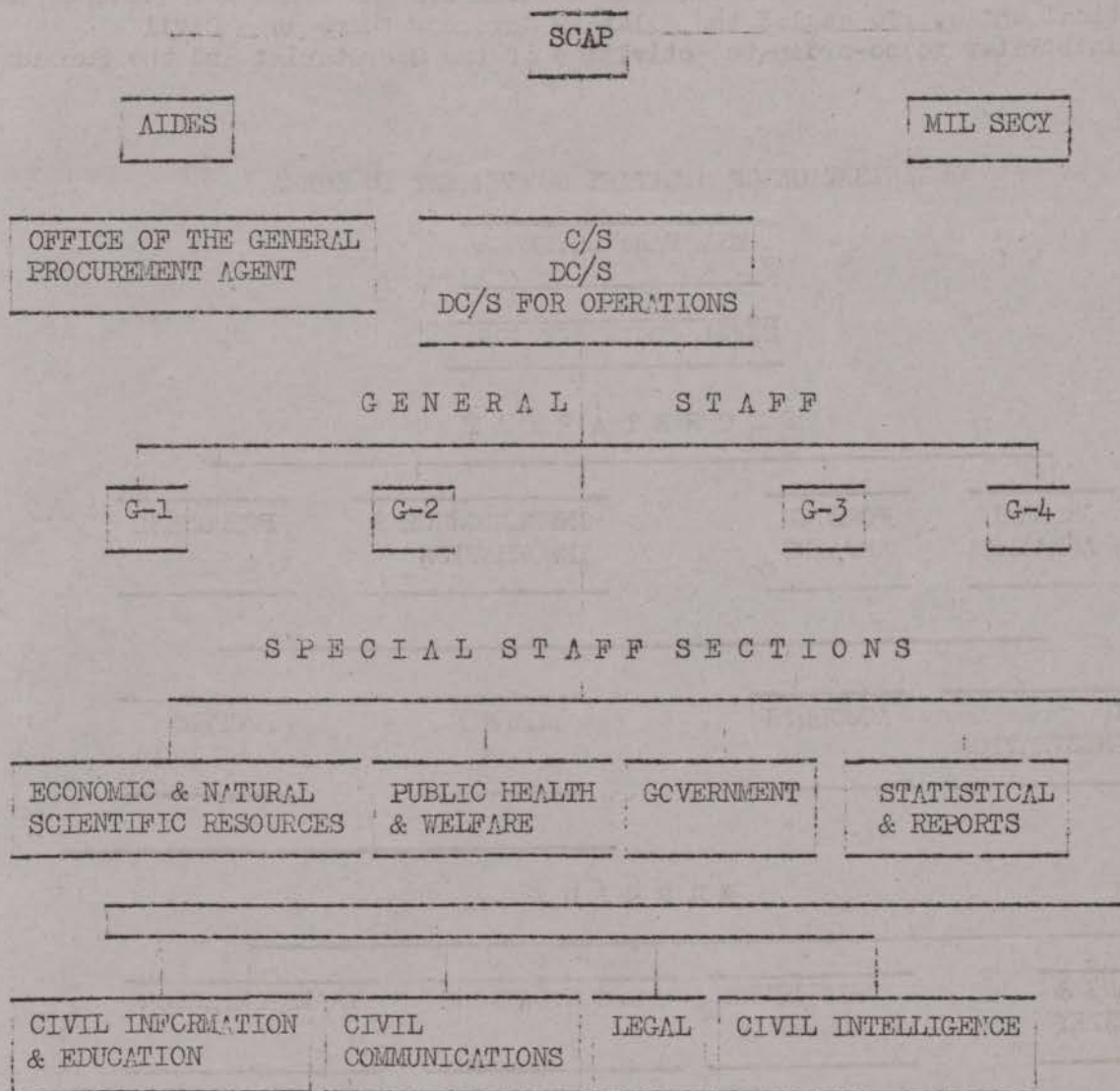
SECTION I

ORGANISATION UNDER SCAP.

Initial Actions.....

Organisation of GHQ SCAP .....

STAFF FUNCTIONS OF SCAP (AG OMITTED)



(over)

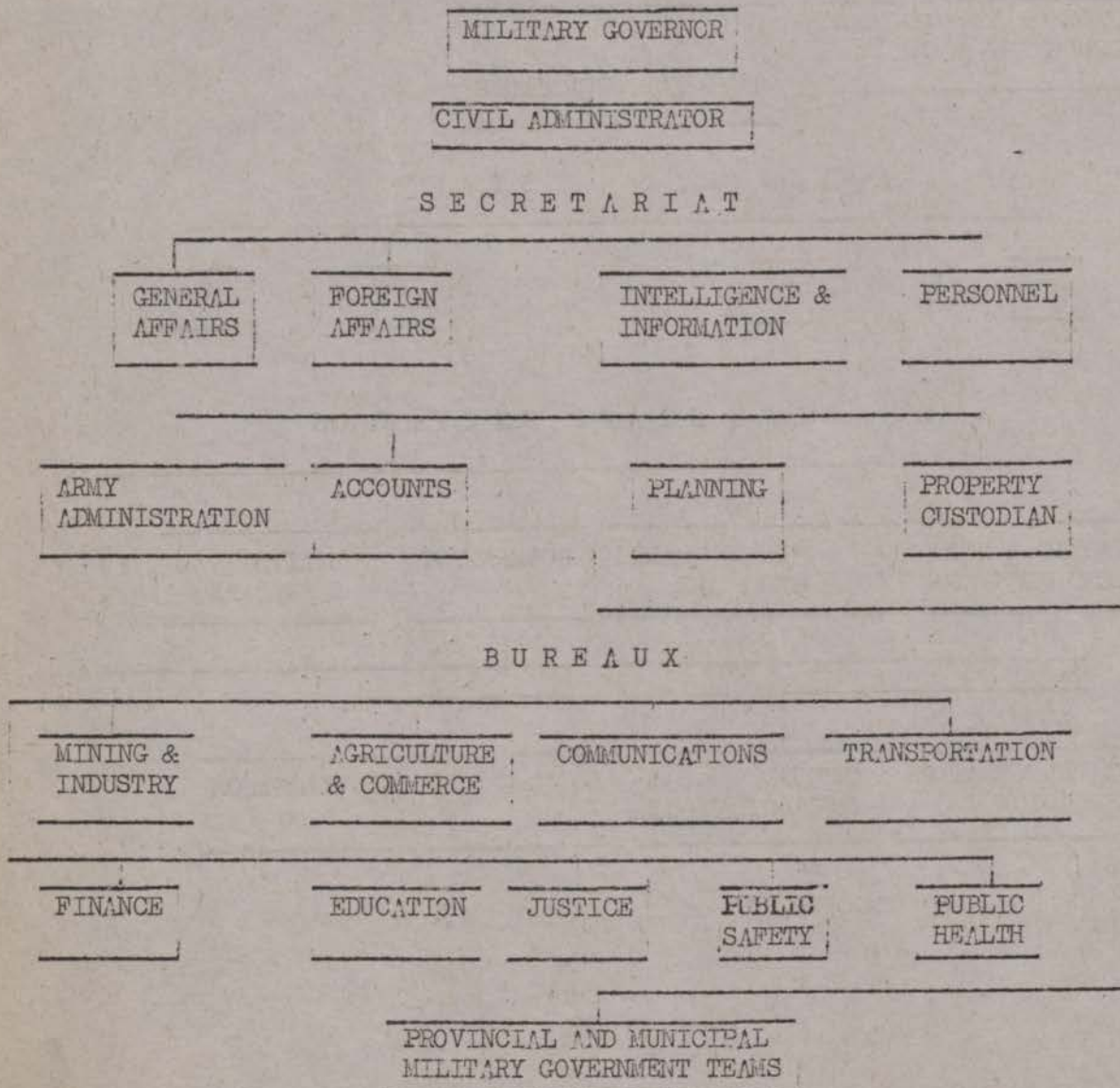
Medium of Control over Japan.

