

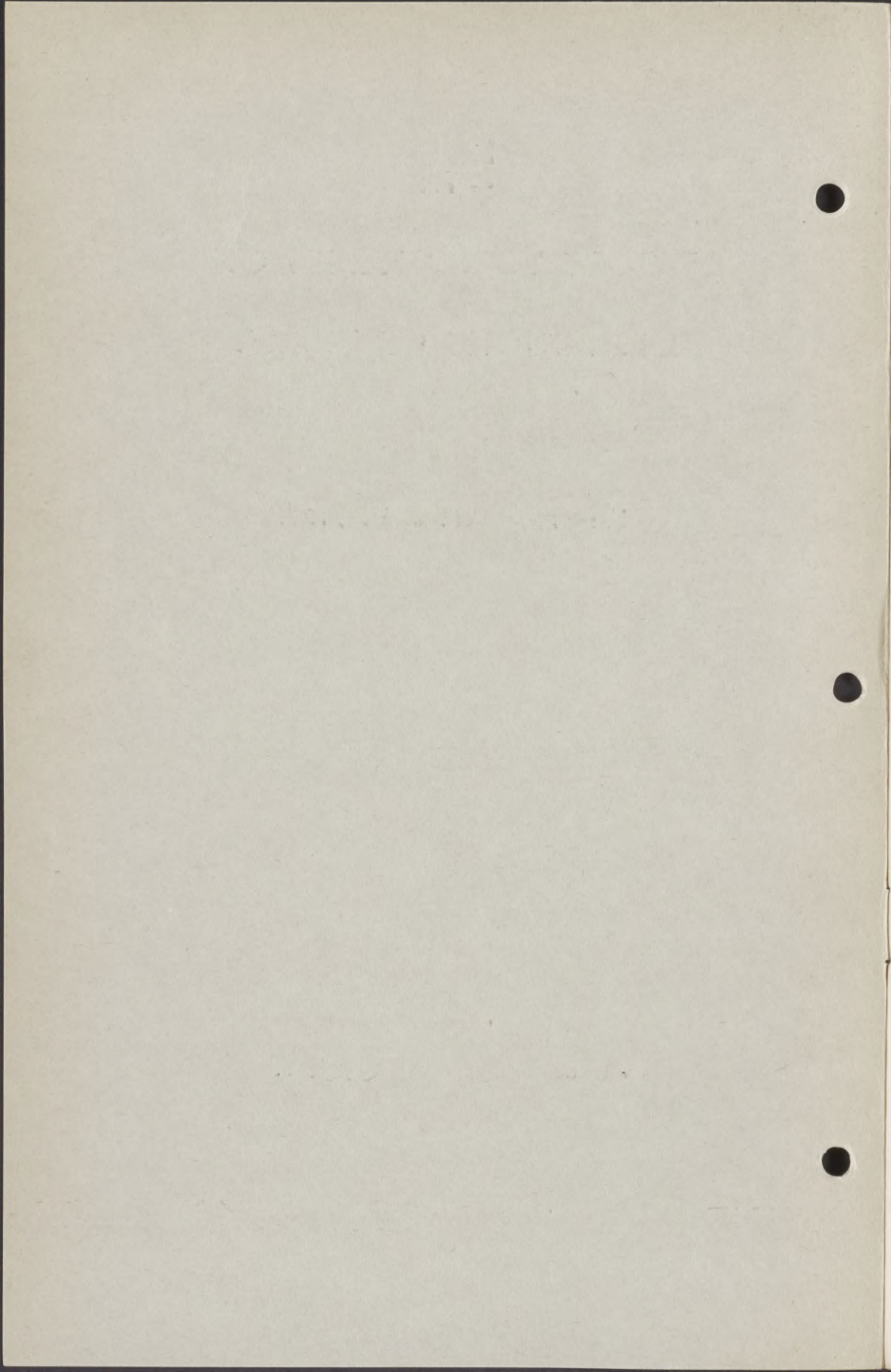
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5TH

**REPORT TO CONGRESS ON
OPERATIONS OF UNRRA**

Under the Act of March 28, 1944

As of September 30, 1945



5TH

REPORT TO CONGRESS ON OPERATIONS OF UNRRA

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Under the Act of March 28, 1944

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"The President shall submit to the Congress quarterly reports of expenditures made under any such appropriations and operations under the Agreement."

[From Section 2 of a Joint Resolution to enable the United States to participate in the work of the United Nations relief and rehabilitation organization (Public Law No. 267, 78th Congress, 2d Session).]

2TH

REPORT TO CONGRESS ON OPERATIONS OF UNRRA

Under the Act of March 28, 1944

For sale by the Superintendent of Documents, U. S. Government Printing Office
Washington 25, D. C. Price 15 cents

As of September 30, 1945

The President's report to the Congress previously report of ex-
penditures made under any such appropriation and comparison
under the Act.
From Section 2 of a Joint Resolution to extend the United States
to participate in the work of the United Nations Relief and Re-
habilitation Administration (Public Law 761, 76th Congress,
2d Session).

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PRESIDENT'S LETTER OF TRANSMITTAL

TO THE CONGRESS OF THE UNITED STATES OF AMERICA:

I am transmitting herewith the fifth quarterly report on operations of UNRRA and on expenditures of funds appropriated by the Congress under the Act of March 28, 1944.

With complete victory over the Axis powers, UNRRA has been able to expand its operations in relieving the ravages of war. The improvement in shipping and the release of supplies have made it possible for UNRRA to ship sharply increased quantities of relief goods to the liberated peoples.

The recent action of the Congress in approving additional funds for the work of UNRRA has assured a continuing flow of needed supplies.

HARRY S. TRUMAN.

THE WHITE HOUSE,

February 8, 1946.

PRESIDENT'S LETTER OF TRANSMITTAL

To the Congress of the United States of America:

I am transmitting herewith the 6th quarterly report on operations of UNRRA and an expenditure of funds authorized by the Congress under the Act of March 28, 1944.

With complete victory over the Axis powers, UNRRA has been able to expand its operations in relieving the ravages of war. The improvement in shipping and the return of supplies have made it possible for UNRRA to ship sharply increased quantities of relief goods to the distressed peoples.

The recent action of the Congress in appropriating additional funds for the work of UNRRA has assured a continuing flow of needed supplies.

Harvey S. Tamm.

The White House,

February 2, 1945.

Chapter 1

SUMMARY OF THIRD QUARTER DEVELOPMENTS

The third quarter of 1945 brought final military victory to the United Nations. The end of hostilities greatly affected the problems of relief. VE-day enabled UNRRA to enter into full-scale operations in the liberated countries of Europe which required its aid, as well as to assist in the care and repatriation of millions of displaced persons freed from years of Nazi slave labor. With VJ-day, UNRRA could begin operations on a world-wide scale, as ports were opened in China. Shipping and supplies in adequate quantities became available for UNRRA's accelerated operations, including large supplies of military surplus stocks. As the supply problem diminished the financial problem grew, and by the end of the third quarter of 1945 virtual exhaustion of UNRRA's financial resources became its most immediate problem.

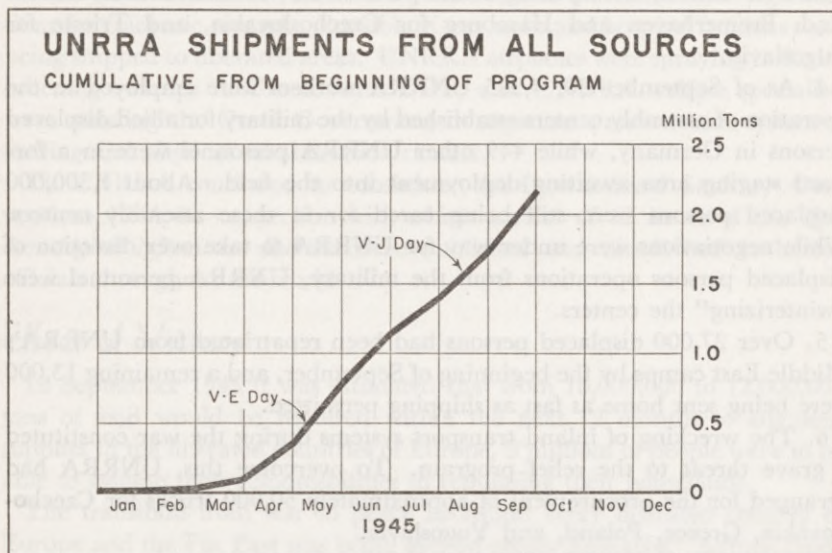


Chart 1

Summary of Principal Activities

1. At the end of the third quarter of 1945 cumulative shipments of relief materials from all sources totaled 2,126,222 long tons, valued at \$433,-816,000 (landed cost). Whereas about half of the shipments included in the total for the second quarter of 1945 were taken over from the civilian relief stocks of military authorities, almost all the supplies shipped during the third quarter were directly procured and shipped by UNRRA. Third quarter shipments, equivalent to more than 135 full shiploads, were more than double those of the preceding quarter. Included were 616,840 tons of food, 237,150 tons of industrial rehabilitation supplies, 106,865 tons of agricultural rehabilitation supplies, 56,558 tons of clothing, textiles, and footwear, and 7,811 tons of medical supplies.

2. As of September 30, UNRRA had expended or committed over 88 percent of its available resources. Of the \$1,268,750,254 comprising operating contributions to date—including the entire United States contribution—the sum of \$1,122,131,582 had been committed for relief and rehabilitation supplies and services. Of the \$15,415,334 available for administrative expenditures, \$11,692,128 had been committed. For all purposes, UNRRA had a balance of \$150,341,878 available for commitment as of the end of the third quarter of 1945.

3. Operations were stepped up during the third quarter in the countries of central, eastern, and southern Europe. Agreements were signed between UNRRA and the Governments of Poland, Albania, and the Dodecanese Islands. Increased quantities of supplies were shipped into Greece, Yugoslavia, Czechoslovakia, and Poland. Unloading problems were in part overcome by the opening of the ports of Gdynia and Gdansk for Poland, Bremerhaven and Hamburg for Czechoslovakia, and Trieste for Yugoslavia.

4. As of September 30, 4,323 UNRRA workers were employed in the operation of assembly centers established by the military for allied displaced persons in Germany, while 449 other UNRRA personnel were in a forward staging area awaiting deployment into the field. About 1,300,000 displaced persons were still being cared for in these assembly centers. While negotiations were under way for UNRRA to take over direction of displaced persons operations from the military, UNRRA personnel were "winterizing" the centers.

5. Over 27,000 displaced persons had been repatriated from UNRRA's Middle East camps by the beginning of September, and a remaining 13,000 were being sent home as fast as shipping permitted.

6. The wrecking of inland transport systems during the war constituted a grave threat to the relief program. To overcome this, UNRRA had arranged for the procurement of approximately 50,000 trucks for Czechoslovakia, Greece, Poland, and Yugoslavia.

7. UNRRA's program of limited aid to Italy was in full operation, and most of the \$50,000,000 authorized for the Italian program had been committed. About 800,000 children and expectant and nursing mothers were receiving supplementary food in provinces south of Florence. Operations were beginning in certain northern provinces. School lunch programs were operating in Rome and Naples and soon would be extended throughout Italy.

