ADMINISTRAÇÃO DE REHABILITAÇÃO E ASSISTÊNCIA DAS NAÇÕES UNIDAS -

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O Representante do Brasil junto ao Comité de Suprimentos da Administração de Rehabilitação e Assistência das Nações Unidas cumprimenta a Secretaria de Estado das Relações Exteriores e tem a honra de enviar, a pedido do interessado, o Hon. Herbert Lehmann, um exemplar do relatório apresentado pelo mencionado diretor ao Conselho da referida Administração para o período de 1 de julho a 30 de setembro do corrente ano.

Washington, em 19 de dezembro de 1945.

anexo ao oficio nº 34 de 1945

CONFIDENTIAL

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

REPORT OF THE DIRECTOR GENERAL TO THE COUNCIL

FOR THE PERIOD

1 JULY 1945 TO 30 SEPTEMBER 1945

ISSUED AT WASHINGTON, D.C.

1945

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CHAPTER 1

SUPPLY OPERATIONS

At the end of September 1945, marking the first half-year of UNRRA's shipments on a comprehensive scale, the Administration had sent to recipient countries 2,126,222 long tons of supplies with an estimated value of $520,641,000 (landed cost).* Of this, 1,025,229 tons, valued at $281,930,000, were shipped during the period from 1 July to 30 September. Whereas approximately half the shipments included in the total for the second quarter of the year were taken over from the civilian relief stocks of the military authorities, almost all the supplies shipped during the third quarter were directly procured and shipped by UNRRA and thus were more than twice as large as the supplies directly procured and shipped in the second quarter. During the third quarter the equivalent of more than 135 full ships sailed with UNRRA supplies from all parts of the world. Preliminary estimates indicate that the volume of shipments in October will approach 520,600 tons, valued at $116,300,000, the highest rate thus far attained. A further acceleration in shipments is expected in the final months of this year as more military surpluses and items previously ordered become available.

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*These figures represent the cargo of vessels cleared. The figures for cumulative shipments in previous reports have been on the basis of vessels presented for loading and are therefore slightly higher for any given period.

Shipments according to countries of destination, cumulative to 30 September 1945, are shown in Table No. 1. The principles in accordance with which UNRRA supplies are distributed among countries have been described in previous reports and in the program of operations submitted to the Third Session of the Council. Unfortunately, limitations on port-reception capacity and on inland transport facilities, together with the fact that operations commenced earlier in some areas than in others, have continued to some extent to prevent deliveries in the third quarter from being fully in accord with relative needs. While the earlier difficulties are gradually being overcome, it appears that not until some time in the fourth quarter will the obstacles will be largely removed.

The Administration has found it desirable to establish a flow of information to recipient countries in order to explain the basis of the allocation of supplies as well as facts regarding the shifting supply and shipping position. Accordingly, during the months of August and September, through the medium of informal working parties, a series of meetings covering each of the major commodity groups was held with governmental representatives concerned. It is believed that these meetings have established a fuller understanding of the problems faced both by the member governments and by the Administration and of the policies applied in the distribution of UNRRA's resources.

The distribution of UNRRA's supplies within the receiving countries is guided by policies of equitable distribution established by the UNRRA Council. Among these policies are the following:

TABLE NO. 1 CONFIDENTIAL

Quantities and Estimated Value of Supplies Shipped by UNRRA
Cumulative through 30 September 1945 a/

Type of Supply	Total	Albania	China	Czecho-slovakia	Greece	Italy	Poland	Yugo-slavia	Other UNRRA Operations
				Gross Long Tons					
Total	2,126,222	20,044	213	153,868	1,215,112	101,675	156,608	471,212	7,490
Food	1,058,199	14,219	13	83,428	514,127	97,445	84,733	262,733	1,241
Clothing, Textiles, & Footwear	81,539	337	--	18,532	13,004	2,313	25,358	21,090	905
Agricultural Rehabilitation	169,480	2,459	6	41,678	55,774	73	28,292	41,186	12
Industrial Rehabilitation	250,684	2,895	--	8,305	185,962	503	14,872	32,857	5,290
Medical & Sanitation	11,315	134	197	1,925	1,245	1,341	3,353	3,086	37
Unclassified	555,005	--	--	--	445,000 b/	--	--	110,000 b/	5
				Thousands of U. S. Dollars, Landed Cost (Estimated)					
Total	$520,641	$4,956	$394	$75,078	$196,008	$21,572	$89,390	$128,959	$4,284
Food	199,454	3,290	3	16,705	75,969	18,320	26,818	58,022	327
Clothing, Textiles, & Footwear	109,977	251	--	34,013	9,119	1,778	37,013	26,856	947
Agricultural Rehabilitation	69,475	942	3	16,182	22,175	35	12,721	17,399	18
Industrial Rehabilitation	35,359	241	--	5,154	15,577	232	7,021	4,231	2,903
Medical & Sanitation	17,548	232	388	3,024	2,093	1,207	5,817	4,701	86
Unclassified	88,828	--	--	--	71,075 b/	--	--	17,750 b/	3

a/ The figures cover the cargo of the vessels that actually sailed (cleared) from their ports of loading. They do not include cargoes on ships which presented for loading (berthed) during the period but had not yet cleared. They also do not include supplies, estimated at $10,000,000, taken over from the military for the UNRRA camps, or trucks procured from army surpluses in Continental Europe since 1 August 1945.

b/ Estimated supplies bought from the military through 30 June 1945 for which final figures are not yet available.

c/ Includes shipments to UNRRA camps, shipments under the Emergency Relief Program for Western Europe, and shipments for displaced persons operations.

That at no time shall relief and rehabilitation supplies be used as a political weapon, and no discrimination shall be made in the distribution of relief supplies because of race, creed, or political belief (Resolution No. 7, Section 1).

That distribution should be so conducted that all classes of the population, irrespective of their purchasing power, shall receive their equitable shares of essential commodities. When supplies are sold to consumers, prices should be set at such levels as to facilitate the flow of supplies into the proper hands, and to avoid maladjustments in the price structure of the areas (Resolution No. 7, Section 3).

That the Director General should be kept fully informed concerning the distribution of relief and rehabilitation supplies within any recipient areas, and under all circumstances there should be the fullest working cooperation between the governments or recognized national authorities concerned and the Administration for this purpose (Resolution No. 7, Section 9).

All agreements made by the Administration with governments receiving UNRRA's supplies embody these policies. In order that UNRRA may be informed regarding the application of these policies, special field observers are attached to the missions in receiving countries. These observers have reported that the governments receiving UNRRA's supplies are making every effort to conform to the policies of non-discrimination incorporated in their agreements with the Administration. A number of rumors about maldistribution have reached the Administration and have been immediately and carefully investigated in the field. In a few minor instances where full conformity with the established policies has not been found, steps have been taken at UNRRA's request to correct the situation.

SHIPMENTS AND PROCUREMENT

Food remained the largest item in the UNRRA program during the past quarter--almost half the total value--and will probably continue to be so until the harvest of 1946 is available. (See Table No. 2) Clothing and footwear and the raw materials for their manufacture followed food in importance. Although medical supplies comprise the smallest total, both UNRRA and the recipient governments in their requests have accorded them the highest priority, and the quick shipment of UNRRA medical supplies has already helped t prevent widespread epidemics in Europe and China. The rate of shipment of agricultural and industrial rehabilitation materials is steadily mounting as previously ordered supplies and military surpluses become available for progra which must be fulfilled before next spring if the goal of rapid rehabilitation is to be reached.

While the complete cessation of hostilities during the period has substantially improved the outlook for both supplies and shipping, the effect of this new situation could not be greatly felt during the third quarter. The prospect for future operations, however, except for several items which will continue to be in seriously short supply throughout the world, and provided there are no unforeseen developments in the shipping field, is sufficiently favorable to make it evident that UNRRA's ability to meet the vast needs of the liberated areas requiring its assistance will be governed primarily by limitations of financial resources.

TABLE NO. 2

Supplies Shipped by UNRRA, by Type and Country of Destination,[a] Third Quarter, 1945[b]

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Type of Supply Program	Total	Albania	China	Czecho-slovakia	Greece	Italy	Poland	Yugo-slavia	Other UNRRA Operations[c]
				Gross Long Tons					
Total	1,025,229	20,044	204	102,918	461,538	27,824	90,029	319,692	2,980
Food	616,840	14,219	13	49,173	243,338	25,738	43,304	240,845	210
Clothing, Textiles, & Footwear	56,558	337	--	13,631	5,890	1,029	19,497	15,964	210
Agricultural Rehabilitation	106,865	2,459	4	32,591	230,771	--	12,649	28,391	--
Industrial Rehabilitation[b]	237,150	2,895	--	6,728	180,571	44	12,706	31,654	2,552
Medical & Sanitation	7,811	134	187	795	968	1,013	1,873	2,838	3
Unclassified[d]	5	--	--	--	--	--	--	--	5
				Estimated Thousands of U. S. Dollars, Landed Cost					
Total	$281,930	$4,955	$398	$51,421	$67,773	$6,056	$56,627	$92,685	$2,015
Food	119,476	3,289	3	8,573	36,121	4,839	13,635	52,966	50
Clothing, Textiles, & Footwear	77,794	251	--	25,041	4,515	287	28,000	19,464	236
Agricultural Rehabilitation	42,588	942	21	12,688	11,041	--	5,703	12,193	--
Industrial Rehabilitation[b]	30,962	241	--	4,061	14,649	20	6,209	4,059	1,723
Medical & Sanitation	11,107	232	374	1,058	1,447	910	3,080	4,003	3
Unclassified[d]	3	--	--	--	--	--	--	--	3

a/ The figures cover the cargoes of the vessels that actually sailed (cleared) from their ports of loading. They do not include cargoes on ships which presented for loading (berthed) during the period but had not yet "cleared."

b/ Does not include trucks procured from army surpluses in Continental Europe since 1 August 1945. Includes estimated shipments of coal, petroleum, oil, and lubricants to Albania, Greece, and Yugoslavia made by the military since July 1945 and financed by UNRRA.

c/ Includes shipments to UNRRA camps, shipments under the Emergency Relief Program for Western Europe, and shipments for displaced persons operations.

d/ Miscellaneous camp supplies.

During the third quarter, procurement continued on a world-wide scale. By the end of the quarter all the initial United States appropriation of $800,000,000 had been committed for use, principally for supplies. Additional procurement in the United States awaited the appropriation of the remaining $550,000,000 of the initial United States authorization of $1,350,000,000. UNRRA procurement in Canada had progressed to a point at which UNRRA had expended not only the entire Canadian contribution but also an additional amount in convertible funds for the purchase in Canada of commodities not available elsewhere. During the quarter rapid progress was also made in the procurement of supplies in Australia, India, New Zealand, South Africa, and the United Kingdom. A special UNRRA mission completed detailed arrangements for the procurement of supplies in India, South Africa, Southern Rhodesia, Egypt, Iraq, and Iran. Substantial progress was also made in procurement in Latin America, and at the end of the quarter a total of approximately $25,000,000 had been committed for expenditure. It is estimated that more than 150,000 tons of supplies will have been shipped from Latin-American countries by the end of the year. A summary of the status of commitments against the contributions of member governments is given in Tables Nos. 8 and 9 Chapter 5.

At the end of hostilities UNRRA took immediate steps to fill as many of its requirements as possible from the war surpluses of contributing member governments. By 30 September over $64,000,000 worth of United States Government surpluses, located principally within the United States had been procured. A joint mission representing the United States Government and UNRRA went to Europe in September to procure an additional $150,000,000

worth of supplies from United States military surpluses in the European and Mediterranean theaters. The supplies being requisitioned, which include more than 40,000 trucks and 200 locomotives, have been tentatively allocated by major commodity groups as follows:

Industrial Rehabilitation	$83,000,000
Agricultural Rehabilitation	27,000,000
Food	22,000,000
Clothing, Textiles, and Footwear	10,000,000
Medical and Sanitation Supplies	8,000,000

The sudden termination of the war in the Far East has opened up the possibility of UNRRA's obtaining military surpluses in that theater, and the arrangements made in this connection are described in Chapter 4, "Program for the Far East."

During the quarter the Administration acquired more than a million American Red Cross parcels stored in various European countries, and has allocated these parcels among the recipient countries for use primarily in camps, Assembly Centers, hospitals, child welfare clinics, and other institutions.

A significant recent development has been the initiation of negotiations for the exchange of essential relief supplies by several countries receiving UNRRA's help--supplies including sugar from Czechoslovakia, salt from Italy, and coal from Poland. UNRRA has encouraged such exchanges and has also sought in other ways to encourage the early resumption of private trade by recipient countries. In the quarter the Administration established a policy of accepting for shipment, as filler cargo on vessels carrying UNRRA supplies, relief and rehabilitation supplies and reconstruction goods which do not come within UNRRA's program.

Food

During the third quarter UNRRA shipped 616,840 tons of food of which approximately 75 percent was in the form of grain, mainly wheat and flour. With the exception of wheat, however, the shipments of foodstuffs made by UNRRA fell far short of UNRRA requests based on minimum subsistence requirements.

Only 5,584 tons of canned meat were shipped during the third quarter against UNRRA requirements of 134,000 tons. Against requirements for dairy products of 126,000 tons, UNRRA was able to ship only 25,481 tons. In fats and oils, allocations to UNRRA were sufficient to meet only 27 percent of third-quarter requirements of these commodities. The requirements for milk, meat, fish, fats, and oils are established on a basis calculated only to prevent disease and maintain working efficiency, and further failure to meet them would have serious consequences. As a result of the large-scale destruction of livestock during the war in the countries requiring UNRRA's aid, the need for imports of protective foods is particularly acute.

With the changed supply situation following the end of the war in the Pacific, the outlook for food shipments, except for fats, oils, rice, and possibly sugar, has fortunately improved. Much of the improvement in fourth-quarter shipments will result from projected purchases of United States military surplus foods both in Europe and in the Pacific. Expressed in terms of net food content these purchases when completed will include 313 million pounds of individual field rations, 127 million pounds of canned meat, 112 million pounds of spreads, 61 million pounds

of meat hashes and stews, 90 million pounds of concentrated citrus fruit juice and 128 million pounds of miscellaneous foodstuffs.

Clothing, Textiles, and Footwear

By 30 September UNRRA had shipped 81,539 tons of clothing and raw materials for its manufacture, valued at $109,977,000. Included in the shipments were $21,345,600 of new finished clothing, $24,538,800 of raw cotton, $17,924,400 of raw wool, $11,115,600 of finished footwear, and large quantities of contributed used clothing. Other items sent in smaller quantities included blankets and comforters, cotton piece goods, woolen yarn, woolen piece goods, upper leather, and sole leather. UNRRA is following the policy of providing raw materials for the manufacture of clothing in increasing quantities, because of the shortage of finished clothing as well as of the economies in using local production facilities.

Supply shortages continued to limit UNRRA's shipment of blankets, footwear, and piece goods during the quarter. With a requirement of 14 million blankets for the recipient European countries and for China, it is not likely that more than 25 percent will be shipped before the end of 1945. Present expectations are that approximately 12 million pairs of new and used shoes will have been shipped by the end of the year, of which about 10 million pairs will come from the United States.

Medical and Sanitation Supplies

UNRRA's medical program consists of three parts: (1) emergency programs, (2) general medical supplies, and (3) sanitation supplies. During the quarter many requests for emergency medical supplies were met*, and approximately 75 percent of the basic program for medical supplies to Albania, Czechoslovakia, Greece, Italy, Poland, and Yugoslavia had been certified for

*See in Chapter 2 under country headings.

shipment. A large portion of this amount has already been shipped, including drugs, hospital equipment, surgical instruments and dressings, X-ray equipment, laboratory equipment and supplies, and dental equipment. Generally the medical program has been unhampered by shortages of supplies, but the needs for penicillin have so far exceeded the supplies available to UNRRA that special measures will be necessary if shipments are to continue. Under the sanitation program the most important shipments have consisted of DDT and sprayers, which have been urgently needed in malaria control.

Agricultural Rehabilitation

By the end of the third quarter 169,480 tons of agricultural rehabilitation supplies, valued at $69,475,000, had been shipped; an additional 451,512 tons are scheduled for shipment during the following quarter. Delivery was completed of supplies and equipment required for fall harvesting and seeding operations in Albania, Czechoslovakia, Greece, Poland, and Yugoslavia. Additional procurement was begun to meet the needs of the 1946 crop year in Europe and to satisfy the most urgent needs of China.

UNRRA has initiated procurement of a total of 15,490 farm tractors, of which 10,170 have been allotted to the countries currently receiving UNRRA's assistance, and the remainder made available for procurement by Belgium, Denmark, France, and the Netherlands. Because the Administration placed substantial orders for various types of hand tools, as well as for repair units for farm equipment, during 1944 and early 1945, adequate supplies to meet all essential requirements will be available. Substantial progress has also been made toward meeting the program of fertilizer requirements for the countries receiving UNRRA's financial aid.

With the improvement in shipping it has been possible to supply much of the seed required for the 1945 fall planting season, and a total of 36,000 tons had been shipped by the end of the quarter. The short supply of pesticides has prevented 1945 requirements from being fully met, but adequate supplies of most types will be available in 1946.

UNRRA supplies will fill only a very small fraction of the vast loss of European livestock. Despite the shortage of livestock boats a significant start has been made. As quickly as shipping became available shipments were made, and during the third quarter 20,000 animals were delivered to European countries. It is hoped that the rate of shipment will increase sufficiently to permit the delivery of 10,000 to 12,000 animals monthly during the early part of 1946.

There has been progress in the restoration of veterinary supplies, medicinals, and laboratory equipment. The rehabilitation of fisheries and food-processing equipment has also received attention. By 30 September 126 tons of food-processing equipment had been shipped, consisting largely of tin plate, baking ovens, and canning equipment. Additional procurement, especially of fisheries equipment, is planned for the fourth quarter.