The Supreme Commander transmits his instructions through directive and memoranda to the Japanese Government. Army and Corps Commanders conduct investigations and make reports, and in cases of non-compliance by the Japanese Government take appropriate action, as directed by this Headquarters.....

Administration of Civil Affairs in Korea.

Military Government at the top level is organised to correspond to the existing central government organisation in Korea which is called the Government General. The Military Governor is acting Governor General and commands all Military Government detachments and teams not attached to tactical units. To assist the Military Governor there is a Civil Administrator to co-ordinate activities of the Secretariat and the Bureaux.....

ORGANISATION OF MILITARY GOVERNMENT IN KOREA.



(more)



## SECTION 2

### POLITICAL AND SOCIAL ACTIVITIES IN JAPAN

..... The policy of the Supreme Commander for the Allied Powers is to use, not support, the existing Government in Japan, and to permit and favour changes in the form of government initiated by the Japanese people or Government in the direction of modifying its feudal and authoritarian tendencies.

#### Government Changes.

On September 13, pursuant to SCAP directives No. 1 and 2, the Japanese Imperial General Headquarters was disbanded and superseded by the Japanese War Department. It is anticipated that this Department and the Navy Ministry, which are now engaged in demobilisation, will be abolished about December 1, 1945, and replaced by the First and Second Demobilisation Ministries, respectively, operating as civilian agencies to complete demobilisation of Japanese armed forces overseas.

An initial reform required in the Japanese Government was the abolition of the Greater East Asia Ministry, once one of the most powerful political forces in Japan. This Ministry was created as the general agency "for conducting administrative work concerning the field of politics, economy and culture within the Greater East Asia Sphere, except Japan proper, Chosen, Taiwan and Karafuto.

Approval was granted the Japanese Government to establish Regional Administrative Affairs Bureaux in the place of the abolished Regional Administrative Districts. Although the Bureaux are under direct supervision of the Ministry of Home Affairs, directions are received from the Prime Minister and the Cabinet. Within each respective region these bureaux will co-ordinate and adjust all the industrial, economic and other peace-time aspects of local administration.

On September 9, 1945, the Ministry of Education abolished the Nationalistic Student's Mobilisation Bureau and added the Scientific Education Bureau, the General Affairs Bureau and the Physical Training Bureau.

The Board of Information has been divested of its powers of censorship and other war-time duties. It will be reorganised on November 1, 1945, to investigate national policies and public opinion, and to provide services to the press and radio, to motion pictures and to theatrical and other cultural enterprise.

The Ministry of Home Affairs, long the most powerful body in domestic matters, was stripped of much of its authority by a directive of October 4, referred to as the "Bill of Rights". Provisions of this directive removed the Minister and eliminated activities pertaining to peace preservation, foreign affairs and censorship. On the day following the issuance of the directive, the Higashikuni Cabinet resigned en bloc and on October 9 the Shidehara Cabinet was formed.

(over)



On October 27 there was a sweeping reorganization in prefectural government which affected some 32 governors and 130 department chiefs. As a result 13 governors were dismissed, 6 transferred to other prefectures, and 4 new governors appointed from private life. The remaining changes involved personnel shifts between governorships and other government department positions.

Agencies within the Ministry of Justice administering "thought ideology" activities were abolished. This included the Protection and Surveillance Commission and the Protection and Surveillance Stations whose officials were removed from office.

The "Bill of Rights" directive resulted in a drastic shake-up in the police organization through the abolition of secret police organs, police departments charged with censorship and other police agencies concerned with control of thought, speech, religion and assembly. Pursuant to this directive requiring the removal of secret police and top-ranking police officials, 4,800 members of the police system including approximately 100 senior police officials were removed.

An application for an increase in the strength and armament of the police force was denied by SCAP on October 11 because of possible re-building of military strength.

In ordering the removal of the Minister of Home Affairs, the Chief of the Bureau of Police in the Ministry of Home Affairs, Special Higher Police on all levels, and Guiding and Protecting officials, the "Bill of Rights" provided that these persons be thereafter excluded from public office and from any other position of public or substantial private responsibility. A directive of October 24 requiring the removal of certain school officials likewise provided that none of these officials be employed in any public or private educational or religious institution.

#### Constitutional Changes.

Prime Minister Shidehara in his first meeting with the Supreme Commander on October 11, 1945, was pointedly advised that the reforms which Japan must undertake "will unquestionably involve a liberalisation of the constitution". These reforms are so fundamental in character that they cannot be effected by statutory legislation alone but necessitate inclusion in the constitution in order to assure their permanency.

On October 31 the Japanese Government surrendered its diplomatic property and records abroad and recalled all Japanese diplomatic and consular representatives. Initial steps were taken toward the discontinuance by the Japanese Government of official relations with the governments represented in Japan, except as may be authorized. The State Department has been requested to advise neutral governments that they may designate representatives to maintain relations with this Headquarters in matters concerning Japan.

(more)



SCAP directive of October 21 charged the Japanese Government with responsibility for caring for Allied and neutral diplomatic staffs in accordance with international custom and on the standard scale established by the Japanese Government for this class of personnel. Fujiya Hotel at Miyanoshita was set aside for diplomatic personnel desiring residence there; the government was directed to provide suitable quarters for personnel desiring residence in Tokyo.

#### Establishment of Civil Liberties.

The "Bill of Rights" directive forbid the government to abridge freedom of thought, religion, assembly, and speech, and further permitted unrestricted discussion of the Emperor and Government.

In addition to specifically enumerated laws, all other laws which operated inequally in favour of or against any person by reason of race, nationality, creed or political opinion were ordered abrogated. Likewise, all organisations and agencies charged with the enforcement of these restrictions were ordered abolished.

In compliance with the directive, the Japanese Government announced on October 12 that the Peace Preservation Act would be revoked. Later it was announced that the temporary law controlling seditious publications and 11 other laws relating to the control of speech, press, and assembly were scheduled for repeal.

A second provision of the "Bill of Rights" directed the release by October 10 of all persons confined on political grounds and the filing of a complete report indicating in detail the present and past status of all such persons. An October report showed the release of 507 political prisoners and the discontinuance of surveillance over 2,026.

#### Abolition of Nationalistic Societies.

Despite the various stated purposes of Japan's many pre-war organisations, the different labels attached to them, and the varying nature of their membership, each had only one purpose -- that of furthering the militaristic aims of the government. Organisations labelled as church, school, political and women's groups were engaged solely in the prosecution of the war effort. A national pseudo-religion known as Shinto, with elaborate ritual and ceremony, was used to sanctify all group activities and thus make support of the government a sacred obligation of all citizens. Those failing to comply were subjected to severe methods of coercion. Steps are under way to separate Shintoism from the State and to eliminate it from the schools.

Comprehensive studies have been made toward the dissolving of ultra-nationalistic, secret and other societies and organisations whose existence might be inimical to the fulfilment of the terms of surrender. These studies include consideration of the following points: (1) listing of the societies whose aims are known to be ultra-nationalistic, militaristic or subversive; (2) definition of terms; (3) means of prohibiting the

(over)



future formation of similar societies; (4) methods of requiring all existing societies to file a list of purpose and membership for public record; and (5) possible exemption in the case of labour unions.

Other affirmative action already taken includes abolition of the Religious Bureau in the Ministry of Education, removal of thought restrictions from the media of expression by abolition of government controlled agencies, dissolution of the Greater Japan Political Association and disbanding of the war-time Student Youth Corps.