8. VJ-day necessitated a rapid increase of UNRRA personnel in China. The draft of a basic UNRRA-Chinese Government agreement was in the final stages of negotiation in September. UNRRA medical personnel combated a cholera epidemic in the Chungking area during the third quarter. From June 2 to August 18 over 2,300 persons were given emergency hospitalization, and 500,000 were inoculated. Mortality among patients fell from 40 percent to about 10 percent. Procurement for China got under way on a large scale during this quarter.

9. While the countries of western Europe have been financing most of their own relief and rehabilitation needs, they have received through UNRRA large shipments of clothing contributed by citizens of the United States, Canada, Australia, and New Zealand. At the end of September approximately 3,000,000 pounds had been sent to Belgium, 7,000,000 to France, 4,000,000 to the Netherlands, and 1,000,000 to Norway.

10. Emergency relief shipments arrived in the Philippines in September. The shipments included 12,398,400 pounds of food and over 93,000 pounds of medical supplies. More than 4,000,000 pounds of contributed clothing were made available for shipment to the islands.

11. UNRRA doctors, nurses, and sanitation engineers were assisting various governments to reestablish public health and sanitation organizations for epidemic control. Portable X-ray units and hospital facilities were being shipped to liberated areas. UNRRA airplanes were spraying malaria-breeding swamps in Greece with DDT, and UNRRA welfare specialists were assisting the Greek Government to organize a nation-wide system of feeding and physical rehabilitation centers.

12. UNRRA continued to administer the International Sanitary Conventions, 1944, in connection with which a total of 15 issues of the *Epidemiological Information Bulletin* were published and distributed to health officials throughout the world.

Effect of Victory

In September 1945 it was estimated that from 10,000,000 to 12,000,000 tons of food would be required within the next 12 months to augment supplies in the liberated countries of Europe, if millions of people were to be able to assume their responsibilities in rebuilding their homelands.

The transition from war to peace in almost every liberated country of Europe and the Far East was being met on empty stomachs. Europe faced its grimmest winter in modern times. Tragedy was not confined to hunger

and the prospect of mass starvation. The Mediterranean countries reported millions of cases of malaria and tuberculosis, while diphtheria was of epidemic proportions in a large part of central and northern Europe. And while the European Continent is in need of thousands of tons of medical supplies and hospital equipment, no region of the earth is in greater need of medical assistance than China. Authorities in China expect that the coming year will bring 200,000 cases of cholera, 6,000,000 of dysentery, 700,000 of typhoid, 500,000 of smallpox, 360,000 of diphtheria, and 100,000 of spinal meningitis. In urban centers few persons over 20 have escaped tubercular infection, and tuberculosis mortality runs to 3 per 1,000.

The desperate need of the liberated United Nations populations for relief and rehabilitation supplies and services is the aftermath of years of enemy occupation and military operations which turned their cities and farms into battle grounds. Under successive impacts of conquest, occupation, and military liberation, economic and physical deterioration was inevitable. The winter of 1945-46 brings a crisis in the recovery of the world from war.

However, military victory in all theaters of war opened the way to application of remedial measures on a world-wide basis, permitting the rapid acceleration of relief and rehabilitation assistance to areas where the needs were most urgent.

After the victory, supplies became available in sufficient quantities so that their lack no longer constituted a major handicap to UNRRA's operations. Prior to VE-day shipping space and essential commodities were in extremely short supply, and UNRRA's requirements frequently gave way to military necessity. VJ-day removed additional supply restrictions, and released many items which had been in short supply during the war. UNRRA was placed in a position to purchase large amounts of Army surpluses stockpiled both in the United States and overseas, and also to obtain supplies for which procurement contracts had been canceled as a result of Army cutbacks. By the end of September UNRRA had procured \$60,000,000 worth of United States Government surpluses which were stored in this country. In addition a joint mission of UNRRA and United States Government officials had gone to Europe to procure an additional \$150,000,000 worth of supplies from United States military surpluses available in the European and Mediterranean theaters, and plans were developed for the procurement of United States military surpluses in the Far Eastern theater. Further large-scale purchases of military surpluses both in the United States and abroad were contemplated, as additional funds from the initial United States contribution became available.

Victory not only improved the supply situation but also eased transportation. By the end of the third quarter of 1945 UNRRA had enough shipping space to take care of its overseas consignments, barring unforeseen contingencies. The liberation of China opened up that country's seaports to the Allies, and enabled UNRRA to go into its planned operation there.

Hitherto, relief and rehabilitation activities had been negligible, as land routes into Free China were crowded with military transports and the cost of moving supplies by air was prohibitive for large-scale relief operations. In similar fashion, on the other side of the world, opening of new ports in the Baltic during the third quarter of 1945 permitted substantial increases in the movement of goods to Poland.

Because of the critical state of inland transport in Europe and the Far East, UNRRA has been sending trucks to these areas in increasing quantities. These trucks were procured principally from Army surpluses abroad.

Improvements in supply and shipping meant speedier procurement. By the end of the third quarter the principal factor limiting UNRRA was the lack of financial resources to continue procurement.

Chapter 2

UNRRA COUNCIL DECISIONS

The third session of the Council of UNRRA—composed of one representative from each member nation—was held in London between August 7 and August 25. The United States was represented at this session by Assistant Secretary of State William L. Clayton.

At its third session the Council adopted several resolutions expanding UNRRA's membership and its scope of operations and recommending that member nations provide additional financial support. Those resolutions are summarized below:

1. *New members.*—The Council voted to admit three United Nations—Denmark, the Byelorussian S. S. R., and the Ukrainian S. S. R.—which had not previously applied for membership in UNRRA. By general resolution the Council also authorized the Central Committee of UNRRA—consisting of the delegates of Canada, China, France, the U. S. S. R., the United Kingdom and the United States*—to accept applications for membership from any other governments that are signatories to the Charter of the United Nations.

2. *Scope of UNRRA operations.*—At its second session in September 1944 the UNRRA Council authorized a limited program of aid to Italy, supplementing the extensive relief operation conducted by the armies of the United States, the United Kingdom and Canada, and paid for by the Governments of those nations. At the third session of the Council the United States delegate proposed that the burden of furnishing relief to Italy be transferred from the Governments of the United States, the United Kingdom and Canada to UNRRA, and the Council agreed to authorize UNRRA operations in Italy to the extent necessary "to meet the urgent needs of the Italian population." The Council also agreed to authorize UNRRA operations in Austria when invited to do so by "the appropriate authorities exercising administrative control of that country." The burden of relief is now being met by France, the U. S. S. R., the United Kingdom and the United States as the occupying authorities. Another

*Canada and France were added to the membership of the Central Committee at the third session of the Council.

resolution passed by the Council authorized UNRRA to operate in Korea and Formosa "upon the same terms and conditions as in other liberated areas."

Upon the recommendation of the United States delegate, the Council also clarified UNRRA's responsibilities with respect to displaced persons. UNRRA is now authorized to provide care on a temporary basis for the displaced nationals of any member nation, whether or not they desire to return to the territory of that nation at the present time.

3. *Additional financial support.*—The Director General advised the Council that the supplies and services financed by the original contribution of each uninvaded member nation which was approximately equal to 1 percent of estimated national income for the year ending June 30, 1943, would be entirely consumed by midwinter. After considering the volume of urgent relief and rehabilitation needs falling within the scope of UNRRA's responsibility and comparing those needs with the ability of the uninvaded nations to meet them, the Council resolved to recommend a second contribution equal to 1 percent of the estimated annual national income of the uninvaded member nations. It is estimated that the additional 1 percent contributions will total approximately \$1,883,000,000, bringing the total contribution of the uninvaded nations to \$3,766,000,000. In making its recommendation, the Council expressed the expectation that UNRRA would complete its shipments to Europe not later than the end of December 1946 and to the Far East not later than the end of March 1947.

Chapter 3

OPERATIONS BY COUNTRY

CENTRAL, EASTERN, AND SOUTHERN EUROPE

In the countries of central, eastern, and southern Europe in which UNRRA was supplying relief and rehabilitation supplies and services, operations moved into high gear during the quarter. Agreements were signed with Poland, the Dodecanese Islands, San Marino, and Albania. Supplies in increasing volume were dispatched to those countries and to Greece, Yugoslavia, and Czechoslovakia. In the case of Czechoslovakia and Poland supply obstacles were partially overcome by the opening of the ports of Gdynia and Gdansk for Poland, and the recent opening of Bremerhaven and Hamburg for Czechoslovakia. Large scale shipment of trucks to the countries in which UNRRA was operating had substantially eased the problem of internal distribution of supplies. In Italy the limited program for nursing and expectant mothers, children, and displaced allied nationals was in full operation.

Albania

The Administration's operations in Albania got under way during the quarter. The UNRRA—Albania agreement was signed on August 1, and on August 8 the UNRRA Mission entered that country.

The first shipload of UNRRA supplies reached Albania on August 21. By September 30 UNRRA had shipped a total of 20,000 tons there; 70 percent consisted of foodstuffs, primarily wheat and flour. Other supplies shipped to Albania during the quarter included clothing, medical supplies, fuel, and lubricants.

One of the difficulties in the handling of supplies for Albania is the small capacity of its ports. Until recently the chief port, Durres, was able to handle only 10,000 tons a month.

During the typhoid epidemics in Tirana and Durres, vaccines, water supply materials, and other medical supplies were airshipped to Albania. The Albanians have requested UNRRA to provide supplies for the maintenance of 25,000 Chamerian refugees. Tents for housing this group and an estimated 20,000 homeless Albanians are under procurement from Army surpluses in the Mediterranean theater.

Czechoslovakia

Cumulative shipments to Czechoslovakia through September 30, 1945, amounted to 154,000 gross long tons, valued at \$43 million. Of this figure 103,000 tons were shipped during the third quarter. Seventy-five percent of shipments originated in the Western Hemisphere and 25 percent in the Eastern.

Most of the cargoes continued to be shipped over the long sea route to Constanza and the single-track rail line across Roumania and Hungary to Czechoslovakia. Operations in Czechoslovakia have been seriously hindered by the overloading of the harbor facilities at Constanza and the rail route into the country. The German North Sea ports of Bremerhaven and Hamburg, the normal entry for Czechoslovakia, were expected to become available to UNRRA and aid materially in supplying the country.

Food supplies constituted approximately half of shipments; agricultural rehabilitation supplies, including seeds, were 30 percent; and clothing, textiles, and footwear, 12 percent. The balance consisted of industrial, medical, and sanitation supplies.

Despite UNRRA shipments total food resources provided an average of only 1,800 calories per person per day in September.

Perhaps the most serious damage suffered by Czechoslovakia during the final stages of the war was to its transportation system. This is still a major problem, because few of the destroyed bridges have been rebuilt and only 19 of the 29 bombed tunnels have been put into operation again. Since the railway and river systems cannot be adequately restored until 1946, trucks are essential. During September UNRRA started regular and substantial deliveries of surplus military trucks, and more than 2,000 of them had been delivered by September 30.

A survey of Slovak hospitals by an UNRRA health officer showed that they had been deprived of all essentials by the enemy. To relieve the situation the distribution of UNRRA hospital units and medical supplies has been speeded up. Small emergency depots of medical supplies are being assembled in Prague, Bratislava, and Kosice. UNRRA welfare officers have completed comprehensive surveys throughout Czechoslovakia and report that unless there is a continuous flow of supplies for children's welfare centers, nurseries, and other institutions, tuberculosis and malnutritional diseases will continue to increase.