Industrial Rehabilitation

Industrial rehabilitation supplies increased in importance in the shipments of the third quarter, their value being approximately four times the cumulative value shipped by July. Major emphasis was given to the shipment and procurement of trucks, which are needed to achieve effective distribution of UNRRA supplies and also of the domestic resources of the recipient countries.

The availability of many industrial rehabilitation items from military surpluses is expected to result in a further expansion of shipments in the fourth quarter. UNRRA is planning to use this source to meet requirements not only for trucks but also for locomotives, tires and tubes, spare parts for trucks, maintenance shops for transport equipment, construction and building equipment, bridging material, road-building equipment, saw-milling and other machinery used in connection with the emergency shelter program. The inclusion of such items in the UNRRA program is intended to promote the effective utilization of UNRRA supplies and to assist resumption of local production of relief supplies.

UNRRA has a small emergency program of locomotives and rolling stock which is intended to assist in preventing the deterioration of transport systems below the level essential for relief operations. Title to the rolling stock remains in the Administration, although, during the two years in which a member government enjoys use, the government has an exclusive option to purchase the equipment on mutually acceptable terms, on notice to the Administration six months prior to the proposed purchase. During the quarter, 730 freight cars were shipped from the United States.

Coal is being supplied to Greece at the rate of 30,000 to 35,000 tons per month. Most of the other areas to which UNRRA made shipments should have sufficient domestic supplies, provided their mines are supplied with minimum equipment. A limited mining-equipment program has been developed, and telecommunications equipment and machine-repair shops constitute additional items in UNRRA's plans for industrial rehabilitation materials. Because the production of many of these items requires a considerable time, their delivery in quantity is not expected before the last quarter of 1945 and the first six months of 1946.

CENTRAL, EASTERN, AND SOUTHERN EUROPE

The Administration's supply operations continued to be concentrated chiefl upon recipient countries in Central, Eastern, and Southern Europe, which, after suffering great devastation during enemy occupation, upon liberation found themselves without sufficient foreign exchange to import relief supplies. By the end of the third quarter UNRRA had assumed responsibility for relief supplies in eight areas, as compared with five countries in the second quarter, by entering into agreements with Albania, the Dodecanese Islands, and the Republic of San Marino. In the quarter, moreover, additional countries became eligible for UNRRA assistance. Following the receipt of a request for assistance from the Byelorussian and Ukrainian Soviet Socialist Republics, and a recommendation made on 25 September by a Subcommittee appointed under Resolution No. 23, the Director General determined these countries not to be in a position to pay with suitable means of foreign exchange for relief and rehabilitation supplies and services. The Administration has received their lists of requirements, on which preliminary discussions were held between the representatives of the two republics and UNRRA, with a view to initiating shipments of supplies as soon as possible. The Council at its Third Session authorized the Administration to expand its operations in Italy and also to undertake relief and rehabilitation operations in Austria as a liberated area on the

invitation of, and in agreement with, the appropriate authorities exercising administrative control of that country. The ability of the Administration to fulfil new undertakings will obviously, however, be dependent upon the funds which will be contributed by the member governments.

Albania

An agreement between UNRRA and Albania was signed on 1 August 1945, and on 31 August Albania applied for membership in UNRRA. The first UNRRA supply ship arrived in Durres (Durazzo) on 20 August with a cargo of wheat, flour, and medical supplies. One of the difficulties in the handling of supplies for Albania is its small port capacity. The chief port, Durres, was able until recently to handle only 10,000 tons a month, and, since it can accommodate only vessels up to 1,500 tons, all supplies must be transshipped in the Italian port of Brindisi. The ports of Valona and Saranda in Southern Albania, however, can now be used for the reception of schooners to avoid congestion at Durres and to reduce land haulage.

During the third quarter UNRRA shipped 20,044* tons to Albania, of which 14,000 tons were food. The principal need of Albania is food and the requests of its authorities have given stress to wheat. The economic situation of the population in the south is particularly bad because of the failure of the 1945 harvest, which is estimated to be only 50 to 60 percent of normal. Trucks, shelter materials, clothing, and medical supplies are also required and will be made available under UNRRA's supply program.

*This figure includes petroleum, oil, and lubricants shipped by the military since July 1945 and financed by UNRRA.

Czechoslovakia

UNRRA has shipped to Czechoslovakia a cumulative total of 153,868 tons, of which 102,918 tons were sent during the quarter.* While food and clothing continued to be the major items, recent shipments have been marked by an increasing provision of trucks for the distribution of UNRRA supplies as well as for Czechoslovakia's general needs of internal transport.

Perhaps the most serious damage suffered by Czechoslovakia during the final stages of the war was to her transportation system. As the railway and river systems cannot be adequately restored until next year, trucks are vital to Czechoslovakia's relief and rehabilitation. During September UNRRA started regular and substantial delivery of trucks. Most of these were purchased by UNRRA from surplus stocks of the Allied armies and were driven in convoys from Western Germany to Pilsen, where they were turned over to the Czechoslovak Government. As of 30 September more than 2,000 of these surplus military trucks had been delivered.*

Up to mid-September considerable difficulties were encountered in connection with shipping supplies to Czechoslovakia as the only port available for UNRRA shipments was Constanza, Romania. The ports of Hamburg and Bremen, however, will soon be made available, and ships carrying supplies for Czechoslovakia will be largely diverted to these ports in order to relieve the congestion at Constanza. UNRRA has reached an agreement with the transportation authorities in the United States zone in Germany for two trains carrying

*These figures do not include trucks procured from army surpluses in Continental Europe since 1 August 1945.

1,000 tons of UNRRA supplies to be run daily to Czechoslovakia from Hamburg and Bremen. It is expected that the tonnage capacity will soon be increased by routing these trains also through the Russian zone.

Dodecanese Islands

An agreement between UNRRA and the British Military Administration in the Dodecanese was signed on 1 August 1945. Military stockpiles in the Islands, together with supplementary military imports, will be utilized until 1 February when UNRRA will assume responsibility for supplies.

Greece

As of 30 September UNRRA had shipped to Greece a cumulative total of 1,215,112 tons of relief and rehabilitation supplies, of which 461,538 tons were sent during the quarter. The shipments consisted preponderantly of food, coal, and POL. Food shipments have been especially heavy because Greece, even before the war, was dependent for approximately 30 percent of its total food consumption upon imports, and because local production of foodstuffs during German occupation and the first year of liberation averaged less than 50 percent of prewar production. Since its assumption of responsibility for relief operations in Greece, UNRRA has provided the country with an average of nearly 100,000 tons of food monthly. An objective of the Greece Mission in the late summer months has been to stockpile food supplies for the winter in areas that will become inaccessible because of snow or bad weather.

The Greek Government has approved a special program for feeding one million people--children up to the age of sixteen and nursing and pregnant mothers-- in feeding centers to be established throughout the country.

UNRRA will provide the basic foods for this project. To rehabilitate local production of foodstuffs UNRRA has supplied tractors and also draft animals and cows. Several thousand mules and donkeys from Cyprus and other sources are expected to reach Greece shortly.

Supplies needed by Greece for internal transport were for the first time provided by UNRRA in substantial quantities. Deliveries of the quarter furthered in particular the truck program for Greece, which calls for the shipment from 1 July to 31 October of 3,464 trucks from all sources. Other UNRRA imports which will aid in improving internal transport were road and road-repair equipment and supplies for the restoration of rail communications.

Certain UNRRA supply operations were related to the rehabilitation of Greece's public utilities. The arrival of steel piping and other materials advanced considerably the work on the Souli Marathon Dam project, upon which Athens depends for its water supply. UNRRA assisted in the preparation of a comprehensive program for the emergency repair of the telecommunications system in Greece and took initial steps to procure some of the major items for this program.

Medical supplies, including vaccines of most types, went to Greece in increasing quantities during the quarter.*

The Greece Mission has been consulted by the Government on problems connected with the allocation and final distribution of UNRRA supplies. During July a governmental committee, with two UNRRA representatives participating, was set up to discuss the allocation and price of relief supplies.

*See "Greece" in Chapter 2.

Italy

The supplemental feeding program for children and nursing and expectant mothers was greatly extended during the quarter. Food is now being distribute in forty-eight out of the fifty-eight provinces under Government jurisdiction. It is estimated that 800,000 women and children are receiving UNRRA supplementary food in the provinces south of Florence, and relief operations have started in Florence and Pistoia provinces, which were recently turned over to the Italian Government. By the end of November an estimated total of 1,500,000 mothers and children in Italy should be receiving supplementary food.

In both Naples and Rome the children's lunch program has been operating successfully even during the school vacation; in August over 26,000 children in Naples and over 48,000 in Rome were fed under this project. It is expected that this program will be extended throughout the schools of Italy during the fall.

As of 30 September UNRRA had shipped to Italy a cumulative total of 101,675 tons of supplies, of which 27,824 tons were shipped during the third quarter. The shipments have consisted principally of foodstuffs. Medical and sanitary supplies, contributed clothing, and other items have also been imported to contribute to the care of children, nursing and expectant mothers, and displaced persons.

In Resolution No. 74, the Council at its Third Session authorized an expansion of the limited program in Italy to the extent necessary to meet the urgent needs of the Italian people. This action was taken in anticipation of the end of the assistance now being provided by the Allied military authorities and by the United States Foreign Economic Administration. According to

present plans, UNRRA will assume responsibility for the expanded program in January 1946.

Poland

On 14 September 1945 the Polish Provisional Government of National Unity and UNRRA signed an agreement providing for relief and rehabilitation operations in Poland. The UNRRA-Poland Agreement, together with the appointment of an UNRRA Mission to Poland, will greatly advance the cooperation between Polish authorities and UNRRA in satisfying the urgent needs of the Polish people for relief and rehabilitation supplies and services. The agreement, substantially similar to agreements already made with countries of Eastern and Southern Europe, incorporates arrangements for non-discriminatory distribution of supplies and for UNRRA observation and advice. A mission is being formed and will include specialists in supplies, health, welfare, and industrial and agricultural rehabilitation.

At meetings with the UNRRA temporary delegation Polish governmental representatives outlined Poland's pressing needs. These include food (primarily meats, fats, fish, and livestock), transport equipment (locomotives, railroad cars, trucks, and liquid fuel), and industrial rehabilitation materials essential for Poland's revival of her own production of relief commodities.

UNRRA has been shipping supplies to Poland since March 1945, and as of 30 September shipments had reached a cumulative total of 156,608 tons. Supplies which reached or had been shipped to Poland during the quarter amount to 90,029 tons.

While shipments to Poland via Constanza were limited by congestion at that port, the Administration was able, by early September, to begin using the Baltic ports of Gdansk (Danzig) and Gdynia. Efforts are being made to repair the facilities of these ports so that by the end of the year their monthly unloading capacity may reach 80,000 tons or more.

Poland's paralyzing difficulties in internal transport, due to the virtually complete destruction of her railways and other transport facilities during the German occupation, remain to be solved. During the quarter the Administration was able to make a substantial contribution at least in trucks. Deliveries were accelerated in the latter part of the quarter through the availability of numerous surplus trucks and trailers from Canadian and United States Army stocks in Europe.

Although adequate internal distribution of UNRRA's food supplies must await further improvement of internal transport, the Administration has shipped to Poland a cumulative total of $26,818,000 worth of foodstuffs, including flour, canned fish, lard, dried peas and beans, sugar, and other items. UNRRA has also sought to improve the situation by supplying Poland with the agricultural machinery and equipment necessary to the revival of its agriculture. Thousands of tractors, for example, have reached the country, and efforts are being made to accelerate the shipment of the fuels and lubricants needed for their operation.

Materials for the emergency repair of public utilities, and hospital and medical supplies, constitute other important items of the supply program for Poland during the quarter.

San Marino

An agreement between UNRRA and the Republic of San Marino, providing for a limited program of assistance similar to that for Italy, was signed in Rome on 14 July. Expenditures by UNRRA are not to exceed $30,000. Medical supplies will form the principal item of the supply program, details of which are now being worked out. The first UNRRA delivery under the agreement was a fully equipped ambulance, loaded with medical and hospital supplies, which was formally turned over to the Government on 23 July.

Yugoslavia

The quarter was marked by a substantial increase in UNRRA's shipments to Yugoslavia, which amounted to 319,692* tons as compared with 151,520 tons in the preceding quarter. This increase was made possible by the opening of the Dalmatian ports of Sibenik and Trieste, and by better organization of unloading and dispatch of supplies at all ports. The opening of Trieste to UNRRA ships has alleviated the problem of the delivery of UNRRA goods to the interior and has made possible the delivery of food, equipment, and raw materials to the regions where they are most urgently required.

UNRRA food has reached almost 7 million Yugoslavs and has constituted the principal part of the diet for at least 2 millions. The food situation has become particularly acute because of a severe drought, and it will now be necessary to bring in more food and to distribute it over a wider area.

*This figure does not include trucks procured from army surpluses in Continental Europe since 1 August 1945. It does include estimated shipments of petroleum, oil, and lubricants made by the military since July 1945 and financed by UNRRA.

Every effort is being made by the Yugoslav Government to build up reserves against the needs of areas cut off by snow during the winter months; it has been emphasized that, unless food is stockpiled for snowbound districts by the end of October, supplies will have to be delivered by plane.

The severe difficulties in internal transport which interfere with the entire relief program have been lessened by the thousands of trucks and other vehicles which UNRRA was able to provide to Yugoslavia in the latter part of the quarter. By the end of September, approximately 6,000 trucks had been shipped. During September arrangements were made for shipping road-repair machinery taken over from military stocks in the Mediterranean theater. The equipment from the stockpile includes graders, compressors, caterpillar tractors, and other machinery.

Shipments of agricultural rehabilitation supplies included two thousand new tractors which were received during August. In addition, several thousand horses, heifers, and mules were shipped and are being distributed as quickly as possible; they will be used for farming in those areas which have been most depleted of livestock and for carrying food supplies to remote inland regions.

Arrangements were made at Trieste and at the Dalmatian ports to handle bulk wheat by discharging supplies directly from the ship into railroad cars or transit sheds. Twenty-four portable flour mills which have been turned over to UNRRA by the United States Army in Italy will be used to handle bulk wheat tonnages at Adriatic ports, thus avoiding the cross-hauling of wheat to mills in the northeastern parts of the country and of the flour back to the Dalmatian and Montenegrin famine areas.

WESTERN AND NORTHERN EUROPE

Under a resolution adopted by the Central Committee on 26 February 1945 the Administration undertook a limited program for the provision of emergency relief supplies, required at that time in particular by the liberated countries of Western and Northern Europe. These supplies were designed for special and supplementary relief in any districts in which immediate distress existed, although the government of the area concerned had not applied to be adjudged unable to pay under the provisions of Resolution No. 14 of the Council.

Considerable quantities of contributed goods, mainly used clothing, have been made available for Western and Northern Europe.* The procured goods have consisted chiefly of food made available by the British Ministry of Food, most of it subject to replacement or to be set off against the Combined Food Board's allocations to the receiving countries. The small quantities of procured goods other than food which have been provided under the Central Committee's Resolution have had to be drawn almost entirely from supplies procured by UNRRA for countries requiring its financial assistance.

The supplies shipped under the Emergency Relief Program up to 13 September 1945 to the countries of Western and Northern Europe are as follows:

Country of Destination	Supplies Shipped or Turned over for Shipment (in Long Tons)
Belgium	46
France	297.5
Luxembourg	76
Netherlands	198
Norway	135.5
Total	753.0

*See also below, "Contributed Supplies."

Consideration has been given to the question of whether, in the light of the problems of the coming winter, programs should be formulated for the provision of further emergency relief supplies, under the Central Committee's Resolution, at the completion of the present program. The Central Committee's Resolution of 26 February was designed to enable the Administration to give help to countries not receiving financial assistance in meeting emergencies which had not been and could not have been foreseen, e.g., in areas which suffered special devastation during the final stages of hostilities. Civil import programs, however, have now been organized by these countries with regard to total global supplies and requirements. It is the view of the Administration that, as in the case of governments requiring financial assistance governments not requiring financial assistance should create reserves from imports and indigenous production to whatever extent is considered necessary to meet winter emergencies.

The Administration considers, therefore, that no plans should be made for the continuation, after completion of the present program, of the shipment of emergency relief supplies to countries not requiring the Administration's financial assistance. However, the Administration does not regard itself as precluded from considering, pursuant to appropriate Council resolutions and to the Central Committee's Resolution of 26 February 1945, what action, if any, may be taken to assist any liberated country on an ad hoc request from its government for help in meeting a special emergency.

In a communication to the Administration dated 14 August 1945, the Government of the Republic of Finland requested that UNRRA assist in the relief and rehabilitation of Northern Finland, which was devastated by the German Army during its retreat from Finland following that country's armistice with the

U.S.S.R. This request will be referred by the Director General to the Central Committee for consideration.

THE FAR EAST

China

Only limited supplies, amounting to 204 tons, could be sent to China durin the quarter. However, as of 30 September, ships scheduled for early clearance were loading with supplies, and a constant flow of shipments had been arranged for the coming months.*

At the end of June the Chinese Government requested UNRRA to provide medical supplies as well as personnel to assist in combating the cholera epidemic in Chungking. On 15 July the first shipment was loaded on an airplane at La Guardia Field, New York, and within a month five tons of medical supplies had reached Chungking.

The Administration continued to ship from the United States agricultural materials designed to assist the Chinese Government's programs for production. On 14 September the first agricultural relief materials sent by UNRRA to China from the United States arrived in Kunming. They consisted of eighteen types of vegetable seeds and weighed 5,000 pounds. Some of the seeds were distributed by an official of the Ministry of Agriculture and Forestry in the Kwangsi-Kweichow area for planting; the rest were sent to Chungking for distribution by the Ministry's Agricultural Promotion Committee.

Philippine Commonwealth

As was stated in the Director General's last report to the Council, the Administration, under the Central Committee's Emergency Aid Resolution of

* The China Program is discussed in detail in Chapter 4.