#### End of Government Domination over Media of Expression.

The "Bill of Rights" lifted all former restrictions on the collection and dissemination of information. The press, radio, cinema and theatre are now free to express themselves even to the extent of discussing the Imperial institution. Government subsidies for propaganda agencies are abolished. Domei News Agency, which had exercised a monopoly of news services and was controlled by the government, was a powerful agent of militarism and propaganda. This agency was suspended on September 14 and immediately thereafter the Board of Directors voted its dissolution.

Although the radio, cinema and theatrical organisations have taken full advantage of their opportunities for unlimited self-expression, the newspapers have not shown the same initiative. Instruction and guidance have been furnished to the newspapers concerning the duties, opportunities and responsibilities of a free press. Recent analysis of the daily papers reveals better coverage of foreign news and an explanation of the significance of current domestic activities and trends.

#### Educational Reforms.

At the time of surrender education was virtually at a standstill. Eighteen million students were idle, 4,000 schools had been destroyed, only 20 per cent of necessary textbooks were available and teachers were permeated with nationalistic militarism.

Between the time of Japanese capitulation and the establishment of SCAP, the Japanese voluntarily conducted a rough school survey, initiated textbook censorship, reorganised the Ministry of Education and re-opened the schools. The laws, orders and regulations which had been the basis of authority for militaristic and ultra-nationalistic indoctrination in the schools were abrogated.

Since the establishment of SCAP, military schools have been closed, objectionable subjects have been eliminated from curricula and a beginning has been made on the censoring of textbooks. Religious education is again permitted in private schools. The radio is being used to re-orient both teacher and student and a start has been made on the production and distribution of educational films to supplement textbooks. Pending the completion of a plan for the screening of all teachers, known objectionable teachers have been removed and demobilised military personnel have been barred from teaching until thoroughly investigated. Plans are nearing completion for the equitable admission of ex-military personnel and ex-war-

(more)



workers as students, and for bringing an educational mission to Japan to advise in the rehabilitation of the school system.

#### Political Parties.

The formation of democratic political parties in Japan is being encouraged. There is evidence that because of their many years of party limitation, the meanings of democracy and the dignity of the individual are quite vague to most Japanese. The participation of the people in politics is being hampered by their anxieties over the problems of daily living.

A trend toward an increase in political activity is evident which is encouraging in view of the many years of rigorous control by the police.

The "Bill of Rights" furnished the needed impetus to liberal political organisations. At present there are more than 20 political and quasi-political parties. Party lines are blurred and many parties will merge or disappear, but in general they fall into four main groups.

#### Extreme Right Wing.

Parties in this category are bound together by personalities as much as by political principles. No formal party programmes have been announced, but main policies are apparently the retention of the present powers of the Emperor and the opposition to communism.

#### Conservatives.

The Japan Liberal Party is the strongest in this category. Its partially formulated platform calls for supreme power for the Diet, respect for human rights and criticism of the China policy. No stand on the Imperial institution has yet been stated but reliable sources indicate that the party will favour reducing its prerogatives.

#### Socialist.

This group shades from communist to conservative. Although members are agreed on a common programme of land reform, social legislation and revision of the Constitution, party unity seems impossible with the various factions now represented. Party leaders are generally agreed that the prerogatives of the Emperor should be reduced, but many differences exist in regard to his ultimate status.

#### Radical.

Although not formally reconstituted, the Communist Party carries on a vigorous programme of activity. Published statements indicate a desire to break the hold of the financial oligarchy and to establish a democratic Japan through abolition of the Imperial institution. Further indications point to a modification of this stand to provide a basis for united action with other factions.

(over)



### Treatment of Non-Japanese Nationals.

A complete survey of the location and condition of all Koreans in Japan is being made and the Japanese plan for repatriation is under close surveillance. It is estimated by the Japanese Government that on August 15, 1945, there were about 2,000,000 Koreans in Japan, including 350,000 contract (requisitioned) labourers, and that up to and including October 31 approximately 160,000 had been repatriated to Fusan and Korea. Instructions have been given the Japanese Government requiring adequate provision of food, clothing, shelter and medical care for Koreans awaiting repatriation. Japanese shipping used in returning Japanese nationals from Fusan to the Shimonoseki area is employed on the return trip to transport Koreans from Japan.

Repatriation of the Chinese groups has been started by the Japanese Government. Approximately 30,000 Formosan-Chinese, 30,000 Chinese and 6,000 other foreign nationals were resident in Japan at the time of surrender. Most western nationals desire to remain in Japan. Monetary relief to foreign nationals has not been required but it has been found necessary to supplement their diet and bring it above the normal Japanese standard in order to prevent malnutrition. As an interim measure the International Red Cross was utilised to distribute excessive POW supplies to United Nations nationals and certain neutrals in need of assistance.

The activities of foreign nationals living in Japan, especially Nazis, are the subject of close scrutiny. By directives of September 13 and 19 the Japanese Government was required to impound and report all property, books of account and records of the Governments or nationals of Germany, Italy, Bulgaria, Finland, Thailand, Rumania and Hungary; it was also required to provide the name and latest known address of every foreign national living in Japan prior to surrender, with the exception of diplomatic personnel.

A directive of September 22 held the Japanese Government responsible for protection of all property in which nations friendly to the Allied Powers, or the nationals thereof, had rights or interest.

By the terms of a directive of October 9 the Japanese Government was prohibited from arresting of the Occupation Forces; Japanese courts were deprived of jurisdiction of all cases against members of the Occupation Forces; and all cases instituted against or in favour of nationals of any of the United Nations were required to be reported for review by SCAP.

### Prosecution of War Criminals.

An important aspect of the initial phase of the occupation involved the identification and apprehension of war criminals. Special attention was given to atrocities occurring in POW camps and personnel accompanied Advance Recovery Teams to these camps for the purpose of obtaining evidence from liberated prisoners. The prompt identification of Japanese suspects was facilitated through the establishment of interrogation centres at repatriation assembly areas in the Marianas and Philippines where returning liberated prisoners were further screened. The Japanese Government was required to furnish complete rosters of Japanese personnel on duty at all POW camps.

(more)



- 10 -

At an early date an order was issued for the arrest of some 40 persons including former Premier Hideki Tojo, members of Tojo's Pearl Harbour Cabinet and persons charged with atrocities in the Philippines. Many of the initial arrests were made by the Occupation Forces; subsequently this responsibility was delegated to the Japanese Government. The latest in the series of directives added 300 names to the lists of those to be arrested.....

AEM-F-0846-LA.

A-4447-EC.

LA

TO: *Miss McGeachy.*  
for ACTION

Please circulate to  
copies distributed  
to on.....

..... Branch Registry

Date.....



W 48  
A1430

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

20 January 1945



24 JAN 1945

Mr. George Mooney  
Executive Secretary  
European Regional Office - UNRRA  
11-A Portland Place  
London W1, England

**INDEXED**

Attention: Miss Mary Craig McGeachy

Dear Miss McGeachy:

I have appreciated your letters and have wanted to answer them earlier, but always have something that I must make a decision on before writing you. However, I am not waiting any longer. I want to give you a fairly full discussion of the China problem and of other things of interest in the office.

China:

As you know, Mr. Price, the Assistant to Mr. Kizer, left for China several months ago and has been carrying on discussions with the Chinese Government concerning the program. Mr. Kizer and several other members of the China Area Office left here about two weeks ago. During the past several months there has been continuing discussion on the Chinese program, both from the standpoint of personnel and supply requirements. We have, I think, participated fairly successfully and certainly actively in the working party on supply requirements and Mr. Martz, with the help of Mr. Jarl, has definitely won recognition of our point of view both in the working party and the Industrial Rehabilitation Division, which will include in its allocation many of the welfare requirements.