The Dodecanese Islands

Under agreement of August between the military administration of the Dodecanese Islands and UNRRA, UNRRA will assume supply responsibility early in 1946. UNRRA assumed financial responsibility for relief to the Dodecanese on August 1, 1945

Greece

UNRRA's task in Greece has continued to be complex in character and difficult in execution, not only because of the degree of destruction and destitution brought about by the war and occupation, but also because of the country's peculiar economy.

In years of normal production some 30 percent of the food needed to meet Greece's annual food requirements must be imported. Current import needs are considerably higher because of a drastic decline in domestic cereal production as a result of the war and occupation. For example, although the average annual production for the years 1938-39 was 1,705,200 metric tons, the estimated 1945 production is only 713,000 metric tons.

Since UNRRA became responsible for relief operations in Greece, it has provided that country with an average of approximately 100,000 tons of food monthly. At the same time over 2,000 tractors and large quantities of fertilizers and pesticides have been delivered to rehabilitate local production. By September 30, UNRRA shipments had made available 50 percent of the fall and winter requirements of nitrogenous fertilizers and two-thirds of the requirements for rock phosphate.

The number of draft and pack animals in Greece was reduced in appalling proportions as a result of the war. Out of the 965,000 head in 1938 only 487,000 remained by mid-June 1945. UNRRA has imported into the country an aggregate of 13,619 head of livestock, of which approximately 25 percent came from Cyprus and Italy. UNRRA also has provided bulls for artificial insemination to increase the livestock. Additional shipments are programmed for the future, but it is far beyond UNRRA's ability to replace all the lost livestock.

Before the war Greece had 1,660 miles of railways and 7,700 miles of roads. The railway system is totally destroyed and its rehabilitation is a task UNRRA cannot undertake. If the transport burden is shifted to the highways, some 16,000 motor trucks would be required to transport the amount of freight that moved over the roads and railroads of Greece in 1939. To date UNRRA has made available to Greece some 4,500 trucks and plans to raise the number to more than 6,000 by the end of 1945.

Allied agencies working in Greece during the occupation agreed that 54 percent of the population were in desperate need of clothing and footwear. UNRRA has imported quantities of finished apparel and enough

raw materials to keep the country's clothing industry fully occupied for at least 6 months. As of August 31, 10,299 long tons of raw material, clothing, textiles, and footwear had been shipped and during September and October 2,243 long tons of used and new clothing were shipped. However, it will not be possible to clothe adequately the Greek population for some years to come.

War and occupation left behind an immense job in the fields of health and welfare. Malaria, tuberculosis, and other diseases prevail throughout the country. UNRRA field observers report that the malaria-infected population in some areas is more than 70 percent. According to estimates half of the country's children are tubercular. To date UNRRA has provided approximately 1,250 tons of medical supplies. In addition 12 airplanes have been allocated to Greece for malarial control. Of these, eight had reached the country by September 30. To combat tuberculosis medical teams were organized to operate throughout Greece and radiological apparatus for mass examination was in operation in Athens and Salonica. Two-thirds of the displaced Greeks in UNRRA's Middle East camps have been repatriated. UNRRA refugee camps were operating in the northern part of Greece, furnishing food and clothing to the Greek refugees streaming in from Yugoslavia and Bulgaria.

Italy

During the months of July, August, and September 1945, the operations of the Italy Mission increased in range and in scope, within the limitations of the \$50,000,000 program established by the Council at its session in Montreal. Shipments through September 1945 amounted to 101,675 tons of supplies of which about 28,000 tons were shipped during the third quarter.

By the end of the third quarter about 800,000 expectant and nursing mothers and children were receiving UNRRA supplementary food in provinces south of Florence and operations were under way in the provinces of Florence and Pistoia. School lunch programs were being operated by UNRRA in Rome and Naples and will soon be extended throughout Italy.

In Italy UNRRA has been assisting in the care of three classes of displaced persons: United Nations nationals, stateless persons, and Italians displaced within the country. Care for displaced persons in the north was still largely in the hands of the military, but the Allied Commission has authorized UNRRA to extend its program of financial assistance to displaced persons in northern Italy, heretofore closed to civilian agencies. At the end of September about 10,000 non-Italian displaced persons were being assisted through cash grants and assistance in kind.

UNRRA relief operations in Italy had been limited to \$50,000,000 and restricted to special fields in accordance with the Montreal resolution.

Until August 31, 1945, the United States, United Kingdom, and Canadian military authorities were responsible for supplying Italy with the essential foodstuffs and raw materials necessary for the prevention of "disease and unrest." For the months of September through December 1945 the United States Government participated through the Foreign Economic Administration and subsequently the Department of State. To avoid the interruption of the pipeline flow of vitally needed supplies, such as wheat, coal, etc., UNRRA was expected to initiate substantial shipments to Italy in January 1946. Under the expanded program approved at the third Council session in London, it is estimated that about \$450,000,000 will be expended.

Relief and rehabilitation needs for Italy are estimated to be well in excess of a billion dollars. Years of warfare, internal upheaval, military operations, German demolition, and allied bombing have left crucial shortages of food, clothing, medical services, and shelter. More than 1,000,000 persons were homeless, and 350,000 were refugees. The average daily ration provided about 900 calories. Ninety percent of the bridges were blown up, rolling stock and power lines were largely destroyed and motor transport was badly depleted.

Flooding of reclaimed land, disintegration of drainage facilities, and shortage of food, clothing, medical services, and shelter combined to undermine health. The incidence of tuberculosis is three times the prewar rate, and several hundred tons of medical and sanitation supplies were needed immediately.

About 2,700 cases of medical supplies had been transferred to the Italian Government by UNRRA. These contained atabrine, digitalis, vitamins, baby-feeding requirements, surgical instruments, etc. UNRRA penicillin has been the only supply officially available in Italy for civilian use. Fifty ambulances have been given to the Italian Government thus far.

Poland

On September 14 UNRRA and the Polish Provisional Government of National Unity signed an agreement outlining the scope of UNRRA's activities in Poland and providing for the establishment of an UNRRA Mission there. This agreement is similar to UNRRA agreements with other countries in which it is operating, providing for nondiscrimination in the distribution of supplies and for UNRRA observation of distribution. Because of the desperate need existing in Poland, UNRRA supplies have been sent there since March. By September 30 supplies shipped to Poland had reached a total of about 160,000 tons valued at nearly \$61,185,000. During the third quarter about 90,000 tons were shipped to Poland.

Until mid-August all shipments to Poland had to be made to Constanza and to be moved by rail and truck into the country. Now, however, the ports of Gdynia and Gdansk are open and the physical difficulties of supply-

ing Poland are reduced. Destruction of Poland's transportation system made impossible full use of the port capacity and trucks now being delivered by UNRRA for the distribution of supplies are essential. As of October 12, approximately 3,000 trucks had arrived in Poland.

Reports from UNRRA's staff in Poland disclose the desperate situation in that country. The food situation is critical and livestock is scarce. In 1945 the number of pigs, in comparison with 1938, decreased 74.1 percent; cattle decreased 48.4 percent; milk cows, 56.3 percent and sheep 90 percent. Home production cannot supply the nonagricultural population with any animal proteins whatsoever. All animal proteins for the nonfarm population must be imported. The amount of milk available is not sufficient to cover even the lowest needs of the agricultural population. Furthermore, a serious reduction in the expected production of bread, grains, and potatoes has resulted in a grave shortage of the basic food needs for the entire population.

It has been estimated that 80 percent of the clothing of the Polish population has been worn out, looted, or destroyed. UNRRA staff members report that practically all children and women and at least half the men are without shoes. Quantities of supplies of contributed clothing, purchased textiles and footwear have been sent to Poland by UNRRA.

The health problem in Poland is also very serious. Tuberculosis, typhoid fever, venereal diseases, and dysentery are rampant. Estimates of reliable observers indicate that 10,000 persons are succumbing to diseases each month. Infant mortality is extremely high. The incidence of typhus in western Poland is particularly high as the result of war dislocation and breakdown of sanitary facilities in the great movements of people from east to west. The need for medical supplies of all kinds is urgent and as many of such supplies as possible are being sent by UNRRA.

Yugoslavia

UNRRA shipments to Yugoslavia during the third quarter of 1945 amounted to about 330,000 tons. Yugoslavia was supplied entirely by UNRRA procurement beginning July 1, 1945. Prior to that time military supplies had been the primary means of civilian relief, but supplies shipped into the country between April 15 and June 30 were bought by UNRRA from allied military authorities.

UNRRA supplies discharged in Yugoslavia during July amounted to 71,000 gross long tons, an increase of 40 percent over the June total. The rise in deliveries was due primarily to the use of the port of Trieste. About half of the supplies docked consisted of industrial and agricultural rehabilitation goods, medical supplies and clothing and textiles.

During August 77,400 gross long tons of UNRRA supplies were landed in Yugoslavia, and in September 24 UNRRA ships landed 117,000 tons of supplies, more than two-thirds of which was food. Since September 1

a substantial increase in shipments to Yugoslavia was scheduled to help build stockpiles in the interior areas of the country, which are isolated during the winter months.

To break Yugoslavia's transport bottleneck in the distribution of relief supplies, UNRRA dispatched more than 5,700 trucks and trailers during September. A majority of the vehicles were bought from the military surpluses in Italy.

Until the 1946 harvest, Yugoslavia will have to depend on imported cereal supplies and protective foods. Clothing and textiles, agricultural and industrial rehabilitation goods and medical supplies will have to be imported for some time to come. About 50 to 60 percent of all livestock was destroyed by war, and large segments of Yugoslavia's communications and industrial plants were destroyed or sabotaged during the occupation. The 1945 harvest will be only about 50 percent of normal because of the smaller area under crops and the severe drought that hit all of southeastern Europe.

UNRRA is helping Yugoslavia in reequipping and reestablishing its badly damaged hospital and medical services. A survey of nutritional deficiency diseases undertaken in Sarajevo showed the majority of the children were suffering from rickets and other nutritional diseases. Similar surveys are planned on a larger scale. Health officers and staff personnel have started to work in the field. Work on typhus control continued, as did the survey on malaria control. A nurses' training program was in process of development. UNRRA welfare specialists were surveying children's institutions to determine their requirements for continued operations.

Ethiopia

A mission to Ethiopia, with the primary purpose of instituting a program of training in the fields of welfare, health, and medical services, was being organized and a Chief of the Mission was appointed.

WESTERN AND NORTHERN EUROPE

UNRRA had been engaged in a limited program to provide some emergency relief supplies to liberated countries that had not applied for general assistance. None of the member governments of western and northern Europe has requested UNRRA to provide relief and rehabilitation supplies and services on a broad scale, but some food and considerable quantities of contributed clothing were sent to help alleviate immediate distress in the months immediately following the end of the war in Europe.

France

Emergency supplies consigned to France were destined for use by war victims whose homes and household goods had been destroyed, and for allied nationals displaced in the country. By the end of September 227 tons of food and clothing were consigned for shipment for the use of French war victims and 265 tons of food, clothing, and medical supplies were sent for displaced persons in France. In addition 7,406,000 pounds of used clothing had been shipped to France, chiefly to clothe returning prisoners of war and deportees.