26 February, set aside in May a fund of $1,000,000 for procurement of emergency relief supplies for the devastated districts of the Commonwealth and initiated procurement and shipping arrangements. On 14 September, after weeks of delay due to the congestion of Manila Harbor, the initial UNRRA shipment arrived and was officially received by President Osmena and the Chief of the UNRRA Mission to the Philippines.

The cargo in this initial UNRRA shipment consisted of flour, condensed milk, canned and dried peas, used clothing, and medical supplies. The supplies had arrived at a fortunate time, serving to alleviate the need of a large portion of the population in the interval between the cessation of military operations and the restoration of normal economic processes. A second UNRRA ship arrived at the end of September. As of 30 September UNRRA had shipped to the Philippines about 5,500 tons of supplies.

SUPPLIES FOR DISPLACED PERSONS

Supplies for displaced persons outside of recipient countries constitute a special program which, while of relatively modest proportion, helps to fill a real need. Under it, for example, Allied displaced persons in Germany and Austria receive numerous welfare items which are not provided by the military. UNRRA welfare officers going to Assembly Centers are now equipped with so-called welfare packs containing tools, games, and sewing and knitting materials, and UNRRA has furnished directly to the Centers such supplies as blankets, clothing, and footwear. Similarly, displaced persons camps in the Middle East and North Africa have received a variety of medical and sanitation items and camp equipment such as shop and craftsman tools. Sixteen hundred reconditioned trucks and other vehicles have been shipped from the United Kingdom for displaced persons operations in Europe.

Certain liberated countries not requiring UNRRA's financial assistance have requested the Administration to provide basic supplies for the Allied and stateless displaced persons in their respective territories, and these requests have been met. During the quarter, Denmark requested supplementary relief supplies for Allied displaced persons in her territory, who are estimated at about 7,500. The Administration undertook to supply quantities of used blankets, footwear, and medical supplies. In several countries of Western and Northern Europe the Administration has continued to operate and supply mobile feeding units for service among displaced persons.

CONTRIBUTED SUPPLIES

Over 100 million pounds of used clothing contributed by the people of the United States in the National Clothing Collection of last spring have already been shipped or scheduled for shipment to the liberated areas of Europe and the Far East. The remainder of the collection is scheduled to arrive overseas by the end of December. As of 30 September the following amounts of United States contributed used clothing had been allocated, shipped, or scheduled for shipment as is indicated below:

Countries	Allocations	Shipped or Scheduled for Shipment a/
Albania	1,000,000 lbs.	1,000,000 lbs.
Belgium, Luxembourg	3,000,000	3,098,430
Burma, Hongkong, Borneo, Malaya	2,000,000	2,000,000
China	10,500,000	10,500,000
Czechoslovakia	5,500,000	5,513,403
Denmark	40,000	40,020
France	7,400,000	7,406,486
French Indo-China	1,000,000	1,000,000
Greece	6,300,000	6,333,620
Italy	6,000,000	6,000,044
Netherlands	4,000,000	4,001,062
Netherlands East Indies	2,000,000	2,000,000
Norway	1,000,000	1,000,000
Philippines	4,000,000	4,009,769
Poland	11,500,000	11,533,869
Yugoslavia	12,400,000	12,476,997
U.S.S.R.	24,000,000	22,528,000
Displaced persons in Germany, b/ through UNRRA	4,000,000	--
Displaced persons in Austria, b/ through UNRRA	1,000,000	--
Miscellaneous c/	3,270,000	1,570,045
	109,910,000 lbs.	102,011,745 lbs.

a/ In certain cases the figures for amounts shipped exceed the allocations by a slight margin because of variations in the size of bales.

b/ As of 30 September negotiations were in progress with the military authorities regarding arrangements for the shipment of contributed clothing to displaced persons in Germany and Austria.

c/ Includes clothing for Allied and stateless displaced persons in Belgium, Bulgaria, France, Holland, Hungary, North Africa, Portugal, Romania, Spain, Sweden, and Switzerland.

Similar drives were conducted in Australia and New Zealand, in cooperation with UNRRA, and these resulted in the collection of 4,000,000 and 1,400,000 pounds respectively. A clothing drive was also being organized in Canada during this quarter.

In cooperation with the United States Department of Agriculture, the United States Department of Education, and other agencies, UNRRA has organized a Victory Collection of Canned Food. This will provide an opportunity to individuals, groups, and organizations throughout the United States to give canned food for overseas relief.

Following the announcement of Poland's critical need for technical and scientific literature to fill the gaps left by Nazi destruction, the American Library Association has notified Headquarters that it is prepared to make a donation to UNRRA for Poland of a collection of about 750 books in English, published during the war and covering various fields of scientific knowledge. The Polish Government has accepted this gift. Similar contributions will be made to other countries where libraries were destroyed or damaged by the invader.

Numerous other contributions of supplies were made by organizations and individuals during the quarter; the gifts of organizations are listed in the appendix.

CHAPTER 2

RELIEF AND REHABILITATION SERVICES

The UNRRA Basic Agreement authorizes the Administration to provide not only supplies but also relief and rehabilitation services in the spheres of health, welfare, the care and repatriation of displaced persons, and of technical assistance in the rehabilitation of agriculture, industry, and public utilities. These services are essential in repairing the human and material devastation of war. Thus all UNRRA missions contain specialists who, if requested by the government, give assistance in its relief and rehabilitation services and advice in regard to supplies which cannot be selected or effectively utilized without a knowledge of the technical fields involved.

UNRRA's relief and rehabilitation services have, in general, progressed from a stage of emergency application to one of broader aims and more systematic use. This is particularly true of the present status of UNRRA's health and medical services. In an earlier stage they were determined largely by emergency needs--care for the seriously ill, measures against the epidemics of battle-torn areas, and the organization of basic sanitary services. These undertakings have necessarily continued, but the quarter has witnessed also the greater development of a second phase of the program--one concerned to a larger extent with public health measures of permanent value in the reduction of endemic and contagious diseases, and with the introduction of methods to determine and correct nutritional deficiencies in large sections of the population. Thus a substantial portion of UNRRA's field personnel is at present composed of a technical health staff dealing with various

special problems such as tuberculosis, maternal and child hygiene, epidemiology, nutrition, and sanitation. In Europe and the Middle East more than 221 physicians, nurses, sanitary engineers, and other technicians have been employed by UNRRA to aid in such problems. UNRRA's health personnel have also given advice in connection with the large quantities of medical and sanitation supplies which have been a part of the UNRRA supply program.*

UNRRA welfare personnel also have expanded their services to recipient countries, principally in connection with two functions. First, they have assisted in the re-establishment and development of country welfare services and programs. Particularly in Greece and Italy, UNRRA has participated in such projects, both through consultative services rendered to the governments directly and through membership in various welfare committees and agencies established for the purpose of advising appropriate authorities. Emphasis has been placed upon assisting the governments in estimating supply requirements for the operation of specialized welfare services and in the planning for homeless, orphaned, and war-victimized children and other groups requiring special attention, such as the aged, the physically handicapped, and resourceless persons.

Second, UNRRA welfare specialists have assisted in the organization and supervision of administrative machinery for the distribution of UNRRA food, clothing, and miscellaneous supplies. In some areas welfare administrative machinery has been inadequate, especially at local and provincial levels, to ensure the most efficient distribution of supplies. Problems have also arisen

*See "Medical and Sanitation Supplies," Chapter 1.

in connection with the determination of the need for free distribution, and, therefore, UNRRA welfare personnel have aided in the development of regional, provincial, and local committees through whose decisions individuals without purchasing power, and welfare institutions without resources, could be assured of free supplies. Other ways in which UNRRA welfare workers have aided governments in developing or utilizing appropriate local groups include the organization of volunteer helpers, the calling of nutrition conferences to explain the best use of UNRRA foods, and the establishment of school-activities programs to facilitate feeding during the school vacation periods.

Assistance to displaced persons, which quickly became a widely utilized UNRRA service in the liberated countries,* continued in the quarter in consequence of the stream of returning refugees from enemy or ex-enemy territory, the large numbers of United Nations nationals and stateless persons still displaced in liberated countries, and the difficulty of returning quickly to their homes even the internally displaced persons in war-devastated countries such as Greece and Italy. Displaced persons operations call to some extent for special personnel but also involve the services of health and welfare experts. When such operations are carried on among displaced persons in temporary camps and communities a wide variety of services is required to ensure the well-being of the residents and smooth administration. The services currently provided include special feeding, clothing distribution, medical and sanitation services, nurseries, kindergartens, educational activities for school-age children and adult groups, vocational training,

*Displaced persons operations in territory under the jurisdiction of the military are discussed in the following chapter.

camp employment, recreational activities, registration, identification, information services, and personal counselling.

Progress was made during the quarter in securing international agreement with regard to principles concerning the care and repatriation of displaced persons who are nationals of the United Nations. In June the Administration addressed to a number of European governments a communication suggesting that, through the medium of an exchange of letters with the Administration, the governments indicate acceptance of the provisions set forth in the proposed draft agreement on displaced persons, such acceptance to be contingent upon reciprocity on the part of other member governments. As of 30 September the Administration had received favorable responses from the Governments of Greece, the Netherlands, and Norway.

SOUTHERN, CENTRAL, AND EASTERN EUROPE

Albania

In Albania, UNRRA's relief and rehabilitation services have taken the form of counsel to Albanian health authorities and aid in the procurement of medical and sanitation supplies to meet critical situations menacing public health. Thus the UNRRA Mission rendered emergency assistance to the Albanian health authorities upon the outbreak of acute typhoid epidemics in Tirana and Durres which resulted from greatly expanded postwar populations and excessive strain on water and sanitary facilities. UNRRA's Mediterranean headquarters at Caserta supplied 150,000 units of typhoid vaccine; all Albanian medical personnel were mobilized; and thousands of Tirana's residents were hurriedly innoculated. New equipment for the city water works was installed, wells were disinfected, and measures were taken to provide city districts with pure water where the city mains were broken. To prevent another epidemic, the Mission arranged for the transportation to Tirana by air of 10,000 cc. of human anti-anthrax serum.

A portion of the supplies destined for Albania are earmarked for twenty-five thousand Khamerian refugees from Greece, who constitute the majority of the displaced persons in Albania. UNRRA's Albania Mission is assisting the Allied military in the repatriation of Italian displaced persons.

Czechoslovakia

While the Mission to Czechoslovakia has not yet rendered health and welfare services as such, it has conferred with the Government not only in regard to supplies for these services but also in reference to the utilization of new methods and techniques developed during the war period. Moreover,

UNRRA welfare personnel have been requested to assist in planning special programs which will be undertaken by voluntary agencies in connection with school lunches, youth hostels, and the training of welfare workers.

The health staff of the UNRRA Mission in Czechoslovakia has been assisting in the preparation of a list of necessary medical equipment which will complement the extensive health program of American Relief for Czechoslovakia, a voluntary agency. An urgent demand for insulin was met by an air shipment from the United Kingdom in mid-August. In early September, through an emergency appeal over BBC, UNRRA quickly obtained iron lungs for treatment of victims of poliomyelitis.

With special emphasis on the use of processed foods provided by UNRRA, the Government is actively developing a program for raising the nutritional standard of the population and the nutritional content of the national diet. As the result of conferences between the Government and the Mission, an UNRRA nutritional expert will cooperate with a Czechoslovak women's organization in making known methods for the best nutritional use of UNRRA foods.

The UNRRA Mission has been requested by the Czechoslovak Government to assist in providing care for externally displaced persons in transit through the country.

Greece

Greece provides an example of the steady development of UNRRA's relief and rehabilitation services within a country which has requested and encouraged such services.

UNRRA's assistance to the Greek Government in its disease-control programs continued on a broad scale. UNRRA, together with the Greek War Relief, a United States voluntary agency, has actively furthered the Greek Government's tuberculosis-control program both by the provision of supplies and by the promotion of clinical study. As a result of discussions with the Mission's tuberculosis specialist, the Greek Government has decided to create a special tuberculosis section in its Health Department. At the same time UNRRA's tuberculosis staff has been strengthened by the acquisition of portable X-ray equipment, and by the addition of teams for their operation. Two of these teams are already operating in Athens and the Peloponnesus and in Macedonia and Thrace. Each team, composed of a physician experienced in clinical and administrative tuberculosis work, a nurse, and a clerk, surveys a particular area to determine the extent of tuberculosis among the population, offers advice in the rehabilitation of sanatoria and dispensaries, and provides consultation to interested members of the medical profession. The three additional teams will be allocated to other areas as soon as the doctors assigned to them arrive in Greece. As a result of the surveys by these units, it is hoped that the Government will be able to make long-range plans for the control of tuberculosis.

In the continuing anti-malaria campaign in Greece, UNRRA has supplied material worth nearly $200,000, together with medical and other technical personnel. UNRRA has sent large quantities of DDT which are being used in the spraying of 750,000 Greek homes and farm and out-buildings in the malarial regions. For the spraying of swamps and other mosquito-breeding areas, four airplanes equipped with aerosol spray apparatus have been shipped. Four more are awaiting shipment, and two additional planes, together with spare parts,

will be sent in October. In addition, UNRRA has supplied large quantities of atabrine tablets and quinine for the treatment of approximately 2,500,000 malaria victims.

UNRRA has also shipped one hundred thousand units of penicillin. At the suggestion of the UNRRA Mission, a national committee composed of seven prominent Greek doctors and professors of pharmacology was formed to supervise its use. In consultation with an UNRRA physician, this committee framed a program for control of the distribution of penicillin and for the study of its clinical applications. Because of the limited quantities in which the drug is available, two cities in Greece--Athens and Salonica-were chosen as distribution centers. Price controls were imposed to defeat black market operations and to ensure its use where most needed.

In welfare activities the UNRRA Mission has continued its active cooperation with Greek governmental authorities. At their request the UNRRA Mission has organized a training program for the officials who are to administer Greece's new Public Assistance Law. In August UNRRA personnel acted as advisors at the first meeting of the Greek National Nutrition Committee, which is concerned with assessing the nutritional needs of the Greek people and with providing scientific information regarding the best use of food.

During August, the first UNRRA welfare supplies were allocated for a program of home industries and occupational training which is to be carried out under the Ministry of Welfare and a technical committee. Emphasis will be given to the allocation and distribution of materials and supplies for rural areas.

A number of the welfare projects in which UNRRA has rendered assistance were for the benefit of Greek children. Among these was a convalescent camp program, conducted through the summer months, for 55,000 weak and undernourished children, in which UNRRA provided minimum food supplies, medicines, and technical advice. A program for the supplemental feeding of 900,000 children has been undertaken by the Greek Government, in conjunction with the Greek War Relief Association and UNRRA, and is well under way. A secondary result of this program should be furtherance of the efforts of Greek authorities and agencies in re-establishing and expanding pre-war school feeding and child health institutions. Another activity of UNRRA welfare personnel in connection with Greek children was assistance to the Government Institute, through technical counsel, in a program for improvement of the living arrangements of homeless children.

A rehabilitation center has been opened in Athens as a project of the Greek Government, aided by two United States voluntary societies and UNRRA, for the benefit of both crippled children and adults. This marks the beginning of a nation-wide program for physical rehabilitation. At the request of the Government, an UNRRA specialist assisted in the planning and organization of this program as well as in the training of the local welfare personnel who are to participate in it. Another rehabilitation project in which UNRRA personnel have been engaged is the conducting of a preliminary survey to determine the extent of the needs of the blind in Greece.

A Greek Ministry of Repatriation has been formed. The UNRRA Mission has assisted this Ministry as well as the Ministry of Welfare in organizing the return, reception, and care of Greek nationals displaced in foreign countries. Two representatives of the Mission went to the assembly points at Munich and Brussels to make plans for advance notification and for a uniform movement of displaced Greek nationals to Greece. On 13 August the first group of two hundred Greek forced laborers from German prison camps was flown to Greece, and the repatriation plan calls for an average of fifteen daily flights.

An agreement effective on 1 August between UNRRA and the Italian Government provides for the repatriation of former Greek prisoners of war, hostages, and forced workers who are in, or passing through, Italy. The agreement defines the assistance which the Italian Government is to extend to these categories of Greeks through UNRRA's Italy Mission. A similar agreement between UNRRA's Greece Mission and the Greek Government provides for reciprocal treatment by the Greek Government of Italian nationals displaced in Greece.

The Greece Mission has continued to assist the Government in the maintenance and care of United Nations nationals displaced in Greece and also of internally displaced Greeks. In Athens an Assembly Center was opened, and in Patras a repatriation camp was taken over.

Italy

In Italy UNRRA continues to pursue a well-rounded health program comprising the study and remedy of serious nutritional deficiencies, the application of disease-control measures, and the provision of medical and sanitation supplies. The quarter has been marked by the minimization of separate and duplicate installations through the transfer of UNRRA medical services to

Italian agencies--a policy which is expected to release a number of UNRRA medical workers for reassignment.

As a result of the UNRRA supplementary feeding program and the joint planning of the Italian health authorities and UNRRA experts, Italy has pioneered in the establishment of nutritional deficiency as a notifiable disease through a nation-wide survey of mothers and children. When arranging for supplementary feeding all doctors in charge of clinics, orphanages, or maternity welfare units are required to furnish a standard report on clinical evidences of malnutrition. A pamphlet issued by the Italian High Commissioner of Health contains specific directives for the selection of groups and individuals entitled to receive UNRRA supplementary food rations. Thus the food program has been coordinated with the health program by so designing the distribution of essential foods as to raise the health standards of individuals and communities.