As Mr. Howard will have informed you, at the time he left request was made for setting up twenty-five positions in the Chinese budget against which would be recruited the staff to plan and conduct the training courses in China. This request was not approved and at the time action was postponed on it until the mission had arrived in China and negotiated with the Chinese Government. On 13 January, we received a cable from Mr. Price stating that the number of persons now needed in the Welfare training program at the outset would be ten, listing tentatively the general programs for which training would be given and stating that firm requests would be made after meeting with Chinese Government officials in a week or two. He also stated that the arrival of a Chief Welfare Officer in China was urgent.



I have received approval of my request that, on the basis of this cable, we set up in the China budget ten positions to be generally defined at present depending on further word from China, and that we be immediately authorized to employ three or four persons to gather up the training material and put it in order for shipment to China. Mr. Price's cable stated that the training program would begin 1 May and they would like the training material by 1 March.

As you know, we are completely without benefit of a welfare staff member in China up to the present time and can only speculate as to the soundness of the plans now being formulated for the training program. Mr. Chang is much concerned, as you may guess.

It has been extremely difficult to find a person with both sufficient standing in the professional field and with practical experience in relief operations who is willing to go to China on short notice. As a matter of fact, I have interviewed seven or eight persons who would fill the bill as far as qualifications were concerned, but finally decided after consideration that they could not go. While I still have two or three possible candidates, none of them are willing to go within three or four months and none have definitely committed themselves.

My cables and messages concerning Mr. Daniels and Mr. Howard were originally with the thought that they might both be available for a period of four or five months and that together they could handle both Welfare and Displaced Persons; Fred taking responsibility for administration and planning of both functions and Don responsibility for research, surveys, etc. This had been agreed to by Messrs. Cooley, Arnold and Kizer. Mr. Kizer now insists, however, backed up by Mr. Arnold, that he will accept no one for China who does not agree to stay at least a year. Mr. Kizer himself wants a commitment for the duration of the job, but I cleared this officially and find that the one year is all that will be insisted upon.

I sent a cable yesterday requesting immediate replies as to whether Mr. Daniels or Mr. Howard, or both, could go to China for a year. However, I judge from your letter and from a recent personal one from Mr. Daniels that he is out so far as China is concerned. This, of course, removes any thought of using Mr. Howard for Displaced Persons and my hope is that he will be available for the Welfare position. I have hesitated to get in touch with the Russell Sage Foundation concerning an extension of his leave without an indication from him that he wishes it done and without knowing who to consult. I have heard nothing from him to indicate that he expected to ask for an extension of leave, although I hope he may now be willing to and that he can get off to China at as early a date as possible. I appreciate the need you have for him in ERO, but wonder whether you wouldn't agree with me that getting started in China is probably more important.

I telephoned Clarence Pickett and got a brief report on Colin Bell about



whom you wrote me. I judge he would be a good addition to the Welfare staff, but understood that his release would have to be secured through London. I am writing to Mr. Price giving him full information about Mr. Bell and suggesting that he get in touch with him and secure his services if possible. I would like our Chief Welfare Officer to be on hand, however, before he got involved in any over-all planning.

As soon as we receive further information from Mr. Price as to the ten persons now wanted for China and have gotten the positions set up here, we will inform you fully as to which positions might be filled from London. We are following up on Nell Elliott.

Sydney:

The Subcommittee on Welfare for the Far East had two meetings prior to the meeting of the Welfare Committee in December and reviewed the studies material we had on hand. At Miss Hinder's recommendation, the Committee requested that a staff member be sent to Sydney to service the Committee.

Miss Hinder also made a formal request that this be done in her capacity as the British member of the Committee. Since we have been unable to secure a Welfare Officer for the Sydney Office, and since there was need for someone to service the Committee, to deal with the voluntary agencies, and to consider welfare problems which might come up at the Far East Committee meeting, we decided to send Mr. Martz on a three month basis. He is to return as soon as he has found and "broken in" the Welfare Officer. We cabled Miss Anne Guthrie to write to Mr. Martz in Sydney if she was interested in the position and also gave him the names of several persons who were considered as possible candidates by Rolf Nugent.

Mr. Martz had served as the Secretary of the Technical Subcommittee here and was the most familiar with the Far East problems of anyone now in the office. He was also the Committee's choice. I would not have sent him had there been any other person available because of the great need for his presence here. He has done a very excellent job and has really gotten the division functioning in an orderly fashion and producing a considerable volume of work. He will make an excellent successor to Don.

It is not expected that more than one Welfare person will be needed in Sydney, but a second person may be necessary to direct the work of the voluntary agencies. This will be developed on the ground and Mr. Martz, with the Chief of the office, will make the decision as to whether a second person is necessary.

General:

In the light of Mr. Samson's report, I understand what you mean about giving over any of our welfare people to the displaced persons staff. I had felt that in China the problem would be largely welfare and that the only displaced persons would be internally displaced. I see from your letter that you agree with this point of view.



We have still not received clearance on Mr. Lund's passport, although repeated efforts have been made to get an answer one way or the other. It has been in the Director General's hands for sometime and I hope we will soon have an answer.

Pat Byrns' death was a shock to all of us and I am afraid that you did not know that his wife also died about a month before Pat did. She had a heart attack at night in her home in St. Louis and passed away before Pat could get there. I am writing a note to his daughter expressing your sympathy.

You will be sorry to learn that Lowell Iberg left our staff to take a position with the State Charities Aid in New York. Mr. Max Silverstein has taken over his job with the voluntary agencies, and seems to be working out very well.

I am glad to hear that you expect to be in Washington in February. Mr. Samson reports also that Sir George Reid is coming for a visit in the Spring. That is a fine idea, and I hope that it will be possible. Also, I hope that I may get over there sometime.

Miss Shepperson is reporting on the 15th of February and may later on be willing to consider spending some time in London. However, I would first like to have her "broken in" here so that, in case I myself have an opportunity for a field trip, the continuity of the office would not be broken. This might also be accomplished by Fred coming here and proposing to Miss Shepperson that she go to London at an earlier date if you need her badly in the work which Miss Branscombe has been doing.

I am glad that Mr. Trobe has been given an opportunity to get into the field. There was serious question here as to whether he should go on the Polish Mission as the only Welfare person, even in the capacity of Acting Chief Welfare Officer. There was no objection to his going as a second person. We have no definite candidate for the Welfare position in the Polish Mission as yet.

You will by now have our cable on the Aide Memoire, and the reservations of the group here. I discussed the matter with Colonel Brown from Canada who, I believe, is in general agreement with our point of view. The situation brought up by Sir Arthur Rucker and Sir George Rendell has been the subject of considerable discussion here. I have shown your memorandum to Mr. Jackson on the subject and I am afraid you were too good a prophet.

Miss Dore is reporting on 27 January to join the Italian Mission in accordance with our original plans.

Miss Barrett reported for duty about a month ago and has been getting into the swing of things and taken primary responsibility for the welfare part of the training program. She has not been able to get out to the training school very often, but has done the planning and arranged the schedule. Her condition is rapidly improving and she will be able to take more and more of the responsibility. She is also working on other assignments, particularly for the Balkans.



Miss Luten joined the staff about a month ago as a Reports Associate and is responsible for reports to and from the field. She is working closely with Miss Helen Jeter in the Bureau of Areas who has over-all responsibility for reports.

Mr. Wickwar has been concentrating on country studies and has settled down to doing a very good job.

Mr. Jarl has done very good work, particularly in the manner in which you had suggested, writing administrative orders, editing material, and keeping up on inter-office communications and reports from the field. He has done some excellent drafting and has also, along with Mr. Martz, kept up on the welfare supplies and requirements.

A week ago we finally got our "Supply Officer" on the staff. We changed the title, however, and put him in the Program Planning Division because the Bureau of Supply objected to the title of Supply Officer. His name is Leslie Atkins. He comes from the old Farm Security Administration where he has had considerable experience in programing and requirements, particularly for camps. He will relieve Mr. Martz and Mr. Jarl of the work in the requirements field as soon as he is familiar with it.