Belgium and Luxembourg

The allocation of used clothing to Belgium and Luxembourg was 3,000,000 pounds. The Belgium authorities were responsible for reallocation and delivery of 10 percent of the total to the Grand-Duchy of Luxembourg. As of September 28, 3,098,420 pounds had been shipped to Belgium.

At the end of September 46 tons of emergency supplies allocated to Belgium had been shipped or handed over for shipment, and 76 tons of supplies allocated to Luxembourg had been delivered for shipment.

Denmark

During the third quarter of 1945 Denmark requested supplementary relief supplies for allied and stateless displaced persons in her territory. The number of such persons requiring assistance was estimated at 7,500. UNRRA undertook to supply quantities of used blankets, footwear, and medical supplies.

The Netherlands

One hundred ninety-eight tons of emergency relief supplies had been handed over to The Netherlands Government and an additional 75 tons were allocated. Final arrangements have been made for turning over 4,000,000 pounds of used clothing for the Netherlands proper and 2,000,000 pounds for the Netherland East Indies.

Norway

UNRRA has delivered for shipment to Norway 136 tons of emergency relief supplies, and final arrangements have been made for turning over to the Norwegian authorities 1,000,000 pounds of contributed clothing. Norway has requested UNRRA's aid in obtaining quantities of gypsum, molasses, household equipment, hemp, and optical instruments.

THE FAR EAST AND THE PACIFIC

China

VJ-day represented the sudden transition of UNRRA activities in the Far East from a planning to an operational stage. Plans called for a rapid increase of field personnel. As of September 30, 1945, the staff of the China office consisted of 53 persons on regular appointments and 21 en route to China to assume their duties. Requests have been received from the China office for a total of 974 additional personnel for service there, about half of the persons to be recruited are scheduled for work with Chinese National Relief and Rehabilitation Administration and the Chinese Government.

Prior to VJ-day UNRRA activities in China were valuable even though necessarily limited in scope. An UNRRA medical mission arrived in Chungking early in August to combat the spread of cholera. UNRRA also shipped in 4 tons of anticholera supplies. From June 2 to August 18 more than 2,300 persons were hospitalized and 500,000 more were inoculated. Mortality among cholera cases, which reached 40 percent before the establishment of emergency hospitals, was reduced to between 5 percent and 15 percent, and the crisis in Chungking passed. UNRRA personnel was assisting the Chinese National Relief and Rehabilitation Administration in setting up medical establishments and in developing the relief and rehabilitation machinery in two liberated provinces, Kwangsi and Kweichow.

Following the Japanese surrender UNRRA has been accelerating its program of supply shipments to China. In addition UNRRA has sought to develop a program of procurement of surplus military supplies. This program is being developed in categories which command high priority within the 6 months requirements for China and the China office has been provided with an advance of \$2,000,000 against which to make emergency purchases of locally available United States Government-owned excess and surplus supplies in China.

The Philippines

The first shipment of the emergency supplies, under UNRRA's \$1,000,000 Emergency Relief Program for the Philippines arrived in the Philippines in mid-September and the second was scheduled to arrive at the end of September. These shipments included about 12,500,000 pounds of food and over 93,000 pounds of medical supplies. The arrival of these supplies resulted in an immediate and marked decrease in the prevailing inflated market prices.

In addition to the above supplies, contributed clothing amounting to 4,019,479 pounds was made available for shipment to the Philippines.

The UNRRA office established in Manila assisted the Philippine government authorities. This office is also making preliminary arrangements for the purchase of suitable Army surpluses in the Philippines.

Korea and Formosa

At the third session of the UNRRA Council held in London in August Korea was designated as an area in which UNRRA was authorized to operate under the same terms and conditions as in other liberated areas. Letters have been dispatched to the American and Soviet military authorities occupying respectively the Southern and Northern Zones of Korea, informing them of that country's eligibility for assistance and requesting liaison arrangements to enable UNRRA to plan appropriately for its activities in the areas concerned.

Relief and rehabilitation operations in Formosa are included in the general program for China.

Chapter 4

SERVICE PROGRAMS

The UNRRA program is designed to relate supplies and services in a manner to bring maximum assistance to the people of the liberated countries. War and occupation not only resulted in physical destruction of hospitals and other institutions and facilities vital to the health and welfare of the liberated populations, but also in the disorganization and disruption of the administrative organizations which managed these institutions and facilities. For these reasons UNRRA is being called upon by governments of liberated areas to provide the services of a number of technical experts in the fields of health, welfare, displaced persons operations, and agricultural and industrial rehabilitation in order to aid the liberated nations in such fields and making maximum use of imported relief supplies and in developing programs which will make it possible for the countries to take care of their own problems in these fields as speedily as possible.

Each of the following sections describes a major type of service provided by UNRRA technicians.

Health and Epidemic Control

UNRRA doctors, nurses, and sanitary engineers have been aiding the governments to reestablish and strengthen their public health and sanitation organizations, for the purposes of epidemic control and of raising the level of public health above its critically low state. Widespread undernourishment and the lack of proper clothing and footwear have made the populations of liberated areas particularly vulnerable to disease. The threat is increased by extensive war damage to housing, water systems, drains, sewers, and other facilities, creating conditions that lead to outbreaks of typhoid, typhus, and malaria.

The UNRRA program of health and epidemic control includes the publication of a semimonthly *Epidemiological Information Bulletin*, distributed to health officials throughout the world, informing them of the "danger spots" in diseases and epidemics. Publication of this bulletin is part of UNRRA's larger task of administering the International Sanitary Conventions of

1944. A *Bulletin of Communicable Diseases and Medical Notes* is also prepared in the European Regional Office in London.

By September 30 approximately 200 doctors, nurses, and sanitary engineers were employed on the UNRRA staffs of the various country missions, exclusive of those employed in the displaced persons operations in Europe and the Middle East. In addition to helping governments determine their needs for medical and sanitary supplies, and advising them on the general organization of public health services, these technicians have been organizing immediate programs to combat malaria and tuberculosis, two diseases so prevalent in Europe that they have lowered the level of health to the point where elementary economic reconstruction has been placed in jeopardy.

Malaria Control

Substantial increases in the incidence of malaria have occurred in much of Europe, particularly in the Balkan states. About 85 percent of the area of Greece is now malarial, with an annual rate of over a million cases resulting in approximately 5,000 deaths.

In the Pontine area of Italy the percentage of malaria has jumped from 2 to 35 as a result of war damage to the pumping system which formerly drained the marshes. UNRRA doctors and sanitary engineers have been working closely with Greek and Italian officials in setting up programs for ditching and draining mosquito-breeding areas. They were training local personnel in the use of DDT for spraying infested areas and were spraying swamp areas in Greece with DDT, using aircraft purchased from United States Army surpluses. In addition UNRRA supplied large quantities of atabrine and quinine for treatment of approximately 2,500,000 victims.

Tuberculosis Control

Although exact statistics are not yet available on the incidence of tuberculosis in the liberated areas, it is apparent that it has increased to epidemic proportions. In Rome, for example, it is known to have more than doubled between 1940 and 1944, and in Poland it has reached unprecedented proportions.

To aid in the detection and isolation of active cases, UNRRA is supplying portable X-ray units to the liberated areas and UNRRA physicians are helping the governments organize surveys in both urban and rural areas. Thus far, Greece, Italy, and Yugoslavia have been particularly active in this respect. In these countries UNRRA physicians have been helping organize local groups to conduct antituberculosis educational campaigns.

War damage to hospitals has made it difficult to hospitalize even serious tuberculosis cases. Approximately half of the prewar tubercular hospital facilities were destroyed in Greece, and about one-fifth of all hospital beds

in Italy are demolished. As one of the elements in its health and epidemic control programs, UNRRA has been procuring and shipping equipment to reestablish destroyed hospital facilities.

Welfare Services

As an aftermath of the war, governmental authorities in the liberated areas are faced with urgent problems in providing both the basic necessities and satisfying the special needs of the more vulnerable groups in the population—the children, the aged, the disabled, and those totally without resources. To assist the governments in developing programs to meet the needs of these groups, UNRRA had made available the services of about 50 welfare specialists, exclusive of those employed in displaced persons operations. Major welfare problems which these experts were helping the authorities to solve include:

1. The organization of administrative machinery for the distribution of relief supplies to persons without resources.
2. The restoration and development of facilities and programs for the care of war-victimized, orphaned, homeless, and other children and other groups requiring special care, such as the aged and physically handicapped.
3. The organization and training of local personnel to operate the various welfare programs.

Restoration of Social Welfare Machinery

The war disorganized welfare administration in the areas occupied by the enemy. In Italy and in Greece particularly, the governments have found it necessary to develop new channels for distribution of relief supplies. In Greece, UNRRA has been helping the government to organize a nationwide system of feeding centers to distribute relief in an effective and equitable manner, and UNRRA personnel have been assisting in the training of officials who will administer the country's welfare programs.

In Italy, where UNRRA has been providing a limited program of aid, its personnel was helping to determine which areas were most in need of aid and which mothers and children were most in need of supplementary feeding from UNRRA supplies. UNRRA personnel has also been providing instruction in the use and preparation of UNRRA foods.

Child Care

It is reported that 600,000 children in Poland, 575,000 children in Yugoslavia, and 50,000 in Greece have been deprived of one or both parents or been left homeless by the war. Moreover, the inadequacy of

food rations available to the general population requires that the governments organize supplementary feeding programs for children. The magnitude of the special programs being undertaken or planned by the governments receiving UNRRA aid may be seen from the following table:

CHILD WELFARE PROGRAMS PLANNED BY GOVERNMENTS RECEIVING UNRRA AID

Country	Estimated population 18 years of age and under	To receive supplementary feedings ¹	To receive day, residential, and other care ¹
Albania	450,000	(²)	(²)
Czechoslovakia.....	4,700,000	750,000	800,000
Greece.....	2,500,000	1,000,000	430,000
Italy.....	15,000,000	1,750,000	1,250,000
Poland.....	7,000,000	600,000	600,000
Yugoslavia	6,000,000	900,000	575,000

¹ Columns (3) and (4) are not exclusive.

² No information available on programs planned by the government.

Table 1

UNRRA welfare specialists have been aiding the various governments in surveying the over-all child care problem and in determining the supplies necessary to reestablish children's institutions and facilities for feeding. They were also helping to train local workers to assume the child care job.

Care and Repatriation of Displaced Persons

A major responsibility of UNRRA has been the care of United Nations nationals displaced in other countries as a result of enemy action and arranging for their return to their national homelands. This job required that additional emergency supplies be sent for the use of persons displaced into areas not in themselves eligible for UNRRA assistance—such areas as the Middle East and Germany.

In countries receiving general assistance through UNRRA, shipments included supplies for the needs of displaced persons as well as for those of the indigenous population. In Germany UNRRA was providing supplementary commodities such as blankets, clothing, and welfare supplies for use of displaced persons.

Middle East

In May 1944 UNRRA assumed the responsibility of caring for about 40,000 Greek, Yugoslav, and Polish refugees in the Middle East. They were housed in six camps taken over from the British military authorities. In addition to providing the basic essentials of food, clothing, shelter, and medical care, UNRRA worked with the refugees to develop workshops, schools, nurseries, recreational programs and other community activities.