UNRRA has continued to cooperate with the Italian Government's programs for the control of tuberculosis and malaria. Because numerous Italians returning from Germany have been reported as tubercular, UNRRA X-ray teams have been sent to Florence, Grossetto, Siena, Arezzo, and Varese to begin examinations in camps established by the Allied Commission and the Government. In cooperation with the Government and various voluntary relief organizations interested in tuberculosis control, UNRRA has arranged for the medical examination of university students in Naples as well as in Rome. The malaria-control program is being continued by the Italian Government in consultation with the UNRRA sanitary engineering staff, which is training Italian engineers to supervise the work of malaria-control units throughout Italy. The Medical Nutrition Mission, sponsored by two United States

voluntary agencies--the Unitarian Service Committee and the Congregational Service Committee--and by UNRRA, has completed its studies in the Varese and Bologna areas and has begun an examination of the refugees at Camp Santa Croce in Rome and at Cagliari, Sardinia.

UNRRA has provided the Italian Government in the quarter with large quantities of medical supplies, including assorted pharmaceuticals, surgical appliances, equipment for the malaria-control and sanitation programs, X-ray supplies, mobile disinfector bathing units, and fifty completely outfitted army ambulances. Among the drugs provided, penicillin, in particular, has been in wide use. The Italian Health Ministry has arranged penicillin treatment for civilians at selected hospitals in Rome. The medical staff of the UNRRA Mission supervises not only the clinical administration of the drug but also the measures taken for the prevention of its sale in black markets and for the encouragement of its economical use.

UNRRA welfare personnel have continued to give assistance to the Government in connection with the organization and supervision of the supplementary feeding program for children and nursing and expectant mothers. In addition, UNRRA specialists have provided advice for the improvement of children's institutions, for the initiation of recreational programs for vagrant children, and for the reorganization along democratic lines of social services for children and mothers.

UNRRA aid to displaced persons in Italy, estimated to number about 75,000 at the present time, has continued and will be extended. On 30 September UNRRA was operating four camps, providing care for over 5,000 persons.

By 1 November 1945, according to present plans, UNRRA will have assumed responsibility for all displaced persons camps in Italy, including the fifteen previously operated by the military authorities. The camp operations embrace Italian displaced persons as well as United Nations nationals and the stateless. The Philippeville Camp on the North African coast, under the jurisdiction of the UNRRA Italy Mission, is in process of liquidation; 400 persons remaining in the Camp are awaiting transfer.

About 9,800 displaced persons outside the camps, of United Nations nationalities or stateless, were receiving assistance from UNRRA in cash or supplies on 30 September. In August the Allied Commission authorized UNRRA to extend its program of financial assistance to displaced persons in Northern Italy, to which area considerable numbers of Italian displaced persons have been returning from enemy or ex-enemy countries on their own initiative. UNRRA is, therefore, planning to open offices in Florence and other cities of Northern Italy.

The operation of the Central Records Bureau for tracing Allied displaced persons in Italy will become an UNRRA responsibility on 1 December.

Poland

While no agreement has been made with the Polish Provisional Government of National Unity concerning the extent of health and welfare services which UNRRA may develop in Poland, UNRRA's experts have been in consultation with the Government regarding various questions of relief under consideration. A program is being developed for the supplementary feeding of 4 million school children. The necessary steps were taken to provide the Government with the supplies and equipment needed to establish epidemic control in forty-five

reception centers for displaced Polish nationals returning from Germany, and arrangements have been made for the distribution of medical supplies under the direction of the Ministry of Health. It is anticipated that the Ministry will submit a request to UNRRA for medical authorities to lecture and demonstrate in clinical fields for the purpose of acquainting Polish physicians with new developments in medical theory and practice.

San Marino

In the agreement signed with the Republic of San Marino on 14 July 1945, UNRRA undertook to render a number of relief and rehabilitation services--assistance in the care and repatriation of displaced persons, in welfare services for children and nursing and expectant mothers, and in epidemic control. Services for the numerous Allied nationals and stateless persons who took refuge in San Marino will constitute one of UNRRA's responsibilities.

Yugoslavia

With the aid of an UNRRA photofluorographic unit transferred from Italy to Yugoslavia, a mass X-ray survey will be conducted in order to lay the foundation for a program to combat the spread of tuberculosis in Yugoslavia. A nutrition survey is also planned by the UNRRA Mission.

In accordance with its policy of enabling the medical profession of formerly occupied countries to become acquainted with recent scientific developments abroad, UNRRA has arranged to send two Yugoslav epidemiologists to the United Kingdom and the United States to study certain health programs. At the request of the Government, UNRRA brought Sir Harold Gillies, Consultant to the British Ministry of Health, to Belgrade to explain the latest develop-

ments in plastic surgery to surgeons within the country. British surgical teams have also been sent to Yugoslavia for work in a Belgrade hospital.

In several instances UNRRA's experts have been called upon by Yugoslav authorities to give technical advice in rehabilitation projects. During August, UNRRA's industrial rehabilitation specialists, together with representatives of the Yugoslav Government, completed an extensive survey of the lumber industry and reported that the extensive destruction necessitated . aid. UNRRA specialists are also assisting Yugoslav authorities in the construction of a small food dehydration unit at Kijevo, near Belgrade. The designs used in the building of this unit had been conceived and used by the United States Tennessee Valley Authority and were brought to Yugoslavia by UNRRA. UNRRA's advice has been requested by the Yugoslav authorities in the construction of new sanitary facilities, garbage disposal plants, and water works in Belgrade.

WESTERN AND NORTHERN EUROPE

None of the member governments of Western and Northern Europe has requested UNRRA to provide relief and rehabilitation services on a broad scale. However, in special instances UNRRA has made contributions in the form of consultation, surveys, and services to displaced persons. During the quarter new requests of this character have been made, especially by certain countries of Northern Europe.

Belgium

In July, at the request of the Allied military authorities, an UNRRA displaced persons team took over a camp at Chateau Lambert in Belgium for persons claiming British, British Colonial, and United States nationality who were being detained in Brussels pending investigation.

France

The health officer attached to the UNRRA Liaison Mission has been cooperating with French governmental authorities and the Pasteur Institute on experiments which may contribute to medical knowledge with regard to yellow fever vaccine.*

Norway

The Norwegian Ministry of Social Welfare has invited UNRRA Mission personnel to confer on the problem of the more than eight thousand children of German paternity in Norway as well as on the general problem of displaced children in that country. An UNRRA team of Norwegian welfare workers recruited for operations in Germany was loaned to the Norwegian Refugee Office

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* See below under "Expert Commission on Quarantine."

to aid in gathering information on displaced persons. While the displaced persons remaining in Norway, mostly Poles, are being cared for by the Norwegian Government, UNRRA has provided contributed clothing as well as mobile cooking and relief units for persons outside the camps.

ETHIOPIA

Progress has been made in the organization of the recently established UNRRA Mission to Ethiopia, which will have an initial staff of experts in health, welfare, and other relief and rehabilitation services. As indicated in the Director General's preceding report, the Mission will institute a services program with particular emphasis on public health and the care of homeless children.

THE FAR EAST

China

UNRRA's direct participation in the health relief program of the Chinese Government began in July with the arrival in Chungking of eighteen UNRRA doctors, sanitary experts, and nurses. Nine of the medical personnel came to assist in combating a cholera epidemic which had been a threat both to the civilian population and to Allied military forces. By September this epidemic had been brought under control, and the incidence of cholera was 50 percent less than in June. The improvement of the situation in Chungking made possible the transfer of UNRRA medical personnel to other danger zones. In Kwangsi and Kweichow Provinces, where serious outbreaks of cholera occurred, UNRRA medical and sanitary personnel assisted the Chinese National Relief and Rehabilitation Administration in setting up and operating a number of medical establishments, including four hospitals and five out-patient clinics. With the aid of

UNRRA medical personnel, innoculations were given against cholera, typhoid, typhus, and smallpox, together with medical treatment.

The welfare activities of UNRRA in China were limited by the small/staff ness of the available, but assistance was given to the Chinese National Relief and Rehabilitation Administration in its emergency operations among the dislocated populations of two recently liberated Chinese provinces. UNRRA personnel aided in the establishment and staffing of a field office in southern Kweichow Province, where these in distress were given relief through the procurement and distribution of tools, seed, and agricultural implements. In Kwangsi Province, UNRRA aided CNRRA in establishing medical, feeding, and shelter stations. Refugees were moved to areas better supplied with food or were given employment on repair and reconstruction projects. With the aid of seed and agricultural tools supplied by UNRRA, 80 percent of the population of the area were returned to their land, which is once more under cultivation.

The first organized movement of Chinese nationals displaced within China began in September when an initial small group of refugees was sent by the Government from Chungking to Hankow. UNRRA personnel, together with the American Advisory Committee, a voluntary agency, assisted CNRRA in the provision of food and shelter for these refugees.

In early September, the China Office of UNRRA received an urgent request from a representative of the American-Jewish Joint Distribution Committee for immediate financial aid for from twelve to fifteen thousand refugees in Shanghai, mostly German Jews. UNRRA provided a loan of $20,000 pending the arrival of the Committee's funds.

Concurrently with these measures of immediate relief there has been in process a program of recruitment and training for health, welfare, and displaced persons specialists who will work in China. Details of this program are given in Chapter 4.

Philippine Commonwealth

While UNRRA provides no systematic relief or rehabilitation services in the Philippines, its Mission experts have been called into consultation and have been asked for assistance in connection with special problems. In August, the Chinese Consul General in Manila requested the UNRRA Mission for aid in the repatriation of the Chinese nationals who had been brought to the Philippines by the Japanese as forced labor. The Commonwealth Government communicated with the Mission in support of this request. Arrangements have been made for a ship to return over a thousand of these displaced persons to China, and UNRRA will administer such procedures of repatriation as registration of evacuees, medical examinations, and preparations for their reception by CNRRA.

EXPERT COMMISSION ON QUARANTINE

The Expert Commission on Quarantine established under the International Sanitary Conventions of 1944 held four meetings in Washington in July, directing its attention mainly to problems of yellow fever. The Commission submitted a report, adopted by the standing technical Committee on Health on 26 September 1945, which included recommendations concerning the extension of the endemic yellow fever areas.

Under Article XI (10) of the International Sanitary Convention for Aerial Navigation, 1944, UNRRA's responsibility includes the standardization of criteria to which yellow fever vaccines should conform. UNRRA medical experts have assisted the French authorities in carrying out tests on French military personnel in the south of France to determine the efficacy of the yellow fever vaccine developed by the Pasteur Institute at Dakar. The sera from the bleedings is being titrated both in cooperating laboratories in Dakar and in the United States Public Health Laboratories in Hamilton, Montana. A subcommittee of experts will interpret the results of these experiments and will present its conclusions to the Expert Commission on Quarantine.

CHAPTER 3

DISPLACED PERSONS OPERATIONS

UNRRA's largest displaced persons operations are not those undertaken in various liberated countries, as described in the preceding chapter, but those carried on in areas wholly or partly under military jurisdiction, where masses of internationally displaced persons, victims of the Axis, await transportation to their homelands and meanwhile require care and rehabilitation. In conducting such operations in Germany and Austria, UNRRA, practically as well as theoretically, is under the jurisdiction of the Allied military authorities In its displaced persons operations in the Middle East UNRRA has greater practical authority, but there too it acts as an agent of the military authorities and is entirely dependent upon them for the transport essential to repatriation.

The limitations of the Administration's freedom of action must be borne in mind in approaching the record of its displaced persons operations as agent of the military. The acceptance of responsibility under the Allied military authorities enabled the Administration to render services of the greatest scope; it could not, however, determine basic policies or control conditions but was obliged to defer to whatever arrangements the military, in coping with a situation of extraordinary difficulty, considered to be practicable or in the interest of military security. While the record of displaced persons operations has thus not been without temporary compromises with circumstance, it has, all in all, been one of steady progress in which the military have cooperated with the Administration in the alleviation of original difficulties.

GERMANY

The outstanding accomplishment of displaced persons operations in Germany is the extent to which repatriation, the ultimate purpose of these operations, has been actually effected. By the end of September approximately 5,300,000 persons had been returned to their homelands, chiefly in Western and Southern Europe, from the British, French, and United States zones of occupation. Of these, 1,746,000 were repatriated during the period from 1 July to 30 September A smoothly working arrangement between the Russian forces occupying Eastern Germany and the Allied military forces in Western Germany has facilitated the orderly exchange of displaced persons according to destinations. In the British, French, and United States zones of occupation there remained, as of 30 September 1945, about 1,300,000 displaced persons, mostly from Central and Eastern Europe, as compared with more than 6,600,000 in the same area at the end of hostilities. In view of the diversity of nationalities as well as current difficulties of transportation, the speed with which displaced persons in the British, French, and United States zones of occupation were repatriated may well be viewed with amazement.

The progress of repatriation has resulted in numerous Assembly Centers being closed, consolidated, or placed under the jurisdiction of one UNRRA team. In particular, camps unsuited to cold weather were closed and the displaced persons transferred to better-constructed accommodations. It is estimated, however, that about 400 Assembly Centers will continue in operation during the winter. The displaced persons remaining are principally those who are difficult to repatriate, and the special problems of their maintenance and care will engage the best efforts of the Administration for some time.

With the dissolution of SHAEF early in July, the Administration and the theater commanders of the British, French, and United States zones continued the terms of the agreement with SHAEF under the Combined Displaced Persons Executive (CDPX) which was established to maintain Allied cooperation in displaced persons operations. Previous reports have described the progress of the Administration in furnishing to the Allied military authorities large numbers of qualified personnel to administer, under military supervision, the many Assembly Centers which were created in Germany to shelter and care for United Nations and stateless displaced persons pending their repatriation. The third quarter has been one of further progress, with the number of UNRRA employees in the field reaching a total of 4,323 on 30 September 1945. A total of 449 additional UNRRA personnel were in Haaren, Holland, which has superseded Granville as the mobilization center for UNRRA displaced persons operations in Europe, in readiness for deployment.

Although the ultimate authority and the determination of basic policy have remained with the military, UNRRA teams have assumed full responsibility for the administration of approximately one hundred Assembly Centers. In the remaining Assembly Centers UNRRA teams supplement military personnel, especially in connection with the rendering of special health and welfare services, and cooperate with the military in developing programs and in directing operations.

The military authorities are responsible for the provision of shelter, transport, and basic supplies. UNRRA provides supplementary supplies comprising welfare, recreational, and vocational materials and equipment, as described above in Chapter 1. This phase of the UNRRA program is expected to develop further in the near future, especially as regards the furnishing of blankets and clothing needed for the coming winter.

Staffed by UNRRA personnel under the direction of the military authorities at CDPX, the Central Records and Tracing Bureau began during the quarter to deal with the heavy volume of requests from all parts of the world for assistance in locating relatives and friends among the displaced persons of Germany. Arrangements with the Soviet authorities have made possible the extension of this work of the Bureau to all parts of Germany. A similar service is beginning to function in Austria.

The efforts of UNRRA have been greatly aided by the many voluntary agencies representing several nationalities, which, in accordance with the UNRRA-SHAEF agreement of 7 May 1945, have made arrangements with UNRRA and the military for supplementary projects. As of 30 September such voluntary agencies had contributed trained personnel amounting to 33 teams and totalling 330 persons working under UNRRA's general supervision. Prominent among these voluntary agencies are the National Red Cross Societies, the International Red Cross Society, the War Relief Services of the National Catholic Welfare Committee, the American-Jewish Joint Distribution Committee, Don Suisse, (of Switzerland), the Polish War Relief (of the United States), the International YMCA-YWCA, and the American Friends Committee.

UNRRA has also been instrumental in effecting arrangements for certain adjacent neutral countries to open their doors and extend their resources to special groups for temporary care and convalescence. UNRRA has helped to effectuate and administer such arrangements with both Sweden and Switzerland.

Having negotiated the original plan with Sweden and worked out its execution with SHAEF and the United States 21st Army Group, UNRRA carried out in the quarter the registration of ten thousand displaced persons from Germany destined for temporary care and recuperation in Sweden. An additional eight hundred and fifty persons were selected by the military, and five hundred Dutch hospitalized persons scattered over the British zone were also sent. The Swedish Government authorized members of UNRRA to accompany children from the Bergen Belsen Camp and to aid in their care during the early weeks of their stay.

By agreement between UNRRA and the Don Suisse, Switzerland offered to care for two thousand unaccompanied children under the age of twelve for six months, if UNRRA would help to select the children and would cooperate in their supervision in Switzerland. When sufficient unaccompanied children of this age could not be found, UNRRA arranged for Switzerland to take 350 children of ages fifteen to seventeen. The group of refugees which arrived in Switzerland in the last part of June comprised 58 girls, 279 boys, and 11 parents.

Perhaps the most significant achievements of displaced persons operations in the quarter have been in the steady correction of such inadequacies of facilities, methods of care, and administrative organization as were due to the initial meagerness of resources and the speed with which the displaced persons project had to be put into operation. These factors made improvisation in some degree inevitable until the problems could be brought under control.

While providing new accommodations wherever possible, UNRRA and the military authorities, have made all practicable improvements in such former concentration camps as were retained and reorganized for lack of other facilities or because the residents were too debilitated to be moved. Original aspects of the former concentration camps were eliminated as far as possible by the burning of unfit buildings, the cleansing and renovation of those remaining, and the installation of improved sanitary facilities.

Progress has been made especially in the provision of facilities and personnel for the treatment and rehabilitation of the sick, such as the thousands who in former concentration camps became victims of acute malnutrition. Thus at the former Belsen concentration camp UNRRA has set up a hospital for the care of the twenty-one thousand displaced persons remaining. Through this large medical undertaking typhus has nearly disappeared, Almost one-third of the patients are tubercular cases, and such cases have since the beginning of operations been hospitalized, New plans are directed toward the discovery and treatment of recent and light infections contracted under conditions of Nazi slave labor and life in concentration camps.