I have recommended Mr. Jarl for a grade increase. I should like to see him within the next six months or so at least have an opportunity for some field experience so that he can get some underpinning to his very good knowledge about the program on the theoretical level.

As to Fred, I hesitate to get in touch with the Brooklyn Bureau of Charities without direct word from him because of a personal letter which I had saying that he would have to go back there by June or resign. Perhaps he will have returned from Cairo by the time you get this letter and you can check with him.

I am not sure about plans for Sir George Reid's visit. Do you intend to have Fred remain there while he is in Washington? I suppose it depends a great deal on whether Fred wishes to remain with UNRRA or go back to his old job. If he returns to Brooklyn, I suppose he may wish to remain in Europe for the next several months. However, if he intends to stay with UNRRA, perhaps he could come back here for a visit and give us some practical information about the situation in the field, of which there is a severe lack, and could help in getting the training course built up properly.

I agree with your comments as to Harry Greenstein and hope that a good assignment is found for him on the European country missions. I recognize the difficulties concerning Poland, but perhaps the same may not hold true with other countries.

I wish you would talk with Fred about some U. S. public welfare men now in the army, mostly in AMG. Mr. Ernest ~~White~~, Mr. Schottland, and Mr.

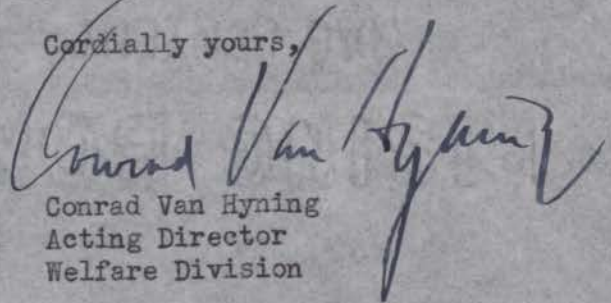


Bevier are the only ones I can think of off-hand, but Fred may know others. If there is a possibility of their release, one of them - Mr. Witte for example - might be satisfactory for Poland.

The others might be willing to go to China. I am not sure whether AMG would be willing to release anyone, but it is worth trying.

We will be looking forward to seeing you in February.

Cordially yours,

A handwritten signature in dark ink, appearing to read "Conrad Van Hyning", written in a cursive style. The signature is positioned above the typed name and title.

Conrad Van Hyning  
Acting Director  
Welfare Division



TO: Mr. D.S. Howard  
FROM: Miss M. Craig McGeachy

Registry.  
W 4/48  
**INDEXED**

CONTACTS IN LONDON CONCERNING WORK IN CHINA

- (1) FRIENDS AMBULANCE UNIT. Mr. Tegler Davis of the Friends Ambulance Unit came to see me this morning in reply to an enquiry which I had made about whether or not they might be likely to be able to lend us Mr. Colin Bell from the Burma Road Service. It appears that Mr. Bell has just taken over the directorship of the Service, and for this reason they would be sorry to see him leave them within the next few months. He would, however, be available for consultation in Chungking. Mr. Davis thought it entirely likely that Mr. Bell could help us find other people in the Service, either British or American, who could be lent to UNRRA in Chungking for short periods. He further stated that since the F.A.U. is a wartime Service only a number of its members in China will be interested in UNRRA as possibly offering an opportunity for post-war service in China.

Mr. Davis offered to let you have their reports from the Burma Road Unit and to put you into touch with any of their people in London who can discuss questions of relief in China.

- (2) BRITISH RED CROSS - CHINA UNIT. The man in charge of the China Desk of the British Red Cross is Mr. Gordon Hamilton - "an old China hand". Mr. Hamilton is very knowledgeable and helpful and it would, I think, be worth your while to call on him while you are here. You might perhaps ask Lady Palmouth to introduce you.
- (3) BRITISH CHINA RELIEF LADY CHIFFS FUND. This organisation collects funds in Britain which it transfers directly to China to Madame Chiang Kai Shek. They have no organisation in China and have reports only from Madame Chiang. You may remember that they have given us a list of the organisations to which they send funds. This you will find when you return to Washington.

The Chairman of the Fund, however, Mr. Dixon, knows China extremely well and it would be worth your while meeting him while you are in London.

- (4) THE BRITISH COUNCIL is expanding its work in China. We intend to take up with them the possibility of inviting Chinese Social workers to Britain on much the same terms as the present group is studying in the United States. I think that in this country the best results would be obtained if we could get the National Council of Social Services and the British Council to cooperate in providing a course of study for the visiting Chinese students and administrators; and this I am taking up with Mr. George Haynes.

16th January, 1945.

WEH/48

Registry

WE

OUT FILE

16th January, 1945.

George Haynes, Esq.,  
National Council of Social Service,  
26, Bedford Square,  
W.C.1.

Dear Mr. Haynes,

I wonder whether I might ask the National Council of Social Service to help us in making a collection of material on Social Welfare in Britain? This material we are collecting in order to assist the Chinese authorities to prepare their work of emergency relief and welfare services.

They have asked us whether we could procure for them the publications of a number of different Institutes and Foundations in this country. They understand that these publications could be sent free of charge if the circumstances were explained; but should this not be the case we would try, in the Welfare Division, to work out some way of meeting the financial problem involved.

In addition, the Chinese authorities ask us to suggest material which they might use in the training of personnel to deal with different social problems. The headings under which they list this material appear in Appendix II to this letter. It is a tremendous list; but I wonder whether your Library might be able to suggest to us some way of making a collection of material under these headings.

P.T.O.



The Welfare Division of UNRRA have appointed Mr. Donald Howard to be the Welfare Officer in the Chungking Office of UNRRA and to assist the Chinese authorities in laying plans for emergency relief and welfare services. Mr. Howard is at present on this side of the Atlantic and when he returns from the Continent he will, I feel sure, be anxious to talk with anyone at the National Council who could give us some help in these questions.

Yours sincerely,

C. McGeachy

## APPENDIX I

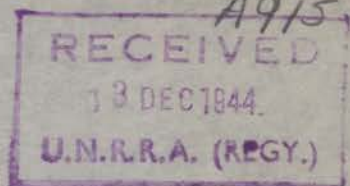
Child Welfare Information Center  
National Council for Maternity and Child Welfare  
Invalid Children's Aid Association, Carnegie House  
British Red Cross Society  
National Association of Nursery and Child Welfare Centers  
National Council of Social Service  
Save the Children Fund  
Nursery School Association of Great Britain  
Girl Guides Association  
Boy Scouts' Association  
Friends Service Council  
    Friends Ambulance Unit  
    Friends Relief Services Committee  
Horace Plunkett Foundation  
Rural Industries Institute  
National Federation of Women's Institutes  
Workers' Education Association  
Going Farmers' Club  
National Institute for the Blind  
Women's Voluntary Services  
Institute of Sociology  
British Association of Residential Settlements  
Women's Cooperative Guild  
Central Council for Care of Cripples  
Charity Organization Society (London)  
His Majesty's Stationery Office of the  
    Ministry of Health  
    Ministry of Labour  
    Ministry of Social Insurance  
    Ministry of Education  
    National Assistance Board  
London County Council



## APPENDIX II

- Social Work
- Public Welfare Administration
- Community Organization
  - Case work
  - Group work
  - General relief and public assistance
  - Emergency relief
    - Camps
    - Mass feeding
    - Work relief
    - Occupational relief
- Family Welfare
- Child Welfare
  - General
    - Crippled
    - Mentally handicapped
    - Socially maladjusted
    - Deaf and dumb
    - Blind
- Child Care
- Vocational Training and Employment Service
- Rehabilitation of the Disabled
- Care of the Aged
- Traveller's Aid
- Mental Hygiene
- Housing
- Social Security
- Industrial Welfare
- Probation and Parole
- Institutional Management
- Administration of Social Agencies

Mr. Howard



UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

WE 4/48

29 November 1944

Mr. George S. Mooney, Executive Secretary  
European Regional Office - UNRRA  
11a, Portland Place  
London W1, England

Attention: Miss M. Craig McGeachy

In connection with the preparation of a list of texts, magazines, and pamphlets which will be procured in various countries and sent to China, by air, as part of the training material of emergency relief and welfare personnel for postwar relief and rehabilitation operations, I shall appreciate it very much if you will kindly write to the agencies listed on appendix I and other agencies, to suggest standard books and literature, for each of the respective fields indicated on appendix II, giving titles, authors, publishers, and prices.