Repatriation of these refugees began as soon after their countries were liberated as shipping became available, and at the beginning of September slightly more than 27,000 of the refugees, comprising about 8,400 Greeks, 15,400 Yugoslavs, and 2,900 from the Dodecanese Island had been repatriated. The 13,000 who remained in the Middle East camps were being sent home as quickly as transportation facilities became available.

The repatriation of another group, approximately 40,000 Polish refugees now in camps scattered throughout Africa, may also become UNRRA's responsibility.

Germany

In Germany UNRRA has assisted the American, British, and French military authorities in their displaced persons operations. UNRRA's activities have been based upon an agreement signed with SHAEF in November 1944, under which UNRRA undertook to supply teams of workers to assist the military authorities in the care and repatriation of displaced persons in the SHAEF zones. The first UNRRA staff was called forward in March 1945. As of September 30, 4,323 UNRRA workers were working in camps and assembly centers established by the military, 449 additional personnel were in a forward staging area awaiting deployment into the field.

STATUS OF DISPLACED PERSONS IN WESTERN GERMANY ON SELECTED DATES, JUNE-SEPTEMBER 1945

Date	Number repatriated	Number remaining
June 18	3,076,000	2,084,000
July 30	4,166,000	2,031,000
Sept. 30	5,276,000	1,342,000

Table 2

UNRRA teams consisted of up to 13 persons, including doctors, nurses, welfare specialists, and administrative officers. They worked under the direction of military authorities who have had final responsibility for supplies, shelter, and transport, as well as for determining basic policies. However, responsibility for administration of the centers was being assumed increasingly by the UNRRA teams, and in a large number of centers the military detachment had already been withdrawn.

Of the 6,600,000 displaced persons and slave laborers handled by the military authorities in western Germany, about 5,300,000 have been repatriated and 1,300,000 were still being cared for in the assembly centers as of September 30. About two-fifths of these remaining displaced persons were in the American zone. The progress of repatriation is indicated in Table 2.

The rate of repatriation of those still remaining would necessarily be slower than in the past. A relatively large number were "stateless," and many had not yet indicated a wish to return to their countries.

The following table indicates the number of displaced persons remaining in assembly centers in western Germany, on selected dates.

NUMBER OF DISPLACED PERSONS IN GERMANY, BY
NATIONALITY, JULY-SEPTEMBER 1945

Nationality	July 12	Aug. 1	Sept. 4	Sept. 30
Total.....	2,276,000	2,174,000	1,491,000	1,342,000
Czechoslovak.....	11,000	5,000	3,000	4,000
Greek.....	10,000	9,000	5,000	1,000
Italian.....	278,000	238,000	83,000	10,000
Polish.....	881,000	900,000	846,000	817,000
Russian.....	568,000	475,000	62,000	35,000
Yugoslav.....	113,000	94,000	46,000	28,000
Western European.....	13,000	10,000	6,000	6,000
Ex-enemy.....	402,000	240,000	211,000	207,000
Miscellaneous and un- classified.....		203,000	229,000	234,000

Table 3

Negotiations were proceeding with the military for UNRRA to take over the direction of the displaced persons operation. Pending the conclusion of these discussions UNRRA was assisting the military in "winterizing" the displaced persons centers and in introducing certain health and welfare measures necessary for the comfort and well-being of the displaced persons.

Austria

In June 1945, UNRRA agreed to assist the United States military authorities in Austria with their displaced persons operations under arrangements similar to those made with authorities in Germany. Later similar arrangements were made with the British and French military staffs in the country. On September 30, 276 UNRRA workers had been deployed into assembly centers and camps in Austria. Military authorities reported about 120,000 displaced persons of United Nations nationality in the United States and British zones in Austria at the end of October. An additional 25,000 were estimated to be in the French zone. Reports indicated that these totals might be increased because of the large number of displaced persons now outside assembly centers who might ask for aid when cold weather sets in.

The Far East

The staggering problem of repatriating the war-dislocated populations of the Far East was the subject of exploratory discussions between UNRRA and the member governments concerned during the third quarter of 1945. Although precise information as to the number and location of displaced persons was not immediately available, UNRRA was attempting to ascertain the conditions and needs which will govern its activities in this connection and is prepared to assume responsibility as called upon to act by the member governments.

UNRRA already had participated in these areas in movements of displaced persons back to their homelands. In September UNRRA and the American Advisory Committee, a voluntary agency, assisted the Chinese National Relief and Rehabilitation Administration in a movement of persons dislocated within China. In August at the request of Chinese authorities and the Philippine government, UNRRA undertook the repatriation of Chinese nationals who had been brought to the Philippines by the Japanese as forced labor.

Chapter 5

SUPPLY OPERATIONS

As of June 30, 1945 UNRRA's cumulative shipments totaled 1,100,993 tons with a landed cost value of \$217,431,000. Three months later the shipment totals had approximately doubled. As of September 30 cumulative shipments amounted to 2,126,222 tons with a landed cost value of \$433,816,000.¹

By the end of September the availability of shipping was no longer a major limiting factor in UNRRA's operations. Commodities were also available in sufficient quantities, except for a few items such as sugar, oils and fats, rice, and cotton textiles, which remain in seriously short supply throughout the world. The principal limitation on UNRRA's ability to meet relief and rehabilitation needs is now the amount of money and materials which the member nations are willing to contribute.

Rate of Commitment of Funds

UNRRA must commit its funds to procure supplies several weeks or months before the supplies are actually shipped, the time varying with the nature of the commodity. Most staple foods can be ordered, delivered to port and loaded on board ships within a relatively short time, but items such as drugs, tractors and trucks may take several months or longer to obtain.

In order to keep up a steady flow through the supply pipe line, UNRRA had found it necessary by September 30—when, as already noted, \$433,816,000 worth of supplies had been shipped—to commit an additional amount of approximately \$600,000,000 for the purchase of other commodities. Those funds were being used to procure materials in the United States and many other areas, including the United Kingdom, Australia, New Zealand, India, South Africa, Southern Rhodesia, Egypt, Iraq, Iran, and Latin America.

¹ The cumulative figures are computed on the basis of the vessels which have cleared port during the period. The cumulative figures given in previous reports were computed on the basis of the vessels which were being loaded during the period, and are therefore slightly higher for any given period.

COMPOSITION OF UNRRA SUPPLIES SHIPPED FROM ALL
SOURCES AS OF SEPT. 30, 1945 ¹

Supply program	Estimated cost		Gross long tons	
	U. S. dollars	Per- cent	Tons	Per- cent
Food.....	136,203,000	48	1,058,199	67
Clothing, textiles, and footwear..	87,967,000	31	81,539	5
Agricultural rehabilitation.....	23,919,000	8	169,480	11
Industrial rehabilitation	22,538,000	8	250,689	16
Medical and sanitation.....	13,223,000	5	11,315	1
Total (F. A. S. Basis).....	283,850,000	100	1,571,222	100
Ocean transportation.....	44,966,000	.....	.....	.....
Supplies acquired from military through June 30, 1945 ²	105,000,000	.....	555,000	.....
Grand total.....	433,816,000	.....	2,126,222	.....

¹ Does not include supplies estimated to amount to \$10,000,000 taken over from the military for the UNRRA camps, or supplies procured from Army surpluses in Continental Europe since Aug. 1, 1945.

² Pending a complete inventory, final figures on the composition and total amount of these supplies are not available. These supplies were originally purchased by the military authorities for civilian relief in the Balkans and were transferred to UNRRA on the termination of military responsibility for relief.

Table 4

Procurement in the United States

As of September 30 Congress had appropriated \$800,000,000 for UNRRA. After deducting allocations for administrative expenses, relief and rehabilitation services and the cost of warehousing and ocean shipping, \$753,316,000 remained for the purchase of supplies. UNRRA had committed this entire amount by September 30, \$660,316,300 going for the purchase of supplies from sources within the United States and from United States military surpluses overseas. The remaining \$93,000,000, the so-called convertible funds which UNRRA is authorized to expend outside the United States, was committed for the purchase throughout the world of scarce supplies which cannot be procured in this country.

UNRRA SHIPMENTS FROM U.S.

CUMULATIVE THROUGH SEPTEMBER 30, 1945
(LANDED COST VALUE)

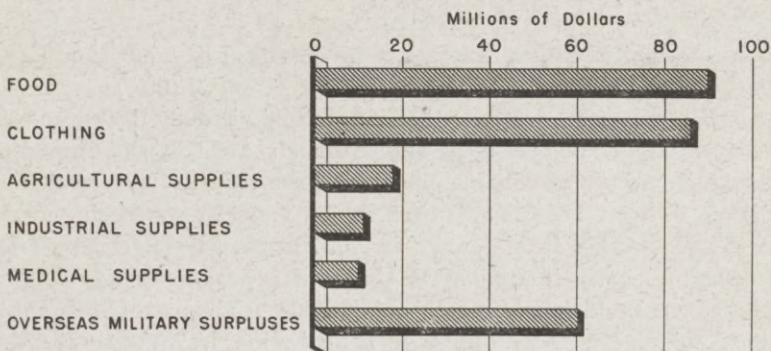


Chart 2

Surpluses

Of the \$660,316,300 committed from the United States contribution by September 30, approximately \$64,000,000 had been earmarked for the purchase of surpluses from agencies of the United States Government. The effect of those purchases—and the sizable purchases of Government surpluses which UNRRA plans to make in the future—is to return the purchase price to the United States Treasury.

Also in September a Joint Mission was sent to Europe by the United States Government and UNRRA to procure an additional \$150,000,000 worth of supplies from the United States military surpluses located in the European and Mediterranean theaters of war. A tentative breakdown of the surplus supplies to be requisitioned in those theaters follows:

Industrial rehabilitation items	\$83, 000, 000
Agricultural rehabilitation items	27, 000, 000
Food	22, 000, 000
Clothing, textiles, and footwear	10, 000, 000
Medical supplies and equipment	8, 000, 000
	150, 000, 000

The above list includes some 200 locomotives and more than 40,000 trucks. Available food supplies include individual army field rations, canned meats, meat hash and stew, concentrated citrus fruit juices, and miscellaneous foodstuffs. Substantial quantities of soap, blankets, foot-

wear, and medical supplies are included in the surplus supplies. By the end of September surplus United States Army trucks were being delivered by UNRRA to Greece, Yugoslavia, Poland, and Czechoslovakia.

Procurement in Other Countries

As in the United States, the rate of procurement in other countries has been sharply accelerated since VJ-day.

As of September 30, UNRRA had committed virtually the entire Canadian operating contribution of approximately \$69,000,000, since many items which are not obtainable elsewhere have recently been available in Canada. Deliveries of Canadian trucks, for example, were being made to Poland and Czechoslovakia at the rate of 200 per day late in September.

Because the supply situation in the United Kingdom is still tight, UNRRA had only committed approximately one-half, the equivalent of \$149,828,166, of the United Kingdom operating contribution by September 30. A substantial part of those funds is being used to pay for British military surpluses, including trucks and medical supplies, now available to UNRRA. The equivalent of an additional \$40,000,000 has been allocated for the payment of freight charges on British vessels.

Funds contributed by Australia, New Zealand, India, and South Africa have been committed for a variety of commodities obtainable in those countries, such as raw wool, raw cotton, surplus military clothing, structural steel, peanuts, tea, jute, and burlap. Almost \$25,000,000 had been committed by September 30 for purchases in Latin America of items such as sugar, rice, fish, animal feeds, pulses, cotton fabrics, hides, and twine.