Every effort is being made to forestall illness and suffering during the coming winter by special medical and sanitary provisions as well as by securing adequate supplies of clothing and blankets. Stockpiling of preventive medicines is in progress. Approximately one thousand UNRRA doctors and nurses will be working on the health problems of displaced persons in the British, French, and United States zones this winter. They will be assisted by an estimated four hundred doctors, dentists, and nurses taken

from the displaced persons population. The staff includes sanitation officers, nutrition experts, and hospital technicians. Army centers will provide complete surgical service. Medical work among displaced persons has already been greatly benefited by the transfer to UNRRA of United States Army personnel and facilities, as well as through Military Government requisition of bed space for displaced persons in German hospitals.

Improvements have also been made in the psychological rehabilitation of the displaced persons who have temporarily lost mental integration through their harrowing experiences under Nazism. One of the most interesting rehabilitation projects of UNRRA is the displaced persons camp at Feldafing, where six thousand Jews from Buchenwald, Dachau, and other former concentration camps are being treated. Many of the inmates of Feldafing were found to be suffering from amnesia, or to be completely unstable emotionally, as the result of their physical debilitation. The special regime of rest, care, and nutrition which has been instituted for these people has returned most of the individuals of this group to normality in a surprisingly short time, averaging about two months.

In various ways UNRRA is attempting to meet the needs of those who present problems in the maintenance of morale because their stay in Assembly Centers must be relatively long. It has made changes in the professional quality of its personnel, particularly by introducing a larger proportion of specially trained welfare workers. These workers are initiating improvements in the processes for the mental, moral, and social rehabilitation of displaced persons. Programs of entertainment have been set up through the provision by UNRRA of recreational supplies. With the help of the shop and craft tools provided by UNRRA,

courses in occupational therapy and programs for vocational rehabilitation have been organized. Both UNRRA and the military authorities have recognized that the employment of displaced persons inside and outside the camps has not been sufficiently developed. Such employment will be made available in the future, provided that displaced persons desire it and that adequate safeguards can be imposed to ensure that the work is surrounded by reasonable conditions. Full implementation of this policy would be an important step forward in the re-adaptation of displaced persons to ordinary life.

Provision for the religious needs of the displaced persons in UNRRA camps is being made through utilizing the cooperation of the voluntary agencies which represent specific religious groups, and by giving such agencies all necessary facilities.

Certain problems have been encountered which are peculiar to the national, political, and religious groups into which the displaced persons fall. These groups, having distinctive needs, are best placed in separate areas or quarters where they can maintain their established customs and institutions under homogeneous conditions. This is particularly true of nationality groups. In the early stage it was difficult or impossible to organize the population of camps according to nationality, the method most conducive to harmonious social relationships and self-government. Later, especially in the instances where existing relationships were inharmonious for political or other reasons, national groups were separated whenever possible.

Special efforts and methods were called for in the case of Jewish displaced persons in consequence of their particular sufferings and the difficulties in adapting the current environment to their situation. Those who could be more easily repatriated to their former localities were transferred individually; later, large-scale transfers were carried out. Every effort has been made to improve the condition of the Jewish displaced persons who have had to remain for the present in German camps or centers. Certain American-Jewish organizations, working in behalf of Jewish displaced persons, have made arrangements with UNRRA and the military to undertake programs of a religious and cultural nature in the United States zone in the near future.

The special problem of groups comprising persons who are difficult to repatriate, or who have not as yet indicated a desire for repatriation, was clarified by the action of the Council at its Third Session in amending Resolution No. 57. Resolution No. 71, which effected this amendment, authorizes the Administration to care for such persons, exclusive, of course, of collaborationists and war criminals. This arrangement will exist for a period of six months, at the end of which time the Administration is to review it. Further provisions of Resolution No. 71 place upon the Administration the obligation to make every effort, in consultation and agreement with the competent or political occupying authorities, and with the governments concerned, to encourage the repatriation or return to their homes of the displaced persons concerned.

A third type of problem which has received major consideration is the improvement of the displaced persons administrative organization, including UNRRA's relationship to the military, with a view to more effective operations.

This problem concerns in part the difficulty of securing sufficient opportunity for UNRRA personnel, originally so widely dispersed among the military, to function in cohesive groups with broadly defined areas of jurisdiction. Improvement has been made by assembling a larger number of UNRRA personnel in complete teams and by acquiring for such teams, wherever possible, the entire management of Assembly Centers. A second phase of the administrative reorganization has been the achievement of more centralized direction and coordination of the work of UNRRA's field personnel. In the first weeks after VE-Day UNRRA's administrative staff could not be fully established, with the consequence that UNRRA workers were given too little guidance and assistance in their work. The quarter, however, has been marked by the strengthening of UNRRA's Field Staff Headquarters in Germany and the transfer of certain operational matters from the European Regional Office to the field. The changes were initiated in July with the temporary appointments of E. E. Rhatigan, of the European Regional Office, to administer the Field Headquarters Staff and to coordinate the activities of UNRRA teams and personnel. In September Lieutenant General Sir Frederick Morgan, K.C.B., was appointed director of UNRRA's displaced persons operations in Germany. Several other administrators were also designated. Today UNRRA's administrative organization and its personnel are fully equipped for any responsibilities which may arise.

It had been hoped that by this date UNRRA would have concluded a new agreement with the military authorities, permitting the enlarged authority essential to the most effective conduct of its operations. This hope has not materialized but provisional agreements have been reached with the British, French, and United States military authorities which are now under final

consideration at the highest levels. It is expected that the signing of the agreements with the military authorities will take place within the coming quarter.

According to the proposed agreements, which are substantially the same except for variations in respect to the responsibility of the military for supplies, UNRRA would have jurisdiction over Assembly Centers, subject to the reservation of certain military interests. The military authorities would retain the over-all supervision of matters affecting displaced persons as well as executive rights in connection with the enforcement of law, order, and security. The military would also retain final authority over questions of the movement of displaced persons, but UNRRA would have a voice in decisions regarding such matters. The precise scope of the military responsibility for supplies is still the subject of discussion. In this matter the Administration is bound by Council Resolution No. 71, adopted at the Third Session, which provides that "the basic supplies, equipment and transportation, whether indigenous or imported, necessary for the care and transportation of displaced persons within Germany, shall not be a charge on the resources of the Administration."

AUSTRIA

UNRRA's displaced persons operations in Austria were organized during the quarter. While two UNRRA teams were operating at the end of June, an administrative staff first arrived in August. Headquarters were set up for the British zone in Klagenfurt, for the French zone in Innsbruck, and for the United States zone in Salzburg. By mid-September twenty-eight UNRRA teams were operating in Austria. By the same date, five Flying Squads (mobile feeding units) for use in feeding displaced persons outside camps had been dispatched to Austria. At the end of September another Flying Squad, consisting of thirty medical and feeding trucks, left for Austria from the United Kingdom.

UNRRA operations in Austria rest upon interim arrangements with the Allied military authorities whereby UNRRA is to furnish a number of teams to work in Assembly Centers. The military have the responsibility for provision of supplies while UNRRA is responsible for the administration of the camps and the coordination and supervision of the various services rendered to displaced persons. Within the scope of the temporary agreement UNRRA personnel are subject to military command and control with, however, UNRRA administrative channels being employed whenever and wherever possible.

It is estimated that about 145,000 displaced persons in the British, French, and United States zones are eligible for UNRRA's assistance. Sufficient UNRRA teams will be provided to care for this number.

THE MIDDLE EAST

By the end of the second quarter it had been expected that UNRRA's program for the repatriation of refugees in the Middle East who are eligible for UNRRA's assistance would be substantially completed in the autumn of 1945 through the large-scale return of Greeks and Yugoslavs. With the diversion of shipping to the Far East, however, only enough transport was available to permit the repatriation of thirteen thousand persons during the quarter. This delay made necessary a readjustment of the Administration's plans. The camps which it had planned to close by the autumn of 1945 will have to remain open until the Administration succeeds in its efforts to secure from the military the shipping facilities necessary for the return of their residents. About ten thousand are in the two remaining UNRRA camps--El Shatt and El Arish--and twenty-five thousand, for whose repatriation UNRRA has also assumed responsibility, are outside the camps.

During the quarter, responsibilities for certain new groups of displaced persons in the Middle East have either been accepted by UNRRA or been taken under consideration. Following discussions between members of the Greece Mission and the Middle East Office, plans were made for the repatriation of Greek refugees to the Aegean islands, and these plans were carried out as far as possible during the quarter. Plans for repatriating the several thousand Greeks from the Belgian Congo and Tanganyika were also made, and it is expected that this repatriation will be undertaken during the next quarter. At the end of the quarter, UNRRA had begun operations for the transfer of about 1,100 Greeks from Ethiopia to their home/ land via Suez and the El Shatt Camp.

UNRRA's Middle East Office, at the request of the Czechoslovak Minister in Teheran, is exploring the possibility of assisting in the repatriation of Czechoslovak refugees from Iran. Under discussion by UNRRA, the British military authorities, and the Polish Government is the problem of repatriating forty thousand displaced Poles who are dispersed in Persia, India, Palestine, and Africa. UNRRA's role in this undertaking would be the assembling of these persons in Middle East camps for final repatriation.

At the request of British Military Headquarters at Cairo, arrangements were made by UNRRA for a loan of sufficient clothing from the Balkan stock-pile to meet the emergency requirements of about two thousand British women and children, repatriates from Japanese concentration camps, who are on route to England.

CHAPTER 4

PROGRAM FOR THE FAR EAST

With the early termination of the war against Japan, UNRRA's Far Eastern Program required quick adjustment to a new situation. The Administration, while completing its determination of the needs of that region and of the supplies available, had originally scheduled its procurement and shipments on the assumption that, for a considerable period longer than proved to be the case, only such supplies could be delivered to China as could be flown by air or hauled over the mountains from India. Despite this assumption, the Administration, in conjunction with the Chinese National Relief and Rehabilitation Administration (CNRRA), had developed an "Initial Ports Program" -- a plan for procuring some 800,000 tons of supplies for the first liberated port areas. UNRRA was therefore not unprepared when Japan collapsed so much sooner than had been expected. However, it was necessary to effect great acceleration in supply procurement, shipping arrangements, and the recruitment and deployment of personnel. Intensified efforts have resulted in the substantial completion of these readjustments. The only major obstacle remaining is the uncertainty with regard to further financial contributions from the member governments, the lack of which would greatly limit the scope of the Administration's activities in the Far East.

CHINA

China, which resisted the enemy longer than any other country and suffered extensive devastation in the struggle, has needs far exceeding those of any other liberated territory of the Far East. It will, therefore, be the principal recipient of the Administration's assistance in the Far East. While by the end of the quarter China had still received only token aid,* the same date marks the beginning of the large-scale assistance preparations for which had been in progress for a considerable time.

On 2 August the Director General made a determination of China's inability to pay which incorporated the conclusions submitted on 27 July by a subcommittee appointed under Resolution No. 23:

> Having taken into account the present foreign exchange assets of the Chinese Government, and its estimated sources of foreign exchange during the first year following liberation, and having considered the statement made by the Chinese Government in regard to the urgent demands on its foreign exchange resources (including the financing of part of the Relief Import Program itself), the Subcommittee recommends that the Chinese Government be considered not to be in a position to pay with suitable means of foreign exchange for relief and rehabilitation supplies and services which the Director General will make available to the Chinese Government in the period up to 30 June 1946, in accordance with resolutions and policies of the Council and within the limits imposed by UNRRA's resources.
>
> In view of the tentative nature of estimates of foreign exchange receipts and requirements on which this determination is based, the ability to pay of China will be examined again not later than 30 June 1946.

*See "China" in Chapter 1.

Draft Agreement between China and UNRRA

On 5 September the draft of a basic agreement between the Government of the Republic of China and UNRRA was forwarded to the China Office for final negotiation, and its early signing can be confidently anticipated. In respect of basic principles the agreement is substantially the same as that which has generally been made with recipient governments of Europe. It provides for UNRRA's furnishing the Chinese Government with relief and rehabilitation supplies and services for such a period as China is determined to be unable to pay therefor with suitable means of foreign exchange. The Government is to pay in Chinese currency the local currency expenses of the Administration and to expend for relief and rehabilitation purposes within a reasonable time funds equivalent to the net proceeds of the sale of UNRRA supplies. The Government assumes responsibility for the distribution of UNRRA supplies, which is to take place in accordance with Council policies.

The agreement envisages the representation of the Chinese Government, in its relations with UNRRA, by the Chinese National Relief and Rehabilitation Administration (CNRRA), an agency established in January 1945 to formulate and carry out a comprehensive program of relief and rehabilitation in China. The Administration is, at the request of the Government, to recruit certain technical and administrative personnel who, while they will be responsible administratively to the Director of the China Office, shall be assigned to posts in the Chinese National Relief and Rehabilitation Administration, or Ministries of the Government cooperating with this agency, and shall be responsible to executives of CNRRA for all technical and advisory assignments.

Schedule of Shipments for the Remainder of 1945

Now that at last supply ships can reach the Chinese people, arrangements for shipments are being made without waiting for the formal conclusion of an agreement or the settlement of all details of the China Program. Three ports are now ready to receive supplies--Shanghai, Tsingtao, and Kowloon. The first eleven ships, with cargoes consisting principally of food, trucks and medical supplies, will depart in October from Canada, the United States, and the Pacific theater.

The Administration is preparing, on the basis of the funds and supplies now available to UNRRA, detailed schedules of contemplated shipments to China during the remainder of 1945. Over 180,000 tons have been scheduled for shipment during October and November, and the Administration expects that by 1 January 1946 supply shipments to China will approach 250,000 tons.

More than half the commodities schedules for shipment this year are food, including wheat and flour, rice, and dried and evaporated milk. Trucks also constitute an important item of the program, more than 2,100 being scheduled for shipment in October and November alone. The trucks, a large number of which will be loaded on each ship carrying supplies, will help to solve the problem of bringing supplies inland, as well as that of distributing indigenous supplies. They will rush food, clothing, and medical supplies to population centers and rural areas where famine, want, or the danger of epidemic is greatest. Among UNRRA's supplies will also be materials and equipment for the feeding stations and emergency shelters which will be hastily established in areas of distress.

First Six Months' Program

The shipments planned for the remainder of 1945 constitute only a small part of a larger program which, after long study and revision of the request for supplies submitted by the Chinese Government to UNRRA in September 1944, was accepted by the Administration in August 1945 as a guide to procurement for the first six months after liberation, to the extent that funds are available.

In terms of tonnage, food, consisting preponderantly of rice, wheat, and flour, is the largest single item. Because of the need for transportation equipment, industrial rehabilitation materials will be second in volume of tonnage, and agricultural rehabilitation items enabling the Chinese people to produce more food for themselves will be third. Other categories of commodities provided for are textiles, especially cotton cloth and raw cotton, and medical and sanitation supplies.

Negotiations Concerning the Purchase of Military Surpluses

In order to accelerate the delivery of programmed supplies to China when additional funds become available, UNRRA is undertaking surveys of available United States military surpluses in the Far East and the Pacific area and is concluding negotiations with the military authorities for their purchase. The Administration is developing a program for procurement of $50,000,000 worth of surplus military supplies in categories which command high priority. As funds become available the Administration is entering into firm contracts. It is evident that such purchases of surplus military supplies will make possible earlier deliveries and result in advantageous prices which will permit the acquisition of more supplies than could otherwise be provided.

At the end of the quarter an Area Surplus Procurement Agent had been appointed, and arrangements had been completed, in conjunction with the Army-Navy Liquidation Commission, for UNRRA to purchase the cargoes of two ships then in Far Eastern waters, amounting to a total of over 11,000 tons. The purchase of eight other cargoes afloat in the Pacific was also under negotiation.

In addition, the China Office has been provided with an advance of $2,000,000 against which this office may make emergency purchases of locally available United States government-owned surplus supplies in China. Procurement of these supplies will eliminate time-consuming shipping and will permit the military authorities to dispose of supplies without having to transport them back to the United States. Because of the critical inland transportation situation, the first step will be to obtain Army trucks and other transportation equipment as soon as they are released by the Army.

The Southwest Pacific Area Office, with its headquarters at Sydney, Australia, is also playing an important role in procurement for the China Program. It is surveying the large stockpiles of military surpluses in Australia and New Zealand and is also procuring from those countries sheep, cattle, and agricultural rehabilitation items for China. Proximity to China makes it possible for its supply specialists to study at first hand the conditions and needs of the areas where relief will be carried on, and to plan their purchases accordingly.

Office for the Far East

The prospective execution of this extensive supply program and of its attendant service undertakings has necessitated substantial organizational and administrative changes. Thus, within recent weeks, the Headquarters organization responsible for coordinating and expediting the Far Eastern Program has

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been considerably strengthened. The Far Eastern Division was reorganized as the Office for the Far East, reporting directly to the Senior Deputy Director General. J. Franklin Ray, Jr., has been appointed Director of the Office for the Far East. It is responsible for supervising field offices now established or to be established in the Far East and Pacific areas as well as for coordinating the plans of the various Headquarters units into programs for the procurement and shipment of supplies and equipment and the recruitment, training, and dispatch of field personnel.

The China Office

The transition from the planning to the operational stage of the China program called also for an expansion of the UNRRA organization in China. The main UNRRA Office in China will be moved from Chungking to Nanking, with a major branch office in Shanghai. The Nanking Office will maintain liaison with representatives of the Chinese Government. The office in Shanghai will be concerned primarily with matters of supply and related operations. Regional organization within China will consist initially of offices in the main distribution centers of Shanghai, Canton, Tsingtao, Dairen, Tientsin, Hankow, and Kaifong, and eventually of fifteen regional offices. By the end of September deployment of personnel to Shanghai, Canton, and Tsingtao, to aid in preparations for the receipt and distribution of the first major UNRRA cargoes, had already been started.

This territorial reorganization of the China Office will effect a better coordination with the regional organization of CNRRA. A most cooperative relationship has existed between the China Office of UNRRA and the officials of CNRRA, a relationship which has been strengthened as the period of planning has come to an end and that of actual relief operations has begun. The

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cooperation extended to the China Office by the Allied military authorities in China has also been very helpful, especially their willingness to provide information concerning conditions affecting the planning of relief and rehabilitation in areas about to be liberated.