In addition, the titles of publications giving experiences in the training of professional and voluntary workers, and the organization and supervision of welfare operations in time of emergency will also be very useful and helpful. I understand many of the agencies do give their publications free. In view of the urgent need, will you please ask the agencies to kindly send the standard materials to Washington at their earliest convenience? The British experiences in the rehabilitation of the disabled, handicapped, and vocational training and employment service would be extremely useful for the operations in China.

I wrote to the Minister of Social Affairs, concerning the possibility of sending several Chinese child welfare workers to England to study wartime operations for the care and protection of children, and suggested that he give the proposal immediate attention. I hope to hear from him before long.

A tentative program of study in Europe for the four Chinese officials is now being prepared. I am sure you have already explored agencies and places of interest for them to visit and study. May I hear from you before drawing up the program?

Handwritten signature: *Handwritten signature*



Mr. George S. Mooney,  
Executive Secretary


- 2 -

29 November 1944

Please remember me to all my friends in the London office.

Thanking you in advance for all the help and cooperation and with  
warmest personal regards,

Very sincerely yours,



Hung-Chun Chang  
Welfare Member of the  
Chinese Delegation to UNRRA

Enclosures

## APPENDIX I

Child Welfare Information Center  
National Council for Maternity and Child Welfare  
Invalid Children's Aid Association, Carnegie House  
British Red Cross Society  
National Association of Nursery and Child Welfare Centers  
National Council of Social Service  
Save the Children Fund  
Nursery School Association of Great Britain  
Girls Guide Association  
Boys Scouts' Association  
Friends Service Council  
    Friends Ambulance Unit  
    Friends Relief Services Committee  
Horace Plunkett Foundation  
Rural Industries Institute  
National Federation of Women's Institutes  
Workers' Education Association  
Going Farmers' Club  
National Institute for the Blind  
Women's Voluntary Services  
Institute of Sociology  
British Association of Residential Settlements  
Women's Cooperative Guild  
Central Council for Care of Cripples  
Charity Organization Society (London)  
His Majesty: Stationery Office of the  
    Ministry of Health  
    Ministry of Labour  
    Ministry of Social Insurance  
    Ministry of Education  
    National Assistance Board  
London County Council



## APPENDIX II

Social Work

Public Welfare Administration

Community Organization

Case work

Group work

General relief and public assistance

Emergency relief

Camps

Mass feeding

Work relief

Occupational relief

Family Welfare

Child Welfare

General

Crippled

Mentally handicapped

Socially maladjusted

Deaf and dumb

Blind

Child Care

Vocational Training and Employment Service

Rehabilitation of the Disabled

Care of the Aged

Traveler's Aid

Mental Hygiene

Housing

Social Security

Industrial Welfare

Probation and Parole

Institutional Management

Administration of Social Agencies

To: John Corson

22nd November, 1944

From: Donald S. Howard

RE: TRAINING OF NATIONALS OF OTHER COUNTRIES IN ACCORDANCE  
WITH SCHEME WORKED OUT IN WASHINGTON FOR CHINESE EXPERTS

Just as I was leaving Washington, I heard that it was decided that nationals of other countries might be added to the small group of Chinese welfare experts who are studying American relief and welfare methods. I am delighted that this expansion of the Chinese training programme becomes possible and hope that the Welfare Division and Standing Committee in Washington are making the most of the opportunity.

When I mentioned to Miss McGeachy here in London the decision which had been reached, she immediately raised the question as to whether the decision might be applied in London also. In short, would it be appropriate for the Welfare Division here to take steps to provide opportunities of study and of observation for welfare experts of various European countries? As for the question of financing such a programme, of observation and study, I presume the answer would be the same as that given to me in Washington. This was that the question of financing would have to be settled separately for each country concerned and would, in large measure, depend upon whether a country was regarded as being a paying or non-paying nation. If I am not correct in this assumption, please set me straight.

DSH/BLH



WES/48

Copy. WE4/43

INDEXED

Delay due to servicing of cable.

GENERAL DISTRIBUTION.

For Information Only.

GOVERNOR LEHMAN, WASHINGTON ....to.... -----, SYDNEY.

No.19.  
(EN CLAIR)

DATED 1st November, 1944.

RECEIVED 4th November, 1944.

Repeated to London as No.831.

Plans for China area office opening Chungking early December require immediate recruitment. Small number high grade specialists and administrators to collaborate Chinese Government in further analysis and planning relief and rehabilitation program and forward program recommendations to UNRRA headquarters organization. Your cooperation requested canvassing and recommending available candidates key positions. Qualifications each candidate should include capacity assist Chinese Government detailed technical analysis and planning relevant sections relief and rehabilitation program and assist the China area office in formulating recommendation respecting such program. In addition high technical competence and broad grasp problems involved we seek in each case capacity resourceful adaptability to Chinese conditions and people also highly desirable each technical person be qualified assist Chinese Government planning and organizing of substantial training programs for Chinese personnel although minimum tenure one year prefer persons willing continue service if needed through out period of UNRRA's Chinese operations. Staff selected will serve under director of China area office. Your earliest possible recommendations requested other sources also being consulted salaries stated in US dollars follow UNRRA schedule for equivalents for other countries positions follow:

1. Deputy director for finance and administration (\$8000) able handle questions financial analysis and operation collaborate in development adequate accounting and auditing procedures furnishable counsel on administrative problems handle financial and administrative responsibilities including personnel aspects behalf area office and assist in appraising financial and administrative aspects of program.
2. Deputy director for supply (\$6000) carry major responsibility analysing supply requirements and programming incoming supplies and furnish assistance planning supply operations within China.
3. Administrative officer (\$5000) able handle routine procedural and financial relations behalf China area office and assume general responsibility for living and office arrangements of UNRRA staff members in China.
4. Chief transportation officer (\$7000) with appraisal planning and advisory functions relating transportation and communications section of program.
5. Chief distribution officer (\$7000) should be competent economist distribution experience to handle distribution problems price control and possible rationing within framework inflationary situation.
6. Chief displaced persons officer (\$7000) able to handle problems shelter and supplies displaced persons particularly most needy and migrant groups returning previously occupied areas.
7. Chief welfare officer (\$7000) responsibilities welfare services section of program.



3rd November 1944

STATUS OF PLANNING FOR MISSIONS IN CHINA1. Background Study.

Prepared in first draft.

2. Program Planning.

- a. Program and estimated requirements for relief and rehabilitation in China presented to UNRRA by the Government of the Republic of China, September 1944.
- b. Welfare Division recommendation (First Draft) on China's Welfare Program, submitted on 9/30/44 to Mr. Edwin G. Arnold, Chief of the Far Eastern Division of UNRRA

3. Personnel Recruitment

The Administration agreed on 1 November 1944 to permit the Welfare Division to recruit 26 Welfare Specialists (as listed below) to be sent to China when the Chinese Government formally requests this group and indicates that it is ready to make provision for them; or when the representative of the Welfare Division in the China Office requests this group.