Shipments Through September 30

As shown in Table 4, page 32, food accounted for the largest share of UNRRA shipments through September 30, 1945, amounting to two-thirds of the total tonnage and to about 50 percent of the total value. Food shipments probably will continue in first place until the receiving countries bring in their 1946 harvests. Finished clothing and footwear and the raw materials required to manufacture those items followed food in importance. Recipient governments have asked that the highest priority be placed on shipments of medical supplies, and the speedy delivery of UNRRA drugs and medicines already has helped to prevent widespread epidemics in Europe and China. Shipments of agricultural and industrial rehabilitation supplies, difficult to procure but most useful in getting the war-shattered economies on a self-sustaining basis, have been steadily mounting.

Table 5, page 39, breaks down shipments through September 30 according to countries of destination. Limitations on port reception capacity

and inland transport facilities continued to hamper deliveries during the July-September quarter, but these obstacles were being gradually overcome.

Shipments of Food

During the third quarter UNRRA shipped 616,840 tons of food, with an estimated value of \$75,591,000. Over 75 percent was in the form of grain, mainly wheat, and flour. Except for wheat and wheat products, however, UNRRA's food shipments failed to augment local food supplies sufficiently to meet minimum subsistence requirements.

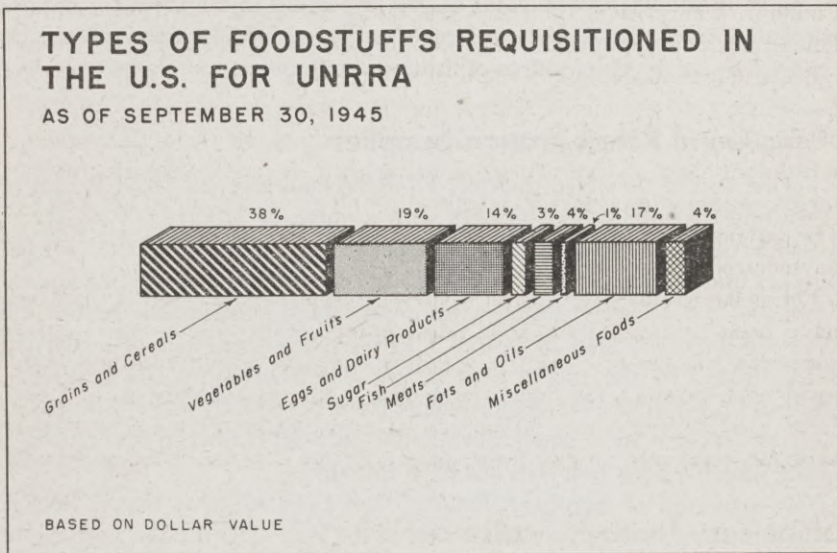


Chart 3

Clothing, Textiles, and Footwear

By September 30 UNRRA had shipped 81,539 tons of clothing, textiles, footwear and raw materials for their manufacture, having a total value of \$87,967,000. UNRRA was increasing shipments of raw materials for the manufacture of clothing by the liberated areas themselves. Eighty-seven percent of the UNRRA raw cotton program for 1945 will be met from United States supplies, involving a total expenditure of \$43,200,000. The procurement of raw wool in the United States has thus far amounted to \$21,000,000.

Supply shortages continued to limit UNRRA's shipment of blankets, footwear and piece goods during the quarter. At the end of September about 2,000,000 pairs of shoes had been shipped to liberated areas.

Medical and Sanitation Supplies

By the end of the quarter approximately 75 percent of the basic program for medical supplies to Albania, Czechoslovakia, Greece, Italy, Poland, and Yugoslavia had been procured and made available for shipment. A large portion of this amount had already been shipped, including drugs, hospital equipment, surgical instruments and dressings, X-ray equipment, laboratory equipment and supplies, dental equipment, DDT and sprayers, which are urgently required in malaria control.

The medical program has not been hampered by shortages of supplies except in the case of penicillin, for which the need far exceeds the supplies available to UNRRA. Thus far about 75 percent of the medical supplies purchased have come from military surpluses, which are expected to continue to be the chief source of future procurement.

Agricultural Rehabilitation Supplies

By the end of the third quarter, UNRRA had shipped 169,480 tons of agricultural rehabilitation supplies with a value of \$23,919,000. Greece, Albania, Czechoslovakia, Poland, and Yugoslavia had received the essential supplies and equipment for their 1945 fall harvesting and seeding operations, and the delivery of those vital items should substantially reduce the need for imported food in 1946. Thirty-six thousand tons of seeds had been shipped by the end of September. The short supply of pesticides, however, prevented 1945 requirements from being fully met. Shipments of farm tractors were small during the July-September quarter, but a sizable procurement program has been initiated.

The depletion of European livestock has been so great that UNRRA supplies will fill only a very small part of the loss. Despite the shortage of livestock boats, however, some 20,000 animals had been delivered by the end of September.

Industrial Rehabilitation Supplies

Shipments of industrial rehabilitation supplies increased sharply during the third quarter. The value of shipments in September was several times that of shipments in July. Most of the increase resulted from the movement of trucks, essential to the efficient and economical management of a relief program. The trucks permit wider distribution and consumption of local supplies, thus reducing the need for bulk imports and they also facilitate the rapid distribution of the supplies which UNRRA itself brings into the country. Most of the trucks are being obtained from United States military surpluses.

Contributed Supplies

Over 100,000,000 pounds of used clothing contributed by the people of the United States in the National Clothing Collection last spring were on their way to the liberated areas of Europe and the Far East by the end of September. The outstanding success of this collection, sponsored by UNRRA in cooperation with American voluntary agencies for foreign relief, stimulated the organization of a second nation-wide Victory Clothing Collection, to begin on January 7. UNRRA also organized a victory collection of canned food, in cooperation with the Department of Agriculture, the U. S. Department of Education, and other agencies, to provide an opportunity to individuals, groups and organizations to donate commercially canned food for overseas relief.

QUANTITIES AND ESTIMATED VALUE OF SUPPLIES SHIPPED BY UNRRA
CUMULATIVE THROUGH SEPTEMBER 30, 1945 ¹

Type of supply	Total	Country						Other UNRRA operations ²	
		Albania	China	Czechoslovakia	Greece	Italy	Poland		Yugoslavia
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, 993	1, 241
Clothing, textiles and 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, 689	2, 895	.....	8, 305	185, 962	503	14, 872	32, 857	5, 295
Medical and sanitation	11, 315	134	194	1, 925	1, 245	1, 341	3, 353	3, 086	37
Supplies acquired from military ³	555, 000	.....	.....	.....	445, 000	.....	.....	110, 000	.....

Thousands of United States dollar equivalents

Total.....	\$433, 816	\$2, 570	\$219	\$42, 840	\$168, 194	\$20, 475	\$61, 185	\$89, 666	\$3, 701
Food.....	136, 203	1, 274	4	13, 589	56, 832	14, 189	18, 954	31, 085	276
Clothing, textiles and footwear.....	87, 967	548	.....	17, 865	12, 808	4, 506	27, 517	23, 795	928
Agricultural rehabilitation.....	23, 919	326	3	5, 904	5, 924	35	6, 139	5, 582	6
Industrial rehabilitation.....	22, 538	272	.....	2, 912	7, 099	250	4, 556	5, 032	2, 417
Medical and sanitation.....	13, 223	150	212	2, 570	1, 342	1, 495	4, 019	3, 361	74
Ocean transportation.....	44, 966	(⁴)	(⁴)	(⁴)	(⁴)	(⁴)	(⁴)	(⁴)	(⁴)
Supplies acquired from military ³ ...	105, 000	.....	.....	.....	84, 189	.....	.....	20, 811	.....

¹ 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 to amount to \$10,000,000, taken over from the military for the UNRRA camps or trucks procured from Army surpluses in Continental Europe since Aug. 1, 1945.

² Includes shipments to UNRRA camps, shipments under the Emergency Relief Program for Western Europe, and shipments for displaced persons operations.

³ Estimated supplies bought from the military through June 30, 1945; final figures are not yet available.

⁴ Ocean freight costs not distributed by country.

Table 5

Chapter 6

UNRRA FINANCE

During the third quarter of 1945 the Administration was reaching the limit of its available fiscal resources, despite the fact that its job was only partially completed. In order to stay off mass epidemics, starvation, and unrest this coming winter in the liberated lands, UNRRA looked to the 31 uninvaded nations for additional contributions. At the end of September the fulfillment of various national authorizations of funds, in particular that of the United States, was required to provide UNRRA with the means for continuing adequate operations through the remainder of the calendar year.

CONTRIBUTIONS OF MEMBER GOVERNMENTS

At its first session, held in November 1943, the UNRRA Council recommended that each member government whose home territory had not been occupied by the enemy should contribute an amount approximately equivalent to 1 percent of its national income for the year ending June 30, 1943. During the third UNRRA Council session, held in August 1945, it was recommended that the 31 uninvaded nations make available an additional 1 percent contribution to enable UNRRA to terminate operations in Europe by the end of 1946 and in the Far East by the end of the first quarter of 1947.

UNRRA's funds are earmarked for two purposes, operating and administrative. The operating budget is financed from the contributions of the uninvaded nations. The administrative budget is financed not only from the above contributions of the uninvaded nations, but also from administrative contributions levied on the 16 nations which were liberated from enemy occupation.

By September 30, 1945, total contributions authorized by the 47 member governments, or in process of authorization, amounted to \$1,882,759,991. Of this amount \$1,866,116,241 consisted of operating contributions of 26 uninvaded countries, including the United States. Five nations had not made contributions by September 30. Amounts totaling three-fourths of these operating contributions, or \$1,268,750,254, had been paid or were available on request and the balance of \$597,365,987 was in process of contribution.

An amount less than 1 percent of the total contributions or \$16,643,750 was to be provided for administrative purposes by the 47 member governments. By September 30, 1945, \$15,415,334 had been paid and the balance of \$1,228,416 was payable in the remaining months of 1945.

Total contributions, operating and administrative, are summarized below:

STATUS OF UNRRA FUNDS AS OF SEPT. 30, 1945
[In United States dollar equivalents]

	Total funds	Operating funds	Administrative funds
Total contributions authorized or in process of authorization	\$1,882,759,991	\$1,866,116,241	\$16,643,750
Less: Contributions in process	598,594,403	597,365,987	1,228,416
Contributions paid or available on request	1,284,165,588	1,268,750,254	15,415,334
Less: Contributions committed by UNRRA	1,133,277,798	1,122,131,582	11,146,216
Contributions available for commitment by UNRRA	150,887,790	146,618,672	4,269,118

Table 6

Further detail on contributions by each member government appears in Table 9.

United States Contribution to UNRRA

By joint resolution of Congress, March 28, 1944, a contribution of not more than \$1,350,000,000 was authorized as the United States' share toward the work of UNRRA, representing approximately 1 percent of our total national income during the base year. This resolution provided that funds appropriated pursuant to it were to be expended under the direction of the President.