Recruitment for the China Program

The sudden acceleration of the China program made necessary a rapid expansion of staff. The China Office as of 30 September 1945 had only fifty-three persons on regular appointment and twenty-one others en route to China. CNRRA was likewise very inadequately staffed for the tremendous program ahead. While CNRRA proposed to carry on its operations primarily with local personnel, it requested the assistance of UNRRA in procuring many of the highly trained professional workers whom it needed in its operations. The program of recruitment for China is distinctive in that candidates are sought who are highly specialized technicians, although capable also of working in fields broader than their specialty. A large proportion of the positions calls for experts in health, welfare, and agricultural and industrial rehabilitation.

A part of the recruitment previously scheduled for 1946 has now been moved up to the present year. Headquarters has been requested to provide at the earliest possible date a total of 1,048 persons for service in China of whom nearly half are scheduled for work with CNRRA and the cooperating Chinese Ministries. These positions have been budgeted and are now the object of active recruitment. A broad representation of member governments is sought and it is hoped that, with their cooperation, approximately 40 percent of the positions will be filled outside the United States. UNRRA will recruit as largely as possible in the Far East, especially among military personnel.

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On 29 August the Secretary of War authorized the release, for work with UNRRA, of United States Army personnel in the Pacific and China theaters eligible for discharge. He also made applicable to the Pacific area arrangements which had previously been made for the transfer of Army personnel in Europe. The British Army has also been helpful, and Lord Mountbatten's Command has been instructed to aid UNRRA in the recruitment of personnel from that Command. The Canadian Armed Forces have issued similar orders. Progress is also being made in obtaining personnel from the various war agencies which are reducing their staffs.

The voluntary agencies promise to be another source of personnel. Subsequent to the Seventh meeting of the Committee of the Council for the Far East, in Australia, the Administration circularized the Councils of Voluntary Agencies in Australia, New Zealand, Canada, England, South Africa, and the United States with a view to determining the resources that the respective constituent voluntary agencies could contribute to Far Eastern theaters of operation. All the Councils have indicated that they are proceeding with the inquiry.

The difficulty in meeting the recruitment schedule lies largely in the practical problem of getting personnel to China. Headquarters are trying to eliminate some of the obstacles which delay this process. For personnel leaving from the United States, these have included passports, military permits exit permits (in the case of aliens), and arrangements for air or ocean transport. In addition, all personnel have had to be fitted into the entry quotas set by the military authorities in China. The previously established cooperative relations between UNRRA and military authorities in China continue to be

of the utmost value in facilitating the movement of UNRRA personnel into China and the travel necessary in performance of their duties. The assistanc of the military authorities, who are in control of the principal air routes in China, will for many months be essential to the expansion of UNRRA progra of the post-surrender period.

Training of Personnel

Operations as difficult and specialized as those planned for China have called for the institution of a special training program, which, like the program of recruitment, embraces both the personnel assigned to UNRRA's China Office and many persons who will work with UNRRA in technical and advisory capacities.

In order to give personnel recruited for China by Headquarters a brief but useful orientation to UNRRA and to Chinese relief problems, the UNRRA Training Branch has established a training center at the University of Maryland. The work is carried on by a staff of specialists in Chinese affairs and is designed to make the fullest utilization of the short time, averaging three weeks, during which the recruits will be in residence at the Center. Primary stress is placed upon providing an understanding of the aims and organization of UNRRA, an appreciation of the basic social, political, and economic institutions of China, and a knowledge of the Chinese governmental organizations concerned with UNRRA's program in that country. A brief but intensive introduction to the Chinese language, with emphasis upon the learning of words and phrases of maximum utility, is given by Chinese instructors.

Reference was made in the Director General's preceding report to the administration's compliance with a request of UNRRA for the despatch to China of medical and public health experts to assist in the training of Chinese

personnel in medical centers to be established by the Chinese Government. A number of such experts are now in China, and training is in progress which includes courses in public health, sanitary engineering, and nursing.

During the quarter beginnings were made in a program for the training of a number of Chinese welfare workers. In July the Administration agreed to finance the training of twelve Chinese welfare experts who wished to pursue studies in the United States on relief and rehabilitation problems. In addition, the Administration is cooperating with CNRRA in a project of recruiting and training approximately sixty Chinese welfare workers, now resident in the United States, for return to China. Other Chinese welfare workers are being trained by UNRRA personnel in China in cooperation with CNRRA. UNRRA has been requested by CNRRA to provide the supplies necessary to establish five centers in China for the training of local personnel who are to be used in relief operations; this request is being met.

PHILIPPINE COMMONWEALTH

The question of a program for the Philippines extending beyond the $1,000,000 emergency relief program* is still the subject of consideration and negotiation, but various activities of the Administration during the quarter were designed to lay the foundation for possible broader undertakings and, in any case, for useful liaison with authorities of the Commonwealth and of the United States Army. Thus, in response to an invitation from President Osmena, the Director of the Southwest Pacific Area Office spent the period from 8 to 13 July in Manila conferring with government and military authorities on general conditions and relief problems in the Philippines, as well as on arrangements for the receipt and distribution of

*See "Philippine Commonwealth" in Chapter 1.

supplies provided under the emergency program. It was decided that UNRRA would establish an office in Manila, consisting initially of a Chief of Mission, a Public Health Officer, and a Distribution Officer, which would maintain liaison with appropriate military authorities in the Southwest Pacific Area, make the necessary arrangements in connection with the emergency program, and serve as the nucleus of an operating unit should a larger relief program for the Philippines be undertaken by UNRRA. Early in August the Director returned to the Philippines and set up the Manila Office, which is now prepared to operate on a limited scale and which can expand as occasion demands.

In addition to relief operations in the Philippines, it is anticipated that one of the most important functions of the Manila Office, now that hostilities have ceased and large quantities of Army surpluses have been made available, will be to arrange for the purchase on behalf of UNRRA of suitable army surpluses in the Philippines for the Far East. The recruitment for work with UNRRA of army personnel in the Philippines eligible for release may develop into another major activity of the Manila Office.

KOREA AND FORMOSA

Under Resolution No. 76, adopted by the Council at its Third Session, Korea and Formosa were designated as areas in which the Administration was authorized to operate upon the same terms and conditions as in other liberated areas. Since the adoption of this resolution, the Administration has communicated through appropriate channels with the Soviet and United States military authorities occupying respectively the Northern and Southern Zones

of Korea. Letters of the Director General informed them of Korea's eligibility for assistance from the Administration and requested the arrangement of liaison between the Administration and the military authorities in these areas in order to enable the Administration to receive the necessary information and to plan appropriately for its activities.

Relief and rehabilitation in Formosa are provided for in the general China Program.

DISPLACED PERSONS PROGRAM

As of the end of the quarter the Administration's program for the many millions of displaced persons in the Far East still had such uncertainties as were inevitable from the sudden termination of hostilities. Most member governments with Far Eastern territories had not indicated the exact extent of their need for UNRRA assistance, and the Administration was also without sufficiently precise information regarding the number and location of displaced persons in the areas in question. The Administration has, however, formulated its basic policies, which are determined by the UNRRA Agreement and the Council Resolutions, and has also taken steps to learn at the earliest possible moment the conditions and needs which will govern the extent of its activities. The Administration is prepared to assume responsibility as soon as the member governments desire.

Basic Administrative Policies

At the fifth session of the eighth meeting of the Committee of the Council for the Far East, held in London on 21 August 1945, the Administration outlined as follows its appropriate functions and the measures which it was prepared to take:

1. To send a few specialists into the Far East and to ascertain, in consultation with the governmental and military authorities, the size and character of the problem and to supplement this information by any other information which can be obtained immediately from other sources.

2. To enter into negotiations with the appropriate governmental and military authorities so as to determine to what extent the assistance of the Administration may be required for service in the care and repatriation of the United Nations nationals and other persons eligible under Council Resolutions.

3. To operate as an international agency for the co-ordination of services and repatriation and to facilitate the care and repatriation of displaced United Nations nationals and other eligible persons found in United Nations areas of the Far East.

4. To provide special services as far as practicable, on the request of the governments desiring assistance, in handling problems of care for internally displaced persons and in the care and repatriation of externally displaced persons.

The Committee for the Far East agreed to all four items in the above statement and, at its ninth meeting, advised the Administration to take immediate action in regard to one of them, namely, the project of a specialists' exploratory mission.

Specialists' Mission on Displaced Persons in the Far East

On 20 September the Administration informed the Committee of the Council for the Far East of its concrete plan for the specialists' mission, which was assigned the following functions:

1. To ascertain the facts as to the location and probable numbers of externally displaced persons in the various countries of the Far East, including stateless persons.

2. To discuss with governments in the Far East the extent to which they may desire assistance by UNRRA in the handling of problems involved in the care, assistance, and repatriation of externally displaced persons in the Far East, without, however, finally committing UNRRA except after reference to Headquarters.

3. To ascertain what UNRRA may face in the way of work-load incident to the care and assistance of displaced stateless persons in the Far East.

The mission will consist of four persons and will be headed by Pierce Williams. A member of the group, now stationed at UNRRA's office in Australia, has been instructed to proceed immediately to Manila to secure information from the military concerning the size of the problem and the assistance which UNRRA should render, in either the military or post-military period, in territories under Allied military control such as Japan, Korea, and Formosa. It is planned that the mission will assemble in Shanghai early in October. The areas to be visited include the Netherlands East Indies, Malaya, Burma, India, Indo-China, China, Korea, the Philippines, and Australi and Australian-mandated territory. While in China it will be the responsibility of the mission to ascertain and report on the condition of European displaced persons, especially in the Shanghai area, stating whether in its opinion adequate assistance is being provided, and, if not, what additional measures should be taken in behalf of this group.

The Director General has addressed letters to the member governments with territories in the Far East, asking that each government inform its civil and military authorities in the areas concerned regarding the UNRRA mission. He has pointed out that it would simplify the task of the Administration and also expedite operations if the member governments would authorize their civil and military authorities to enter into negotiations with the Administration's mission, in

order to determine the extent of assistance which may be required from the Administration and to make provisional agreements regarding the methods of operation. Such provisional agreements are not, however, to bind the Administration, and the primary function of the specialists' mission, as the Committee of the Council for the Far East has recommended, will be that of fact-finding.

Draft Agreement Concerning the Health and Sanitary Control of Displaced Persons

The draft of a proposed agreement concerning the health and sanitary control of displaced persons in the Far East was framed in January 1945 by the technical Subcommittee on Health for the Far East in Australia. This action was based on the assumption that the closest cooperation should be maintained between member governments and the Administration in taking and coordinating measures to ensure that displaced persons in the Far East will be repatriated in the best condition of health, and that sanitary measures will be applied to them in the countries in which they are found, in countries of transit, and in the countries to which they are returned. In accordance with the recommendation of the Committee of the Council for the Far East at its seventh meeting, the Director General submitted the draft to member governments and invited their comments with a view to its subsequent revision by the Committee. The comments of all the member governments have now been received and the revised agreement, together with such comments, was presented to the Committee for the Far East in London at its eighth meeting. The Committee decided to refer both the revised agreement and the comments of the Chinese Government, which had been received last, to a meeting in Washington

of the technical Subcommittee on Health for the Far East, which was authorize to forward the final agreement directly to the Director General for appropriate action.

CHAPTER 5 CONFIDENTIAL

FINANCE AND ADMINISTRATION

The Council at its Third Session unanimously adopted Resolution No. 80 recommending a second contribution to UNRRA by each non-invaded country of an amount equivalent approximately to 1 percent of its national income for the year ended 30 June 1943. Action upon this recommendation would result in additional contributions to UNRRA of approximately $1,860,000,000. The Council Resolution placed on each government the responsibility for taking the necessary legislative and administrative steps to make money, supplies, and services available to UNRRA as its portion of the total.

While early implementation of this resolution by the member governments is confidently expected, no government had completed formal action pursuant to it as of 30 September. The following summary of UNRRA's financial position at the end of the third quarter reflects, therefore, only contributions made under previous Council resolutions, and accordingly its analysis of the current status of UNRRA's funds indicates the serious depletion of financial resources which makes the receipt of additional contributions indispensable to the adequacy of UNRRA's further operations.

CONTRIBUTIONS BY MEMBER GOVERNMENTS

Operating Contributions

Operating contributions directly finance relief and rehabilitation operations, as distinguished from contributions financing administrative expenses. (See below, "Administrative Contributions.") Resolution No. 14 recommends that operating contributions be made in two forms: (1) non-convertible funds, i.e., funds for use within the contributing country, which are to

aggregate not more than 90 percent of a country's contribution for operations (2) convertible funds, i.e., foreign exchange for expenditure in any part of the world, which are to aggregate not less than 10 percent of a country's contribution for operations.

As of 30 September 1945 operating contributions authorized or in the process of authorization totalled $1,866,116,241. (See Table No. 3, column 5 During the quarter now operating contributions were given final approval by four member governments as follows:

	Immediately Available	Available after 31 December 1945
Honduras	$50,000	
Iceland	121,525	
Paraguay	9,900	$19,799
Union of South Africa	2,947,500	
Total	$3,128,925	$19,799

As indicated above, the amount of $3,128,925 was appropriated by member governments during the quarter for immediate availability to UNRRA. This increased to $1,268,750,254 the total amount contributed to UNRRA by member governments or made available by them on request; this amount represented cash, commodities, or services already contributed to UNRRA, or government appropriations against which UNRRA might draw when necessary. (See Table No. 3, column 2.)

In addition, the amount of $19,799 was appropriated by Paraguay to become available after 31 December 1945. This amount increased to $23,032,849 the total sum appropriated by member governments, but, by terms of the appropriation act, not to become available until after 31 December 1945. (See

Table No. 3, column 3.) Approximately one-half of this amount will become available in 1946 and one-half in 1947. (See Table No. 4.)

During the quarter the following member governments initiated steps on which further action by the government is required before the operating contributions can be considered as finally approved:

Egypt	$4,133,333
El Salvador	120,000
Nicaragua	120,000
Union of South Africa	$14,005,000
Total	$18,378,333

The steps taken by these governments brought the total amount requiring further governmental action before becoming available to $574,333,138. (See Table No. 5.) The bulk of this amount consisted of $550,000,000 remaining to be appropriated by the United States under its authorization in 1944 of $1,350,000,000 as its contribution to UNRRA. As of 30 September 1945 the President of the United States had recommended this appropriation to the United States Congress, and legislative hearings were scheduled for early October.

Administrative Contributions

Administrative allocations are levied against all member governments by the Council in order to finance administrative costs, i.e., costs of the Headquarters Office, the European Regional Office, purchasing missions, and exploratory missions to relief areas.

Table No. 6 shows the amounts allocated for 1943-44 and for 1945, and the amounts which had been paid by each member government. As of 30 September $9,430,833 out of $9,500,000, or 99 percent of 1943-44 allocations, had been

paid; $5,984,501 out of $7,143,750, or 84 percent of 1945 allocations, had also been paid.

Administrative contributions received during the period from 1 July to 30 September 1945 amount to $2,286,584. These contributions were received from the countries indicated in the following amounts:

Countries	Administrative Contributions
Australia	$112,500
Belgium	75,000
Bolivia	5,833
China	375,000
Colombia	22,001
Cuba	15,000
France	300,000
India	300,000
Irac	17,500
Luxembourg	3,750
Netherlands	112,500
Union of South Africa	75,000
U.S.S.R.	800,000
Venezuela	7,500
Yugoslavia	65,000
Total	$2,286,584

TABLE NO. 3

Operating Contributions Authorized or in Process of Authorization by Member Governments as of 30 September 1945
(in U. S. Dollar Equivalents)

Government[a] (1)	Contributed or Available on Request (2)	Appropriated but Not Yet Available (3)	Requiring Further Governmental Action Before Becoming Available (4)	Total Operating Contributions Authorized or in Process of Authorization (5)
Australia	38,137,500			38,137,500
Bolivia	25,913	$51,825		77,738
Brazil	9,737,500	20,000,000		29,737,500
Canada	68,844,369			68,844,369
Chile			2,118,312	2,118,312
Colombia			2,303,993	2,303,993
Costa Rica			391,250	391,250
Cuba				
Dominican Republic	236,250	105,000		341,250
Ecuador			141,250	141,250
Egypt			4,133,333	4,133,333
El Salvador			120,000	120,000
Guatemala				
Haiti	40,000			40,000
Honduras	50,000			50,000
Iceland	709,225			709,225
India	23,342,072			23,342,072
Iran				
Iraq				
Liberia				
Mexico	1,078,000	2,401,000		3,479,000
New Zealand	8,423,500			8,423,500
Nicaragua			120,000	120,000
Panama	133,333	266,667		400,000
Paraguay	9,900	19,799		29,699
Peru	767,692	188,558		956,250
Union of South Africa	3,955,000		14,005,000	17,960,000
United Kingdom	319,775,000			319,775,000
United States	793,000,000		550,000,000	1,343,000,000
Uruguay	485,000			485,000
Venezuela			1,000,000	1,000,000
	1,268,750,254	23,032,849	574,333,138	1,866,116,241

a/The 31 member governments listed are non-invaded countries. The Council has recommended that contributions be made by member governments whose home territory has not been occupied by the enemy.