- 1 Chief Welfare Officer
- 1 Assistant Chief Welfare Officer
- 1 Senior Training Specialist
- 2 Specialists in General Welfare Administration
- 2 Specialists on Emergency Shelter
- 8 Specialists in Emergency Relief and Family Welfare
- 1 Specialist on Mass Feeding
- 4 Specialists in Child Welfare and Child Care
- 1 Specialist in Occupational Relief
- 1 Specialist in Vocational Guidance and Employment Service
- 1 Specialist in the Rehabilitation of the Disabled Persons
- 1 Specialist in Camp Welfare
- 1 Specialist on Institutions
- 1 Specialist on Training of the Blind and Deaf.

A number of suitable candidates for these positions have been interviewed at Headquarters.

4. The Present Status of Mission Plans

The Welfare Division is awaiting formal request from the Chinese Government indicating that it is ready to accept the 26 Welfare Specialists when recruited.



INDEXED

WE 4/48  
copy WE 5/48

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

30 October 1944

TO : Edwin G. Arnold, Chief of the Far Eastern Division  
FROM: Conrad Van Hyning, Acting Director, Welfare Division  
SUBJECT: Welfare Division Recommendations on Chinese Welfare Program

The Welfare Division submits herewith a summary of the Chinese Government's proposals and requests with respect to welfare services. The Welfare Divisions analysis of these proposals and requests together with recommendations for action are submitted also.

1. Proposals and requests of Chinese Government

<u>Purpose</u>	<u>Value of Equipment, Supplies and Personnel</u>		
	<u>To be provided locally (Chinese dollars)</u>	<u>Requested of UNRRA U. S. dollars</u>	<u>Metric Tons</u>
<u>A. Equipment and supplies for basic organizational units.</u>			
<u>Organizational Units</u>			
30 Regional Relief Teams	6,264,000	30,300	42
300 District Welfare Centers	20,580,000	105,000	113
800 Local Relief Units	11,040,000	120,000	120
500 Temporary Camps	17,521,060	874,947(a)	587(a)
500 Mass Feeding Stations	38,294,540	280,760(a)	187(a)
500 Nurseries	1,499,750	139,960	93
5 Regional Rehabilitation Centers for the Disabled, and 5 Regional Institutions for Handicapped Children, and other Institutions	15,000,000	153,270	77
	Final Estimates Pending	Final Estimates Pending	
<u>B. Household and relief supplies and cash assistance</u>			
Household Furnishings, utensils, and tool units	18,995,760	17,871,840	20,370
Artisan Tool Kits (individual use)		7,601,900	
Work Relief Kits (collective use)		4,078,000	
Common Soap		1,000,000	5,000
Cash assistance	25,000,000		

- (a) For the operation of the 500 camps and 500 mass feeding stations, it is hoped that there can be obtained at nominal cost from the military authorities, 1,050 trucks (1-1/2 tons); 1,000 trucks (3/4 ton); 500 staff cars; 3,000 bicycles; 2,550 - 2,700 squad tents ( 8 persons); 800 radio sets (two-way), or other forms of communication required. If these supplies are not available as expected, the Chinese Government reports it will request them of UNRRA.



30 October 1944

Medical personnel and supplies required for the Welfare program are not included. It is expected that they will be provided under the Health program.

Supply requests for food, clothing, and materials for emergency shelter included in other sections of the China report are essential to the Welfare program. It is probable that a large proportion of such supplies will be distributed or utilized in conjunction with welfare services.

	Value of Equipment, Supplies and Personnel		
	To be provided locally (Chinese dollars)	Requested of U. S. Dollars	UNRRA Metric Tons
<b>C. Personnel and Training</b>			
30 Supervisors, Travel, and other expenses	450,000		
230 Welfare non-indigenous technicians to be provided by UNRRA		2,300,000(a)	
12,000 Workers to be trained in China	6,172,000	25,000	21
100 Students to be trained abroad		250,000	
Total	160,817,110	24,830,977	26,610

#### D. Proposed Principles of Operation

The welfare services outlined in the Chinese report are designed to help people help themselves; to preserve self respect; to encourage the traditional spirit of mutual aid and strong family ties; to secure full cooperation with established welfare agencies and institutions; to adapt programs to fit local needs, customs and traditions; to give prior consideration to those special classes whose needs are more urgent; ultimately to absorb emergency welfare services as permanent functions of appropriate authorities or social agencies; and, finally, to initiate a carefully designed training program to assure sufficiently competent welfare personnel successfully to undertake the exacting duties that will be imposed upon them.

## II. Analysis of China Proposals and Requests

A. The Welfare Division believes that the proposal to administer welfare services through regional relief teams, district welfare centres and local relief units is, in principle, sound and practicable. We concur, also, in the Chinese Government's proposal to establish a limited number of mass feeding centres, temporary camps, nurseries, rehabilitation centres, and institutions for handicapped children. While the numbers proposed are much too small to meet the

(a) Cost estimated by Welfare Division on basis of average of \$10,000 per year per worker for salary, living allowances and transportation.



30 October 1944.

real need for such agencies, we believe the proposals as made can meet at least part of the actual needs, can usefully serve as training centres, and will lay the foundation for larger scale operations which may later be undertaken, and can serve as centres for testing various methods of operation until such time as the progress of the war permits operations upon a more comprehensive scale.

B. Although the Welfare Division has not rechecked the cost estimates included in the Chinese report on welfare services, it has every reason to believe that they are reasonably accurate. While the report was being prepared, the Welfare Division loaned to the Chinese delegation several of its employees and temporarily employed a Chinese who had not previously been on the staff of the Welfare Division. These workers, in consultation with the Supply Division and other sources, worked on the cost estimates under the direction of the member of the Chinese delegation responsible for the Welfare report. Further supply requests included in other sections of the Chinese Government's report have an important bearing on welfare services. For example, it is probable that a large proportion of the requested food and clothing as well as of materials for emergency shelter will be distributed or utilized in conjunction with such welfare services as mass feeding, relief distributions (particularly to what the China report refers to as "vulnerable groups"), emergency shelter, and services to persons in institutions. The Supply Division's recommendation with respect to China's requests for food, clothing and materials for emergency shelter are, therefore, of great concern to the Welfare Division.

C. The request for 230 technical welfare workers, for assistance in the training of workers in China, and for aid in the training of Chinese workers in countries other than China, appear to the Welfare Division to be reasonable and practicable.

D. The principles of operation as prepared by the Chinese Government are in keeping with policies prescribed by the UNRRA Council and by the Administration. They can, we believe, be effectuated through the proposals of the Chinese Government. It must be pointed out, however, that these principles cannot be fully carried out as proposed unless provision is made for supplying the household utensils and tools, artisans' tools and tools required for work relief projects. Since these requirements, amounting in all to only about \$31,000,000 (U.S.), are so vitally needed from the point of view of welfare and personal rehabilitation, the Welfare Division earnestly hopes that UNRRA, procurement, and allocation authorities will approve the Chinese Government's request for these essential supplies.

### III. Recommendations of Welfare Division

A. The Welfare Division is not prepared at this moment to make any firm recommendations with respect to exact methods of organization or operation that may have to be employed in China. Nevertheless, the requests made of UNRRA, when viewed in the light of the immensity of Chinese welfare needs, seem to us extremely modest - if not, in fact, too modest. The Welfare Division therefore recommends that - in view of the magnitude of the problem confronted and of the heroic effort the Chinese Government has made in the past, and proposes to make in the future - the request for 230 specialized welfare workers and for \$32,531,000 (U.S.) should be approved, subject to agreement by the Chinese Government and UNRRA upon details of the plan at some time after UNRRA welfare personnel have had opportunity for first-hand study within China. This total, it might be noted, is almost exactly the cost to UNRRA of the



limited welfare program to be undertaken in Italy - a country having a very much smaller population and one which has not, like China, already been fighting the common enemy for more than seven years.