On June 30, 1944, Congress appropriated an initial \$450,000,000 toward UNRRA operations (UNRRA Participation Appropriation Act), and authorized transfer of an additional \$350,000,000 in supplies, services, and funds available for disposition or expenditure under the Lend-Lease Act,

**ALLOCATIONS, OBLIGATIONS, AND EXPENDITURES OF FUNDS
FROM U. S. APPROPRIATION FOR UNRRA AS OF SEPT. 30, 1945**

Classification	Allocations	Obligations	Expenditures
Supplies:			
Clothing, textiles, and shoes	\$162,270,203	\$131,313,322	\$31,779,678
Food	133,309,421	133,309,421	29,483,800
Agricultural rehabilitation supplies.....	36,042,516	30,513,271	15,246,915
Industrial rehabilitation supplies.....	65,322,317	36,743,436	23,071,454
Medical and sanitation supplies.....	31,199,584	20,221,055	978,222
U. S. property located overseas.....	157,190,100	151,419,106	.....
Reserve for accessorial costs.....	28,035,662	28,035,662	1,030,887
Unallotted allocation balances.....	44,720,297	.....	.....
Total supplies.....	658,090,100	531,555,273	101,590,956
Services:			
Ocean transportation.....	21,700,000	21,346,321	988,255
Relief and rehabilitation..	893,805	790,852	700,065
Administrative expenses..	1,573,600	1,573,600	1,285,020
Total services	24,167,405	23,710,773	2,973,340
Funds transferred to UNRRA:			
U. S. share of UNRRA's administrative expenses.	7,000,000	7,000,000	7,000,000
Emergency revolving fund.	3,300,000	3,300,000	3,300,000
Chinese training program.	145,000	145,000	145,000
Overseas working fund...	250,000	250,000	250,000
United national clothing collection fund.....	350,000	350,000	350,000
Administrative expense adjustment fund.....	6,418,500	6,418,500	6,418,500
Handling and accessorial services fund	750,000	750,000	750,000
Currency fund to finance purchases outside U. S..	75,000,000	75,000,000	75,000,000
Canning program fund...	50,000	50,000	50,000
Total funds transferred..	93,263,500	93,263,500	93,263,500
Grand total.....	775,521,005	648,529,546	197,827,796

Table 7

provided that the state of war permitted the utilization of these items for UNRRA purposes, and provided that the FEA Administrator approved the transactions.

On June 27, 1945, the items represented by this \$350,000,000 were declared available to UNRRA without prejudice to military plans (letter to FEA Administrator from Admiral William D. Leahy, acting for the Joint Chiefs of Staff). The FEA Administrator thereupon directed use of \$100,000,000 of Lend-Lease funds for procurement of commodities, supplies, and services for UNRRA. A portion of the remainder of the authorized \$350,000,000 was designated for the purchase of supplies originally procured for Lend-Lease purposes, but now in the surplus stocks of United States agencies.

ALLOCATIONS, OBLIGATIONS, AND EXPENDITURES OF FUNDS FROM U. S. APPROPRIATION FOR UNRRA

Cumulative to—	Allocations	Obligations	Expenditures
Sept. 30, 1944.....	\$79,324,900	\$4,465,335	\$4,253,423
Dec. 31.....	161,165,885	38,306,690	6,173,417
Mar. 31, 1945.....	272,213,689	163,077,667	41,141,536
June 30.....	425,713,689	299,011,073	115,643,317
Sept. 30.....	775,521,005	648,529,546	197,827,796

Table 8

Expenditures Against Contributed Funds: All Nations

By September 30, 1945, UNRRA had expended or committed over 86 percent of its available resources.

Of the \$1,268,750,254 operating contributions paid (or available on request) \$1,122,131,582 had been expended or committed for relief and rehabilitation supplies and services.

Of the \$15,415,334 available for administrative expenditures, \$11,146,216 had been expended or committed.

For all purposes, operating and administrative, UNRRA had a balance of \$150,887,790 available for commitment as of September 30.

By adding \$598,594,403 in process of appropriation, UNRRA had total resources of \$749,482,193 in prospect with which to continue its operations.

Of this approximately 750 million dollars, more than 300 million dollars were earmarked for procurement of military surpluses.

Commitments planned for the fourth quarter of the year, based on the urgent requirements of Europe and the Far East, indicated that UNRRA's

STATUS OF CONTRIBUTIONS BY MEMBER GOVERNMENTS AS OF SEPT. 30, 1945

[In United States dollar equivalents]

Government	Total	Operating contributions		Administrative contributions	
		Paid or available on request	In process of contribution	Paid	Due in 1945
Australia.....	38,400,000	38,137,500	0	262,500	0
Belgium.....	175,000	(1)	(1)	175,000	0
Bolivia.....	95,238	25,913	51,825	5,833	11,667
Brazil.....	30,000,000	9,737,500	20,000,000	262,500	0
Canada.....	69,369,369	68,844,369	0	525,000	0
Chile.....	2,153,312	0	2,118,312	0	35,000
China.....	875,000	(1)	(1)	875,000	0
Colombia.....	2,356,493	0	2,303,993	52,001	499
Costa Rica.....	400,000	0	391,250	0	8,750
Cuba.....	35,000	0	0	35,000	0
Czechoslovakia.....	175,000	(1)	(1)	100,000	75,000
Denmark.....	18,750	(1)	(1)	0	18,750
Dominican Republic.....	350,000	236,250	105,000	8,750	0
Ecuador.....	150,000	0	141,250	0	8,750
Egypt.....	4,255,833	0	4,133,333	70,000	52,500
El Salvador.....	128,750	0	120,000	5,000	3,750
Ethiopia.....	8,750	(1)	(1)	8,750	0
France.....	700,000	(1)	(1)	700,000	0
Greece.....	87,500	(1)	(1)	87,500	0
Guatemala.....	8,750	0	0	8,750	0

Haiti.....	48,750	40,000	0	8,750	0
Honduras.....	58,750	50,000	0	8,750	0
Iceland.....	717,975	709,225	0	8,750	0
India.....	24,042,072	23,342,072	0	700,000	0
Iran.....	17,500	0	0	0	17,500
Iraq.....	17,500	0	0	17,500	0
Liberia.....	8,750	0	0	8,750	0
Luxembourg.....	8,750	(¹)	(¹)	8,750	0
Mexico.....	3,601,500	1,078,000	2,401,000	70,000	52,500
Netherlands.....	262,500	(¹)	(¹)	262,500	0
New Zealand.....	8,476,000	8,423,500	0	52,500	0
Nicaragua.....	128,750	0	120,000	5,000	3,750
Norway.....	52,500	(¹)	(¹)	52,500	0
Panama.....	408,750	133,333	266,667	8,750	0
Paraguay.....	38,449	9,900	19,799	0	8,750
Peru.....	1,000,000	767,692	188,558	25,000	18,750
Philippines.....	8,750	(¹)	(¹)	8,750	0
Poland.....	175,000	(¹)	(¹)	100,000	75,000
Union of South Africa.....	18,135,000	3,955,000	14,005,000	175,000	0
U. S. S. R.....	1,750,000	(¹)	(¹)	1,000,000	750,000
United Kingdom.....	322,400,000	319,775,000	0	2,625,000	0
U. S. A.....	1,350,000,000	793,000,000	550,000,000	7,000,000	0
Uruguay.....	520,000	485,000	0	0	35,000
Venezuela.....	1,017,500	0	1,000,000	17,500	0
Yugoslavia.....	122,500	(¹)	(¹)	70,000	52,500
Total.....	1,882,759,991	1,268,750,254	597,365,987	15,415,334	1,228,416

¹ Liberated country. The Council recommended that contributions for operations be made primarily by member governments whose home territory was not occupied by the enemy.

Table 9

total financial resources—the \$1,882,759,991 which represented the initial contributions of the member governments—would be virtually exhausted by the end of 1945. In recognition of this fact, the UNRRA Council in August 1945 recommended that a second contribution of 1 percent of national income be made by each of the contributing nations, for the continuance of UNRRA shipments through the coming year for Europe and through the first quarter of 1947 for the Far East.

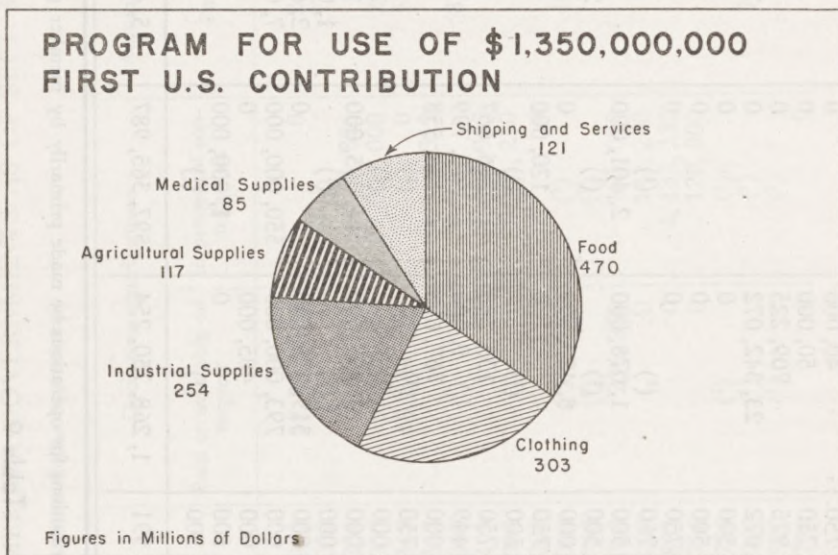


Chart 4

Expenditures Against U. S. Contributed Funds

Virtually all of the \$800,000,000 appropriated by Congress by September 30, 1945, for UNRRA's operations had been made available to UNRRA by that date. This amount was almost double the \$425,000,000 allocated 3 months earlier. (See Table 8.) Of the 775 million dollars allocated, 726 million or 94 percent was for supplies; 8 million or 1 percent for services; and 41 million or 5 percent for ocean freight and other purposes.

APPENDIX

UNRRA JOINT RESOLUTION

To enable the United States to participate in the work of the United Nations relief and rehabilitation organization

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That there is hereby authorized to be appropriated to the President such sums, not to exceed \$1,350,000,000 in the aggregate, as the Congress may determine from time to time to be appropriated for participation by the United States (including contributions in funds or otherwise and all necessary expenses related thereto) in the work of the United Nations Relief and Rehabilitation Administration, established by an agreement concluded by the United Nations and Associated Governments on November 9, 1943, reading as follows:

“AGREEMENT FOR UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

“The Governments or Authorities whose duly authorized representatives have subscribed hereto,

“Being United Nations or being associated with the United Nations in this war,

“Being determined that immediately upon the liberation of any area by the armed forces of the United Nations or as a consequence of retreat of the enemy the population thereof shall receive aid and relief from their sufferings, food, clothing, and shelter, aid in the prevention of pestilence and in the recovery of the health of the people, and that preparation and arrangements shall be made for the return of prisoners and exiles to their homes and for assistance in the resumption of urgently needed agricultural and industrial production and the restoration of essential services,

“Have agreed as follows:

“ARTICLE I

“There is hereby established the United Nations Relief and Rehabilitation Administration.

“1. The Administration shall have power to acquire, hold, and convey property, to enter into contracts and undertake obligations, to designate or create agencies and to review the activities of agencies so created, to

manage undertakings and in general to perform any legal act appropriate to its objects and purposes.