TABLE NO. 4

Operating Contributions Appropriated by Member Governments
but Not Yet Available
as of 30 September 1945
(in U. S. Dollar Equivalents)

Government	Available in 1946	Available in 1947	Total
Bolivia	$ 25,912	$ 25,913	$ 51,825
Brazil	10,000,000	10,000,000	20,000,000
Dominican Republic	105,000		105,000
Mexico	1,200,500	1,200,500	2,401,000
Panama	133,333	133,334	266,667
Paraguay	9,900	9,899	19,799
Peru	155,224	33,334	188,558
Total	$11,629,869	$11,402,980	$23,032,849

TABLE NO. 5

Operating Contributions Requiring Further Governmental Action before Becoming Available as of 30 September 1945 (in U. S. Dollar Equivalents)

Government	Available in 1945	Available in 1946	Available in 1947	Available in 1948	Availability Date Undetermined	Total
Chile	$1,041,655	$1,076,657				$2,118,312
Colombia	977,500	1,326,493				2,303,993
Costa Rica	124,583	133,333	$133,334			391,250
Ecuador	41,250	50,000	50,000			141,250
Egypt					$4,133,333	4,133,333
El Salvador		40,000	40,000	$40,000		120,000
Nicaragua					120,000	120,000
Union of South Africa					14,005,000	14,005,000
United States					550,000,000	550,000,000
Venezuela	333,334	333,333	333,333			1,000,000
Total	$2,518,322	$2,959,816	$556,667	$40,000	$568,258,333	$574,333,138

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TABLE NO. 6

Administrative Contributions Allocated by Council 1943-45
as of 30 September 1945
(in U. S. Dollar Equivalents)

Government	1943-44			1945		
	Allocated	Paid	Unpaid	Allocated	Paid	Unpaid
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Australia	$150,000	$150,000		$112,500	$112,500	
Belgium	100,000	100,000		75,000	75,000	
Bolivia	10,000	5,833	$4,167	7,500		$7,500
Brazil	150,000	150,000		112,500	112,500	
Canada	300,000	300,000		225,000	225,000	
Chile	20,000		20,000	15,000		15,000
China	500,000	500,000		375,000	375,000	
Colombia	30,000	30,000		22,500	22,001	499
Costa Rica	5,000		5,000	3,750		3,750
Cuba	20,000	20,000		15,000	15,000	
Czechoslovakia	100,000	100,000		75,000		75,000
Denmark				18,750		18,750
Dominican Republic	5,000	5,000				
Ecuador	5,000		5,000	3,750	3,750	
Egypt	70,000	70,000		3,750		3,750
El Salvador	5,000	5,000		52,500		52,500
Ethiopia	5,000	5,000		3,750		3,750
France	400,000	400,000		3,750	3,750	
Greece	50,000	50,000		300,000	300,000	
Guatemala	5,000	5,000		37,500	37,500	
Haiti	5,000	5,000		3,750	3,750	
Honduras	5,000	5,000		3,750	3,750	
Iceland	5,000	5,000		3,750	3,750	
India	400,000	400,000		3,750	3,750	
Iran	10,000		10,000	300,000	300,000	
Iraq	10,000	10,000		7,500		7,500
Liberia	5,000	5,000		7,500	7,500	
Luxembourg	5,000	5,000		3,750	3,750	
Mexico	70,000	70,000		3,750	3,750	
Netherlands	150,000	150,000		52,500		52,500
New Zealand	30,000	30,000		112,500	112,500	
Nicaragua	5,000	5,000		22,500	22,500	
Norway	30,000	30,000		3,750		3,750
Panama	5,000	5,000		22,500	22,500	
Paraguay	5,000		5,000	3,750	3,750	
Peru	25,000	25,000		3,750		3,750
Philippines	5,000	5,000		18,750		18,750
Poland	100,000	100,000		3,750	3,750	
Union of South Africa	100,000	100,000		75,000		75,000
U.S.S.R.	1,000,000	1,000,000		75,000	75,000	
				750,000		750,000

TABLE NO. 6 (Continued)

Government (1)	1943-44 Allocated (2)	1943-44 Paid (3)	1943-44 Unpaid (4)	1945 Allocated (5)	1945 Paid (6)	1945 Unpaid (7)
United Kingdom	$1,500,000	$1,500,000		$1,125,000	$1,125,000	
United States	4,000,000	4,000,000		3,000,000	3,000,000	
Uruguay	20,000		$20,000	15,000		$15,000
Venezuela	10,000	10,000		7,500	7,500	
Yugoslavia	70,000	70,000		52,500		52,500
Total	$9,500,000	$9,430,833	$69,167	$7,143,750	$5,984,501	$1,159,249

Summary of Administrative Contributions

	1943-44	1945	Total
Total Paid Allocations	$9,430,833	$5,984,501	$15,415,334
Total Unpaid Allocations	69,167	1,159,249	1,228,416
Total Administrative Contributions Allocated by Council 1943-45	$9,500,000	$7,143,750	$16,643,750

PAYMENTS IN LOCAL CURRENCY FOR ADMINISTRATION OF RELIEF IN LIBERATED AREAS

Council Resolution No. 14, Section 20, recommends that as far as possible all expenses of the Administration within a liberated area shall be borne by the government of such area, and shall be paid in local currency made available by the government of the area or derived from the proceeds of the sale of supplies. Such payments are to be made irrespective of whether the government is receiving UNRRA's financial assistance. Table No. 7 indicates the amounts which had been made available to the Administration as of 30 September 1945 by the countries indicated.

TABLE NO. 7

Payments in Local Currency for Administration of Relief in Liberated Areas

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Countries	Local Currency made Available July - September 1945	Cumulative Total of Local Currency made Available 30 September 1945	Unit
Albania	500,000	500,000	Francs
Belgium		1,000,000	Belgian francs
Czechoslovakia	6,000,000	6,000,000	Kroner
France	5,000,000	20,000,000	French francs
Greece	300,000,000	455,000,000	Drachmae
Italy	50,000,000	275,000,000	Lire
Luxembourg	150,000	375,650	Luxembourg francs
Netherlands		50,000	Guilders
Norway	10,000	30,000	Kroner
Poland	1,300,000	1,300,000	Zloty
Yugoslavia	11,500,000	16,150,000	New dinars

CASH CONTRIBUTIONS FROM NON-GOVERNMENTAL SOURCES

UNRRA is authorized to receive contributions in cash as well as in supplies* from non-governmental sources. As of 30 September 1945 such contributions in cash amounted to approximately $193,000. Of this amount, approximately $103,000 was received during the third quarter. The major portion of this sum consisted of a contribution of $75,000 from the voluntary agency, American Relief for Czechoslovakia, Inc., to be used for relief and rehabilitation work for laborers' rest homes in Czechoslovakia. A list of the cash contributions from non-governmental sources received during the quarter is given in the Appendix.

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* See "Contributed Supplies" in Chapter 1.

STATUS OF FUNDS

The current status of UNRRA's funds is determined by deducting the Administration's cumulative expenditures and commitments, i.e., amounts obligated for future expenditure, from the total amount contributed or made available to the Administration. The following pages discuss and tabulate the status of UNRRA's resources in respect to operating funds, administrative funds, and, finally, all funds available as of 30 September 1945.

Operating Funds

A total of $1,122,131,582 had been expended or committed for operating purposes as of 30 September 1945, consisting of $393,670,582 for the third quarter of 1945 and of $728,461,000 for previous operations. Thus, of operating contributions of $1,268,750,254 contributed or available as of 30 September 1945, only $146,618,672 was left available for commitment as of that date.

Non-convertible funds (see above, "Operating Contributions") spent or committed as of 30 September 1945 amounted to $1,031,580,117, or 90.3 of the total non-convertible funds contributed or made available as of that date ($1,141,777,927). Of this amount, $665,982,653 had been expended or committed as of 30 June 1945, and $365,597,464 during the third quarter. Table No. 8 shows the non-convertible contributions of, and the amounts expended or committed in, each of the sixteen countries which have made such contributions.

Expenditures or commitments of convertible operating funds (see above, "Operating Contributions") cannot be identified as coming from the contribution of any particular country, since all such contributions are pooled.

of $126,972,327 in convertible funds contributed or made available for operations as of 30 September 1945, $90,551,465, or 71.3 percent, had been expended or committed as of that date, as compared with $62,478,347 as of 30 June 1945. Table No. 9 lists the countries in which, and the amounts for which, convertible funds have been spent or committed; the individual amounts shown, however, are not necessarily the convertible funds contributed by the particular member governments.

Administrative Funds

Of a cumulative total of $15,415,334 in administrative contributions received as of 30 September 1945, $11,692,128 had been expended or committed as of that date, as compared with $8,750,000 as of 30 June 1945. Thus, the sum of $2,942,128 was expended or obligated for the administrative expenses of the third quarter of 1945. Table No.10 shows the cumulative amounts that had been expended or committed for the various administrative offices as of 30 September. Since administrative contributions, like convertible operating funds, are pooled, specific expenditures or commitments cannot be identified as having come from the contribution of any particular country.

Total Funds Available as of 30 September 1945

The total amount expended or committed as of 30 September 1945, inclusive of both operating and administrative funds, was $1,133,823,710. This sum consists of $737,211,000 spent or committed as of 30 June 1945 and of $396,612,710 spent or committed during the third quarter. Inasmuch as $1,284,165,588* had been contributed or made available on request as of

*This amount consists of $1,268,750,254 contributed or made available on request for operating purposes, plus the amounts of $9,430,833 and $5,984,501 paid against 1943-44 and 1945 administrative allocations, respectively.

30 September, the residual amount available for commitment as of that date was $150,341,878. This consists of $110,197,810 in non-convertible operating funds, $36,420,862 in convertible operating funds, and $3,723,206 in administrative funds. (See Table No. 11.) The operating funds available for commitment are less than one month's operating requirements at the current rate of expenditure--an indication of UNRRA's critical need for additional funds if the operating programs in Europe and the Far East are to be fulfilled.

TABLE NO. 8 CONFIDENTIAL

Status of Non-Convertible Funds for Operations
as of 30 September 1945
(in U. S. Dollar Equivalents)

Country (1)	Contributed Available on Request (2)	Expended or Committed for Future Expenditure Amount (3)	Percent (4)	Balance Available for Commitment (5)
Australia	$ 34,297,500	$ 22,453,498	65.5	$ 11,844,002
Bolivia	25,913	0	0.0	25,913
Brazil	9,000,000	9,000,000	100.0	0
Canada	62,432,432	61,901,854	99.2	530,578
Dominican Republic	210,000	210,000	100.0	0
Haiti	36,000	0	0.0	36,000
Iceland	459,225	377,044	82.1	82,181
India	21,637,865	20,721,973	95.8	915,892
Mexico	1,078,000	538,556	50.0	539,444
New Zealand	7,628,400	4,871,802	63.9	2, 756,598
Paraguay	9,900	0	0.0	9,900
Peru	767,692	767,692	100.0	0
Union of South Africa	2,947,500	2,896,698	98.3	50,802
United Kingdom	287,797,500	206,231,000	71.7	81,566,500
United States	713,000,000	701,160,000	98.3	11,840,000
Uruguay	450,000	450,000	100.0	0
	$1,141,777,927	$1,031,580,117	90.4	$110,197,810

TABLE NO. 9

Status of Convertible Funds for Operations
as of 30 September 1945
(in U. S. Dollar Equivalents)

A. Convertible Funds for Operations Contributed or Available on Request		$126,972,3[illegible]
B. Allotments of Convertible Funds:		
Country of allotment	Allotment	
Argentina	$ 566,930	
Brazil	8,249,506	
Canada	50,676,453	
Chile	1,613,511	
Cuba	2,331,594	
Iceland	1,694,919	
Mexico	839,000	
Newfoundland	11,111,107	
Paraguay	1,000,000	
Peru	400,000	
United Kingdom	9,118,292	
Uruguay	375,000	
Miscellaneous	2,625,153	
Total		90,551,465
C. Available for Allotment		$36,420,862

TABLE NO. 10

Status of Administrative Funds
as of 30 September 1945
(in U. S. Dollar Equivalents)

A. Administrative Contributions Paid		$ 15,415,334
B. Commitments of Administrative Funds:		
Headquarters	$ 7,012,563	
European Regional Office	2,948,067	
Other	1,731,498	
Total		11,692,128
C. Available for Commitment		$ 3,723,206

TABLE NO. 11

Status of Contributions of Member Governments
as of 30 September 1945
(in U. S. Dollar Equivalents)

(1)	Total (2)	Operating Contributions			Administrative Contributions (6)
		Total (3)	Non-Convertible (4)	Convertible (5)	
A. Contributions Paid or Available as of 30 September 1945	$1,284,165,588	$1,268,750,254	$1,141,777,927	$126,972,327	$15,415,334
B. Expenditures and Commitments as of 30 June 1945	737,211,000	728,461,000	665,982,653	62,478,347	8,750,000
C. Expenditures and Commitments in third quarter	396,612,710	393,670,582	365,597,464	28,073,118	2,942,128
D. Expenditures and Commitments as of 30 September 1945	1,133,823,710	1,122,131,582	1,031,580,117	90,551,465	11,692,128
E. Available for Commitment as of 30 September 1945	$150,341,878	$146,618,672	$110,197,810	$36,420,862	$3,723,206

CONFIDENTIAL

UNRRA TEMPORARY DELEGATION TO EGYPT, INDIA, IRAN, IRAQ, SOUTH AFRICA, AND SOUTHERN RHODESIA

The UNRRA temporary delegation to countries in the Middle East, Far East, and South Africa which, under the leadership of Francis B. Sayre, UNRRA Diplomatic Adviser, left Washington on 25 June and returned 27 October, accomplished results of major importance during its four months' journey. In the course of the trip, Mr. Sayre discussed with the Governments of South Africa, Southern Rhodesia, Egypt, India, Iran, and Iraq the question of their contributions to UNRRA and the procurement of UNRRA supplies. As a result of the Mission, the Egyptain Government promised to seek an appropriation of 1,000,000 pounds for UNRRA, and the Government of the Union of South Africa agreed to seek an increase in its appropriation to 4,500,000 pounds. The Mission was also successful in securing promises of contributions from Southern Rhodesia, Iran, and Iraq.

STRENGTHENING OF THE ACCOUNTING SYSTEM

The new Director of Accounts and Audits at Headquarters, Lawrence J. Lismer, entered upon his office at the beginning of September 1945, and under his direction changes have been made in the accounting system both at Headquarters and in the regional and area offices. Among these changes is the development of a procedure of accounting for commodities acquired and distributed, designed to give such commodities adequate reflection in the fiscal accounts of the Administration. In accordance with this procedure, all documents of origin will be routed through, and entered in, the books of the Accounts Division. It is planned to begin the operation of this system on 1 October at Headquarters, the European Regional Office, the Southwest Pacific Area Office, and the China Office. Other procedures which have been

developed are the installation of a Global Pay Book, warehouse control, and fiscal controls for displaced persons operations.

In order to strengthen the accounting staff, certain appointments have been made: a Deputy Director of Accounts and Audits, a Chief Accountant, and several other qualified accountants.

A reorganization of fiscal divisions was made effective in the European Regional Office in July. A new Accounts and Audit Division, with the staff of the former Division of Finance as its nucleus, was formed. Concurrently, reorganization of field and mission accounting offices was undertaken.

REVIEW OF MISSION BUDGETARY REQUIREMENTS

To enable the review of mission budgetary requirements to take fullest account of local conditions, the Administration has inaugurated a system of conducting hearings upon mission budgetary requirements in the various theaters of operation. Both Headquarters and the European Regional Office were represented by the Headquarters Budget Officer, who visited the various European and Mediterranean area mission offices to hold hearings upon their budgetary requirements.

UNIFORM CLASSIFICATION AND SALARY SCALES

Steps toward a uniform classification of positions in the several offices of the Administration, recommended by a committee on remuneration to which reference was made in the Director General's preceding report, have been taken during the quarter. Both the European Regional Office and the China Office have been given guidance in bringing about uniform classification for the same types of work both at Headquarters and in the field.

The Administration has also implemented the principle of basing salary scales on the salaries paid in the various countries for work of the type for which UNRRA is recruiting personnel. Salary scales for each of the fifteen grades of UNRRA positions have been formulated and placed in effect for nationals recruited from Australia, Brazil, Canada, Colombia, Cuba, Mexico, South Africa, the United Kingdom, the United States, and Venezuela.

FACILITIES, PRIVILEGES, EXEMPTIONS, AND IMMUNITIES

In preceding reports the Director General has emphasized the difficulties under which the Administration operates when not provided by all member governments, through legislative or administrative action, with the facilities, privileges, exemptions, and immunities called for by Council Resolutions Nos. 32, 34, and 36. Instances of delay in taking such action still exist and, in consequence, certain difficulties continue. A major difficulty in this connection arises from the fact that the Government of the United States has not yet passed appropriate legislation to place UNRRA on a par with foreign governments in communications. This failure operates to the detriment of UNRRA not only in obliging the Administration to pay international postage rates but also in prolonging the time required for transmittal.

During the quarter, however, there were several cases of definitive or incipient governmental action carrying out the Council recommendations, including preliminary action in the United States.

Australia

The Australian Commonwealth Government has informed the Administration that it has decided to introduce a bill along the lines of the United Kingdom Diplomatic Privileges (Extension) Act, 1944, into the Commonwealth Parliament.

Information has also been received from the Australian Government of its implementation of Council Resolution No. 36 through granting the Administration visa and passport facilities, and of its implementation of Council Resolution No. 32 through exempting the administration from exchange restrictions as well as from customs or excise duties on goods entered for consumption by UNRRA solely in connection with its functions in Australia.

France

The Director General was notified by the French Ministry of Foreign Affairs, in a letter dated 28 July 1945, that the necessary arrangements were being made to provide UNRRA representatives in Paris with the benefit of the immunities and privileges recommended at the First Council Session. Subsequently some privileges comparable to the diplomatic privileges granted to embassies and legations accredited to the French Government were accorded to the UNRRA Liaison Mission to France. Specifically, such privileges include all facilities relating to the granting of visas; customs facilities; all practicable facilities as regards exchange control; and communications facilities, such as free postage for official correspondence, priority for telephone calls, the use of the official network for telegrams, and special bags or pouches for official correspondence being sent abroad.

United States

A new draft of a bill to extend certain privileges, exemptions, and immunities to international organizations and to the officers and employees thereof was prepared by the United States Department of State and cleared with other executive departments preparatory to its introduction in the United States Congress.