B. In keeping with this general recommendation, we urge the immediate recruitment of 26 welfare specialists to go to China as soon as opportunity permits.

- \*\* 1) These specialists should be selected with a view to their ability to help in the training of the 9,000-10,000 Chinese estimated to be necessary for the successful organization of the Chinese Government's proposed welfare program.
- \*\* 2) These 10,000 workers, it should be recalled, are not all the indigenous workers that will be required but will constitute the nucleus around which the total staff will be built. The 10,000 will, therefore, have to help not only in organizing but also in training additional workers for the welfare services established. The need for training these large numbers of workers is, of course, heightened by the general lack of personnel skilled in these fields.

In addition to the 10,000 welfare workers here referred to, the Chinese report indicates that some 1,200 workers will be needed for the administration and management of temporary camps for homeless persons. Since this recommendation cuts across the field of interest of the Camps Division, it is planned to consult this Division to determine whether further recommendations should be made with respect to camp administration.

Although selected in the first instance for the contribution they can make to the training program, the 26 workers to be provided by UNRRA would be chosen with a view also to the contribution they may be able to make during the later operational stages of the Chinese program.

C. A second recommendation for immediate action, to facilitate the launching of the training program, is (1) that UNRRA make available for training purposes a total of \$25,000.00 (U.S.), as requested by the Chinese Government, to be used for the collection of essential training materials and equipment, and (2) that these materials (weighing only about 21 metric tons) should be transported to China by air so that the extensive training program required may be undertaken without delay.

D. A third recommendation for immediate action is that UNRRA make available fellowships to a total of \$275,000.00 (U.S.) for one hundred trainees to be brought out of China at the earliest practicable moment for training in Europe, the United Kingdom, Canada, the United States or some other country where they may receive training which will enable them, upon their return to China, to make a significant contribution to the proposed welfare program.

E. In view of the fact that estimates already submitted by the Chinese Government do not include those for supplies and equipment required for the

- \*\* 1) For details on the constitution of the group, see Appendix I.
- \*\* 2) The distribution, by type of worker, of this group is given in Appendix II, which also shows the length of the training period.



rehabilitation centres for the disabled or for the five institutions for handicapped children, it is recommended that action taken now shall not prejudice in any way consideration of the above items when they are finally presented. A similar recommendation is made with respect to equipment for temporary camps and mass feeding stations which, as already stated, are expected to be provided by military authorities and which, if not so provided will be requested of UNRRA.

## Appendix I.

### Suggested Composition of First Group of 26 Welfare Specialists to be sent to China.

- 1 Chief Welfare Officer
- 1 Assistant Chief Welfare Officer
- 1 Senior Training Specialist
- 2 Specialists in General Welfare Administration
- 2 Specialists on Emergency Shelter
- 3 Specialists in Emergency Relief and Family Welfare
- 1 Specialist on Mass Feeding
- 4 Specialists in Child Welfare and Child Care
- 1 Specialists in Occupational Relief
- 1 Specialist in Vocational Guidance and Employment Service
- 1 Specialist in the Rehabilitation of the Disabled Persons
- 1 Specialist in Camp Welfare
- 1 Specialist on Institutions
- 1 Specialist on Training of the Blind and Deaf

We recommend that, at least during the earlier stages of the Chinese program, the training staff should be kept together as a unit at the country level, but subject to assignment in various training centres that may be established in any region. This flexibility, we believe, will be particularly important during the earlier stages of the training program and will facilitate the assignment of workers in accordance with needs. Upon arrival in China, the welfare personnel, in cooperation with the Chinese government, can study the welfare proposals in detail and should be asked to recommend, within a period of not more than two months, action upon the Chinese government's total request from UNRRA for welfare services.

In our opinion, the Senior Training Specialist should be a technically competent Chinese, familiar with the various governmental and voluntary welfare agencies and organizations in China, since the success of the training program will depend largely upon its acceptance by governmental officials, upon the success achieved in co-opting personnel from existing agencies and upon recruiting qualified candidates for training. These responsibilities can, we believe, be best carried out by a Chinese having the technical qualifications necessary to direct the training activities.

Of the 26 initial staff recommended, at least the Chief Welfare Officer and the Assistant Chief Welfare Officer would be on the staff of Unrra. The question as to the auspices under which other members of the initial group might work is not one which can be settled at this point, since it involves a question of high policy.

The numbers of specialists of different kinds enumerated above have been arrived at by taking into account (1) the number of workers of various categories to be trained, and (2) the length of time required for such training.

Description of duties suggested for each group is included in Appendix III



Appendix II

Numbers of Indigenous Welfare Workers of various types and Length of Training Period.

<u>Type of Worker</u>	<u>Numbers estimated to be needed</u>	<u>Estimated length of training period</u> **
1. Administrators and supervisors of regional, district and local offices; shelters; and mass feeding stations	2,315	6 weeks
2. Finance officers, store-keepers, accountants and so forth, to be employed in regional and district welfare offices, shelters and mass feeding stations.	3,060	4 weeks
3. Emergency relief and family welfare workers to be employed in regional, district and local offices and mass feeding stations	1,990	3 months
4. Child welfare and child care workers in regional, district and local offices, nurseries and institutions	830	3 months
5. Welfare and recreation workers	150	3 months
6. Occupational relief	330	3 months
7. Vocational guidance and employment service	30	3 months
8. Rehabilitation of the disabled	55	3 months
9. Workers in Welfare Institutions	55	3 months
10. Workers to be used in training program.	55	3 months
	<hr/> 9,870	

\*\* This estimate is based on the assumption that reasonably qualified candidates may be recruited for training program.

### Appendix III

#### Duties of UNRRA's Chief and Deputy Chief Welfare Officers for China.

It shall be the duty of the Chief Welfare Officer for China, in cooperation with the appropriate Chinese authorities and subject to the general supervision of UNRRA's Chief of Mission :

1. To study China's welfare needs and resources with special reference to requests and recommendations presented by the Chinese Government;
2. To give immediate consideration to necessary arrangements for the training of welfare personnel; to work out in cooperation with appropriate Chinese authorities the details of plans for Unrra's contribution to or participation in a welfare training program and to recommend changes in the tentative plans of the Welfare Division for UNRRA cooperation in the training program;
3. To help in interpreting to both UNRRA and the Chinese Government China's welfare needs and resources available within China, from UNRRA or from non-indigenous voluntary organizations to meet these needs;
4. To consult with Chinese authorities with respect to the various types of welfare service needed in China;
5. To recommend to UNRRA action with respect to welfare services to be provided by the Administration;
6. In cooperation with the appropriate Chinese authorities to agree upon a plan under which Welfare personnel, supplies, or other resources provided by Unrra will be used in conjunction with China's welfare program;
7. In cooperation with the appropriate Chinese authorities to plan methods for consultation, study and appraisal, to aid in assuring that welfare services which UNRRA may help to provide are administered in accordance with agreed upon plans;
8. To direct such welfare operations as UNRRA may be called upon to undertake, to direct and supervise UNRRA welfare personnel in carrying out these responsibilities and, where necessary, to cooperate with other divisions of UNRRA (particularly the Health and Displaced Persons Divisions) in carrying their responsibilities;
9. To coordinate the services of non-indigenous voluntary organizations in accordance with Article IV, section 2 of the UNRRA Agreement;
10. To report periodically, through channels, describing current Welfare needs and programs and recommending additional measures required to meet unmet needs for which provision must be made;
11. In the light of field experience, to recommend to the Welfare Division changes in welfare policy or, in general, plans outlined by the Division.

It shall be the duty of the Deputy Chief Welfare Officer for China, under the supervision of the Chief Welfare Officer, to assist this officer in carrying out his responsibilities.