CHAPTER 6

WORK OF THE COMMITTEES

The committees of UNRRA have been especially active in consequence of the emergence of important problems from UNRRA's operational experience, and at the same time of duties preparatory for or coincident with the Third Council Session. The merit of UNRRA's system of committees is instanced by the extent to which the resolutions of the Third Session were the outgrowth of recommendations made by the committees on the basis of previous deliberations and investigations.

Two of the resolutions adopted at the Third Council Session enlarged the functions of certain of the committees. Resolution No. 69, amending Resolution No. 22, adds to the responsibilities of the Committee on Supply an advisory function in connection with the equitable distribution of supplies among the receiving countries. Resolution No. 80 recommends that the Central Committee shall, from time to time, approve the broad programs of operations of the Director General. It recommends further that the committees established under Resolution No. 23 shall become standing committees and shall, in addition to their existing duties, keep under continuous review the financial situation of the receiving countries and the extent of their need for free assistance, advising the Central Committee in regard to these matters.

The quarter marked a certain change in the general conditions which determine the need for some of the more specialized of UNRRA's committees. UNRRA has completed the stage of over-all planning, and at the same time the Administration has established missions in nearly all the countries

requiring its assistance, with the result that technical advice with respect to operations in particular countries is to a large extent best obtained in the field. Thus, certain of the technical committees and subcommittees have now fulfilled the primary functions for which they were established. In view of these considerations, the Council at its Third Session, in Resolution No. 75, dissolved the standing technical committees established under Resolution No. 26 (other than the Committees on Displaced Persons, Industrial Rehabilitation, and Health) and the technical subcommittees for Europe and the Far East. It authorized, however, the Central Committee (between sessions of the Council), and the regional committees to appoint from time to time such technical subcommittees, either standing or ad hoc, as might be required for the purpose of advising them and the Director General on specific technical problems of any kind. Such technical subcommittees are to have the same functions as the existing technical committees or (in the case of committees or subcommittees on new subjects) analogous functions. Each technical committee or subcommittee created will be regarded respectively as a committee of the Council or of the committee which appointed it, and will report directly to the Council or to that committee as the case may be.

The Administration has expressed to the members of the dissolved committees and subcommittees its appreciation of the valuable services which they have rendered to UNRRA in the discharge of their advisory functions.

CENTRAL COMMITTEE

The Central Committee held one meeting in the period under review, on 18 July. The report of the Director General on UNRRA's activities in the

month of June formed the major subject of discussion. Committee members, at their request, were supplied with the latest figures, in terms of tonnages and dollars, on UNRRA shipments to countries receiving UNRRA's financial assistance. In connection with the figures supplied, the members of the Committee discussed the difficulties which the Administration had experienced in securing ships and some essential supplies, and also the problems presented by the limited port capacity of certain receiving countries. The question of equitable distribution of relief supplies was raised by certain members of the Committee. Emphasis was placed upon the bases of requirements recommended by the Committee of the Council for Europe and upon Resolution No. 56, which provides that "special weight and urgency shall be given to the needs of those countries in which the extent of devastation and of the sufferings of the people in a part or the whole of their respective areas is greater and has resulted from hostilities and occupation by the enemy and active resistance in the struggle against the enemy."

The member for the U.S.S.R. requested information concerning the Administration's activities in connection with the care and repatriation of United Nations nationals, inquiring particularly whether the Administration had consistently followed a policy of consultation with the governments concerned. A representative of the Administration explained the position which it had taken in connection with United Nations nationals in France, Italy, and Yugoslavia. He pointed out that there were differences between Resolutions Nos. 1 and 57, but that the Council had been asked to reconcile these differences at its Third Session.

The Council at its Third Session enlarged the Central Committee by the admission of Canada and France.

COMMITTEE OF THE COUNCIL FOR EUROPE

At its first meeting held during the quarter, on 2 July, the Committee of the Council for Europe approved a resolution admitting as an observer a representative of the Provisional Organization for European Inland Transport, an organization established to advise and guide the governments and authoriti concerned on problems connected with the rehabilitation and coordination of transport by rail, road, and inland waterways.

A report of the European Regional Office on UNRRA's operations in Europe during the month of May was discussed, and a statement was made by the Administration on the factors which influence the actual delivery of supplies to recipient countries. A resolution relating to inequalities in the supplies provided to various liberated countries was introduced by the representative of Yugoslavia and seconded by the member for the U.S.S.R. In the discussion of the proposed resolution, account was taken of the Administration's assurance that the question of equitable distribution would be fully discussed in the future and that more detailed statements on the matter would be presented. To provide a medium for such discussions, the Administration suggested the creation of a committee of the member governments in Washington and the sending of reports to London to explain allocations proposed by the Administration. The resolution on equitable distribution was defeated by a vote of five to three.

The Committee received from the technical Subcommittee on Industrial Rehabilitation for Europe a report relating to the activities of the Subcommittee since its inception. It was agreed to transmit the report to the Director General for his guidance in carrying out the program of the Administration in industrial rehabilitation.

The Committee considered at its meeting on 30 July a statement of the Administration on the procedure for consideration of supply allocations. An amplification of the machinery for consultation with member governments set up by the Committee on Supplies was proposed, in accordance with which representatives of the receiving and supplying governments would meet as often as necessary with the subcommittee set up by the Committee on Supplies. It was further proposed that a small delegation from Headquarters report at each appropriate monthly meeting of the Committee of the Council for Europe on supply operations, providing, when necessary, information to the representatives of governments which are members of the Committee of the Council for Europe.

The Council at its Third Session admitted to the Committee for Europe three new members: representatives of Denmark and of the Byelorussian and Ukrainian Soviet Socialist Republics. At its meeting on 4 September the Committee reviewed the Administration's report on operations in Europe during the month of July, indicating substantial progress both in the supply program and in displaced persons operations. The question of the extent of responsibility of the European Regional Office in regard to operations in Ethiopia, and also in regard to displaced persons operations in the Middle East, arose during the discussion of the report. The Committee concluded that both questions should be referred to the Central Committee for its decision. It also agreed that there was no need at the time to make a decision regarding the advisability of setting up new subcommittees to replace those abolished by Council Resolution No. 75; it was indicated, however, that this matter would be discussed at a later meeting.

At the meeting of the Committee on 28 September the Administration presented a statement on its supply position covering procurement, finance, country programming, and shipping. Member governments were invited to enter into individual discussions of the program with the Administration if they so desired. The Committee also considered the Administration's reports on supply operations and on the truck transport program, as well as its policy statement on emergency relief supplies, which proposed to limit the future provision of such supplies to cases of ad hoc application by member governments in special emergencies.

COMMITTEE OF THE COUNCIL FOR THE FAR EAST

Its activities accelerated by the approach of large-scale relief operations in the Far East, the Committee of the Council for the Far East held a series of six meetings in London during the month of August, and a series of three meetings in Washington during the period from 24 September to 3 October.

During the meetings in London the Committee adopted a resolution which authorized the Administration, for the purposes of its activities, to consider Korea and Formosa as liberated areas and to operate in these territories on the same terms and conditions as in other liberated areas. The Committee referred the Administration's proposed program for displaced persons operations in the Far East to the consideration of the technical Subcommittee on Displaced Persons for the Far East, and the revised Agreement for the Health and Sanitary Control of Displaced Persons to the technical Subcommittee on Health for the Far East.

The members of the Committee discussed in detail the question of regional organization. The member for Australia indicated the view of his Government that there were objections to establishing in China both a regional office

and a meeting place for the Committee of the Council for the Far East. He declared it to be his Government's feeling that the location of both bodies in China would tend to prevent an impartial and objective review of the problems of the Far East in their entirety and their true perspective. As an alternative he suggested having one regional administration and council for China, Formosa, and Korea, and another for other areas of the Far East. The Administration stated that the exact form, location, duties, and personnel of the regional structure for the Far East had not yet been determined, but that the questions were receiving careful consideration and that an early decision would be reached. The Committee agreed that before it transferred itself to its eventual location in the Far East another meeting would be held in Washington. The Committee also agreed that no resolution should be adopted which would restrict the Director General in regard to administrative arrangements for the program in the Far East.

The Committee requested the Administration to prepare for consideration at a future meeting a program of operations covering the following matters:

1. Any revision in the China program which might result from the early surrender of Japan and the resulting immunity of occupied China from the last stage of military operations and from demolition by the enemy.

2. The nature and estimated cost of the relief operations which might be carried out by the Administration in Korea.

3. The nature and estimated cost of such relief operations as might be undertaken by the Administration in Manchuria if provision had not been made for that territory in the earlier China program.

4. The nature and probable cost of relief operations which might be contemplated in the future by the Administration in the Philippine Islands over and above the $1,000,000 emergency program.

5. The question whether the Allied Supreme Commander, the Government of China, and the authorities responsible for the administration of Korea would agree to the Administration's taking charge of, and arranging the repatriation of, former enemy nationals. (The plan put forward by the Administration covered Koreans now resident in Japan.)

The Adviser to the United Kingdom Delegation presented to the Committee a statement on relief in Burma in the civil affairs period. (Document ad hoc WFE(45)6.)

The Secretary of the technical Subcommittee on Displaced Persons for the Far East reported on its discussion of the plan proposed by the Administration for displaced persons, which had been referred to it by the Committee of the Council for the Far East. The Chairman summarized the position reached by the Subcommittee as follows: (1) that the specific proposal to send a small mission to the Far East for purposes of investigation should be referred to the Committee of the Council for the Far East as calling for immediate action; (2) that the question of handling this arrangement on a multilateral or a bilateral basis should be referred back to the Committee of the Council for the Far East; and (3) that the question of internally displaced persons, as also that of intruded persons, should be brought to the notice of the Committee of the Council for the Far East. The Committee also discussed a paper on the Administration's plan for activities in behalf of the care and repatriation of refugees in the Far East.

At the Third Council Session, the U.S.S.R. was admitted to the membership of the Committee of the Council for the Far East.

At its meetings in Washington the Committee received statements from the Administration concerning details of its plan for the specialists' mission

which it proposed to send to the Far East to investigate, in consultation with the governments and military authorities concerned, the scope and character of the displaced persons problem in the Far East. It also received and discussed a report on UNRRA's activities in the Far East and Southwest Pacific areas, embracing both personnel recruitment and the procurement and shipment of supplies, from 15 July 1945 to the middle of September. The Committee appointed a special ad hoc subcommittee to report on policy questions relating to displaced persons operations in the Far East. The subcommittee presented a report which was adopted by the Committee of the Council for the Far East. Among the recommendations of the report accepted by the Committee were the following:

1. The specialists' mission should be concerned primarily with fact-finding.

2. The specialists' mission might pursue discussions with governments and military authorities concerned to determine the extent to which the assistance of the Administration would be required in the care and repatriation of displaced persons as described in Resolutions Nos. 1, 10, 46, 47, 57, and 60.

3. Agreements between governments, where necessary, should be on a bilateral basis.

4. The Administration should serve as an international agency for the provision of services and facilities to member governments in the care and repatriation of displaced persons as described in Resolutions Nos. 1, 10, 46, 47, 57, and 60.

5. The Administration should, not later than six months from the inception of its operations, submit a report to the Committee of the Council for the Far East on its operations with regard to stateless persons and persons difficult to repatriate.

The Committee approved in principle the revised Agreement for the Health and Sanitary Control of Displaced Persons, subject to any revisions which the ad hoc Subcommittee on Health might make.

The Committee agreed that the ad hoc technical subcommittees should continue to function as long as the Committee met in Washington, and that a final decision regarding their continuation would be made before the Committee moved to the Far East.

COMMITTEE ON SUPPLIES

Of three meetings of the Committee on Supplies held during the quarter, two were held in Washington, and one in London during the Third Session of the Council.

At the Committee's meeting of 19 July the Bureau of Supply presented a report which related to July war surpluses, the procurement of industrial rehabilitation supplies, the tentative truck program for 1945, and other matters of interest in connection with UNRRA's supply program. At this meeting the Committee adopted a resolution which recommended that supplying countries establish the priorities necessary to ensure meeting the essential minimum requirements of receiving countries. It also adopted a resolution recommending that the Administration and supplying countries enter into an agreement as to the evaluation of supplies contributed or sold to the Administration, that countries evaluate commodities contributed or sold to UNRRA at prices not exceeding the lowest prices at which the same commodities are made available for export, and that UNRRA be given the advantage of export subsidies on commodities contributed or sold to UNRRA. A recommendation relating to UNRRA's role in equitable distribution of supplies was adopted by the Committee for transmission to the Administration and to member governments, reading in part as follows:

1. The Administration will be consulted by the appropriate national and intergovernmental allocating agencies only in those cases in which it appears that these agencies cannot meet in full the

Administration's requests for allocations for countries requiring its financial assistance and for its other supply operations, such as programs for displaced persons and emergency relief.

2. In such instances it is expected that the Administration will be given full opportunity by the appropriate allocating and supply agencies to examine and discuss with them the reasons for such allocations and to secure re-examination of the allocations concerned. The procedures adopted to this end must be such as to ensure no delay in securing allocations.

. . . . . .

4. On the completion of arrangements as provided in (2) above, the Administration will forego receiving, in advance of presentation to the allocating agencies, copies of the requirements of the governments which do not require UNRRA's financial assistance.

At a meeting on 28 July in London, the Committee adopted a resolution which recommended that, in view of the imminent termination of the war in Japan, which would result in considerable amelioration of the supply situation, supplying governments take "such measures in relation to the production, distribution, and shipping of supplies as are necessary to ensure the prompt and equitable flow from current stocks and new production of relief and rehabilitation supplies to the liberated areas," and that the supplying governments instruct their military and civilian supply agencies "to make available to the governments of liberated areas and to UNRRA with the least possible delay as much as practicable of war surplus supplies." This resolution was submitted to the Council and adopted at its Third Session as Resolution No. 67. The Council also adopted Resolution No. 68, under which Czechoslovakia, Mexico, Norway, Poland, and Yugoslavia were added to the membership of the Committee.

COMMITTEE ON FINANCIAL CONTROL

The Committee on Financial Control held three meetings in Washington and three in London during the period under review. It prepared for submission to the Third Session of the Council, with recommendations for Council action, a report covering the Fourth Financial Report of the Administration (for the period ending 31 December 1944), the Auditor's reports on the Fourth Financial Report of the Administration, and the report of the Audit Subcommittee on the Auditor's reports. The Council adopted a resolution endorsing the recommendations contained in the report of the Committee on Financial Control, and accepted the Fourth Financial Report with the condition that the results of measures which the Administration had taken and would take should be such that the Council at its next Session would be assured that the status of the Administration's accounts were satisfactory. The Committee made a recommendation to the Council concerning the percentage of administrative expenses, for the calendar year 1945, to be allocated to Denmark.

Reports received by the Committee during the quarter concerned the status of administrative and operating contributions from member governments, the insurance program of the Administration, changes in salary made necessary by United States Public Act No. 106 of 1945, and convertible currency resources and requirements.

SUBCOMMITTEE UNDER RESOLUTION NO. 23

On 27 July the Subcommittee under Resolution No. 23 made a recommendation on the ability to pay of China. The Subcommittee recommended that the Chinese Government be considered not to be in a position to pay with suitable means of foreign exchange for relief and rehabilitation supplies and services which the

Director General would supply to it in the period up to 30 June 1946, and that the Director General again examine China's ability to pay not later than 30 June 1946. On 25 September a similar recommendation in regard to the Byelorussian and Ukrainian Soviet Socialist Republics was made by the Subcommittee.

STANDING TECHNICAL COMMITTEE ON AGRICULTURE

The standing technical Committee on Agriculture did not meet during July and was dissolved by Council Resolution No. 75 in August.

STANDING TECHNICAL COMMITTEE ON DISPLACED PERSONS

The standing technical Committee on Displaced Persons, at a meeting on 16 July, amended in several respects the Statement on Categories of Displaced Persons with Whom UNRRA is Authorized to Deal. It also discussed the report of the Administration on the activities of the Division on Displaced Persons, with particular reference to the problem of persons difficult to repatriate.

STANDING TECHNICAL COMMITTEE ON HEALTH

At its meeting on 26 September the standing technical Committee on Health adopted the report of the Expert Commission on Quarantine which was appointed to advise on the application of the International Sanitary Conventions, 1944, particularly in connection with the responsibility of the Administration in regard to the delineation of endemic yellow-fever areas and the formulation of standards for yellow fever vaccine. A progress report on the work of the Health Division during the year ending 30 June 1945 was discussed. A verbal report on conditions and operations in various European countries and China was made by the Director of the Health Division.

STANDING TECHNICAL COMMITTEE ON INDUSTRIAL REHABILITATION

Under the chairmanship of Mr. Sergei Mkrtoumov (U.S.S.R.), who was elected chairman upon the resignation of Mr. P. P. Novojilov, the standing technical Committee on Industrial Rehabilitation held two meetings during the period under review. The Committee received a number of reports from the Administration regarding supply targets for the third and fourth quarters of 1945, advance procurement, and the methods of allocation among recipient countries in regard to certain types of industrial rehabilitation equipment. A working party, consisting of the Chairman, the two Vice Chairmen, and representatives of receiving countries, was established by the Committee to review the Administration's monthly shipping certifications.

STANDING TECHNICAL COMMITTEE ON WELFARE

The standing technical Committee on Welfare did not meet during the period under review.

TECHNICAL SUBCOMMITTEES FOR EUROPE AND FOR THE FAR EAST

Several of the technical subcommittees for Europe and for the Far East held meetings during the third quarter and made reports or recommendations to their respective regional and standing committees. The Subcommittee on Agriculture for Europe met on 4 July; the Subcommittee on Displaced Persons for the Far East held two meetings, on 5 and 31 July; and the Subcommittee on Displaced Persons for the Far East met in London on 18 August. In addition, the Committee of the Council for the Far East appointed a special subcommittee to report to it on policy questions relating to displaced persons operations in the Far East.