"2. Subject to the provisions of Article VII, the purposes and functions of the Administration shall be as follows:

"(a) To plan, coordinate, administer, or arrange for the administration of measures for the relief of victims of war in any area under the control of any of the United Nations through the provision of food, fuel, clothing, shelter, and other basic necessities, medical and other essential services; and to facilitate in such areas, so far as necessary to the adequate provision of relief, the production and transportation of these articles and the furnishing of these services. The form of activities of the Administration within the territory of a member government wherein that government exercises administrative authority and the responsibility to be assumed by the member government for carrying out measures planned by the Administration therein shall be determined after consultation with and with the consent of the member government.

"(b) To formulate and recommend measures for individual or joint action by any or all of the member governments for the coordination of purchasing, the use of ships and other procurement activities in the period following the cessation of hostilities, with a view to integrating the plans and activities of the Administration with the total movement of supplies, and for the purpose of achieving an equitable distribution of available supplies. The Administration may administer such coordination measures as may be authorized by the member governments concerned.

"(c) To study, formulate, and recommend for individual or joint action by any or all of the member governments measures with respect to such related matters, arising out of its experience in planning and performing the work of relief and rehabilitation, as may be proposed by any of the member governments. Such proposals shall be studied and recommendations formulated if the proposals are supported by a vote of the Council, and the recommendations shall be referred to any or all of the member governments for individual or joint action if approved by unanimous vote of the Central Committee and by vote of the Council.

"ARTICLE II

"MEMBERSHIP

"The members of the United Nations Relief and Rehabilitation Administration shall be the governments or authorities signatory hereto and such other governments or authorities as may, upon application for membership, be admitted thereto by action of the Council. The Council may, if it desires, authorize the Central Committee to accept new members between sessions of the Council.

"Wherever the term 'member government' is used in this Agreement it shall be construed to mean a member of the Administration whether a government or an authority.

"ARTICLE III

"THE COUNCIL

"1. Each member government shall name one representative, and such alternates as may be necessary, upon the Council of the United Nations Relief and Rehabilitation Administration, which shall be the policy-making body of the Administration. The Council shall, for each of its sessions select one of its members to preside at the session. The Council shall determine its own rules of procedure. Unless otherwise provided by the Agreement or by action of the Council, the Council shall vote by simple majority.

"2. The Council shall be convened in regular session not less than twice a year by the Central Committee. It may be convened in special session whenever the Central Committee shall deem necessary, and shall be convened within thirty days after request therefor by one-third of the members of the council.

"3. The Central Committee of the Council shall consist of the representatives of China, the Union of Soviet Socialist Republics, the United Kingdom, and the United States of America, with the Director General presiding, without vote. Between sessions of the Council it shall, when necessary make policy decisions of an emergency nature. All such decisions shall be recorded in the minutes of the Central Committee which shall be communicated promptly to each member government. Such decisions shall be open to reconsideration by the Council at any regular session or at any special session called in accordance with Article III, paragraph 2. The Central Committee shall invite the participation of the representative of any member government at those of its meetings at which action of special interest to such government is discussed. It shall invite the participation of the representative serving as Chairman of the Committee on Supplies of the Council at those of its meetings at which policies affecting the provision of supplies are discussed.

"4. The Committee on Supplies of the Council shall consist of the members of the Council, or their alternates, representing those member governments likely to be principal suppliers of materials for relief and rehabilitation. The members shall be appointed by the Council, and the Council may authorize the Central Committee to make emergency appointments between sessions of the Council, such appointments to continue until the next session of the Council. The Committee on Supplies shall consider, formulate, and recommend to the Council and the Central Committee policies designed to assure the provision of required supplies. The Central Committee shall from time to time meet with the Committee on Supplies to review policy matters affecting supplies.

"5. The Committee of the Council for Europe shall consist of all the members of the Council, or their alternates, representing member governments of territories within the European area and such other members

of the Council representing other governments directly concerned with the problems of relief and rehabilitation in the European area as shall be appointed by the Council; the Council may authorize the Central Committee to make these appointments in cases of emergency between sessions of the Council, such appointments to continue until the next session of the Council. The Committee of the Council for the Far East shall consist of all the members of the Council, or their alternates, representing member governments of territories within the Far Eastern area and such other members of the Council representing other governments directly concerned with the problems of relief and rehabilitation in the Far Eastern area as shall be appointed by the Council; the Council may authorize the Central Committee to make these appointments in cases of emergency between sessions of the Council, such appointments to continue until the next session of the Council. The regional committees shall normally meet within their respective areas. They shall consider and recommend to the Council and the Central Committee policies with respect to relief and rehabilitation within their respective areas. The Committee of the Council for Europe shall replace the Inter-Allied Committee on European Post-war Relief established in London on September 24, 1941, and the records of the latter shall be made available to the Committee for Europe.

"6. The Council shall establish such other standing regional committees as it shall consider desirable, the functions of such committees and the method of appointing their members being identical to that provided in Article III, paragraph 5, with respect to the Committees of the Council for Europe and for the Far East. The Council shall also establish such other standing committees as it considers desirable to advise it, and, in intervals between sessions of the Council, to advise the Central Committee. For such standing technical committees as may be established, in respect of particular problems such as nutrition, health, agriculture, transport, repatriation, and finance, the members may be members of the Council or alternates nominated by them because of special competence in their respective fields of work. The members shall be appointed by the Council, and the Council may authorize the Central Committee to make emergency appointments between sessions of the Council, such appointments to continue until the next session of the Council. Should a regional committee so desire, subcommittees of the standing technical committees shall be established by the technical committees in consultation with the regional committees, to advise the regional committees.

"7. The travel and other expenses of members of the Council and of members of its committees shall be borne by the governments which they represent.

"8. All reports and recommendations of committees of the Council shall be transmitted to the Director General for distribution to the Council and the Central Committee by the secretariat of the Council established under the provisions of Article IV, paragraph 4.

"ARTICLE IV

"THE DIRECTOR GENERAL

"1. The executive authority of the United Nations Relief and Rehabilitation Administration shall be in the Director General, who shall be appointed by the Council on the nomination by unanimous vote of the Central Committee. The Director General may be removed by the Council on recommendation by unanimous vote of the Central Committee.

"2. The Director General shall have full power and authority for carrying out relief operations contemplated by Article I, paragraph 2 (a), within the limits of available resources and the broad policies determined by the Council or its Central Committee. Immediately upon taking office he shall in conjunction with the military and other appropriate authorities of the United Nations prepare plans for the emergency relief of the civilian population in any area occupied by the armed forces of any of the United Nations, arrange for the procurement and assembly of the necessary supplies, and create or select the emergency organization required for this purpose. In arranging for the procurement, transportation, and distribution of supplies and services, he and his representatives shall consult and collaborate with the appropriate authorities of the United Nations and shall, wherever practicable, use the facilities made available by such authorities. Foreign voluntary relief agencies may not engage in activity in any area receiving relief from the Administration without the consent and unless subject to the regulation of the Director General. The powers and duties of the Director General are subject to the limitation of Article VII.

"3. The Director General shall also be responsible for the organization and direction of the functions contemplated by Article I, paragraphs 2 (b) and 2 (c).

"4. The Director General shall appoint such Deputy Directors General, officers, expert personnel, and staff at his headquarters and elsewhere, including field missions, as he shall find necessary, and he may delegate to them such of his powers as he may deem appropriate. The Director General, or upon his authorization the Deputy Directors General, shall supply such secretariat and other staff and facilities as shall be required by the Council and its committees, including the regional committees and subcommittees. Such Deputy Directors General as shall be assigned special functions within a region shall attend meetings of the regional standing committee whenever possible and shall keep it advised on the progress of the relief and rehabilitation program within the region.

"5. The Director General shall make periodic reports to the Central Committee and to the Council covering the progress of the Administration's activities. The reports shall be made public except for such portions as the Central Committee may consider it necessary, in the interest of the United Nations, to keep confidential; if a report affects the interests

of a member government in such a way as to render it questionable whether it should be published, such government shall have an opportunity of expressing its views on the question of publication. The Director General shall also arrange to have prepared periodic reports covering the activities of the Administration within each region and he shall transmit such reports with his comments thereon to the Council, the Central Committee, and the respective regional committees.

“ARTICLE V

“SUPPLIES AND RESOURCES

“1. Insofar as its appropriate constitutional bodies shall authorize, each member government will contribute to the support of the Administration in order to accomplish the purposes of Article I, paragraph 2 (a). The amount and character of the contributions of each member government under this provision will be determined from time to time by its appropriate constitutional bodies. All such contributions received by the Administration shall be accounted for.

“2. The supplies and resources made available by the member governments shall be kept in review in relation to prospective requirements by the Director General, who shall initiate action with the member governments with a view to assuring such additional supplies and resources as may be required.

“3. All purchases by any of the member governments, to be made outside their own territories during the war for relief or rehabilitation purposes, shall be made only after consultation with the Director General, and shall, so far as practicable, be carried out through the appropriate United Nations agency.

“ARTICLE VI

“ADMINISTRATIVE EXPENSES

“The Director General shall submit to the Council an annual budget, and from time to time such supplementary budgets as may be required, covering the necessary administrative expenses of the Administration. Upon approval of a budget by the Council the total amount approved shall be allocated to the member governments in proportions to be determined by the Council. Each member government undertakes, subject to the requirements of its constitutional procedure, to contribute to the Administration promptly its share of the administrative expenses so determined.

“ARTICLE VII

“Notwithstanding any other provision herein contained, while hostilities or other military necessities exist in any area, the Administration and its Director General shall not undertake activities therein without the consent

of the military command of that area, and unless subject to such control as the command may find necessary. The determination that such hostilities or military necessities exist in any area shall be made by its military commander.

"ARTICLE VIII

"AMENDMENT

"The provisions of this Agreement may be amended as follows:

"a. Amendments involving new obligations for member governments shall require the approval of the Council by a two-thirds vote and shall take effect for each member government on acceptance by it;

"b. Amendments involving modification of Article III or Article IV shall take effect on adoption by the Council by a two-thirds vote, including the votes of all the members of the Central Committee;

"c. Other amendments shall take effect on adoption by the Council by a two-thirds vote.

"ARTICLE IX

"ENTRY INTO FORCE

"This Agreement shall enter into force with respect to each signatory on the date when the Agreement is signed by that signatory, unless otherwise specified by such signatory.

"ARTICLE X

"WITHDRAWAL

"Any member government may give notice of withdrawal from the Administration at any time after the expiration of six months from the entry into force of the Agreement for that government. Such notice shall take effect twelve months after the date of its communication to the Director General subject to the member government having met by that time all financial, supply, or other material obligations accepted or undertaken by it."

SEC. 2. Amounts appropriated under this resolution shall be expended under the direction of the President pursuant to section 1 hereof. The President shall submit to the Congress quarterly reports of expenditures made under any such appropriations and of operations under the Agreement.

SEC. 3. In the adoption of this joint resolution the Congress expresses its approval of and reliance upon the policy adopted by the United Nations Relief and Rehabilitation Administration at the first session of the Council, summarized in paragraph 11 of Resolution Numbered 12, and reading as follows:

"11. The task of rehabilitation must not be considered as the beginning of reconstruction—it is coterminous with relief. No new construction or

reconstruction work is contemplated, but only rehabilitation as defined in the preamble of the Agreement. Problems such as unemployment are important, but not determining factors. They are consequences and, at the same time, motives of action. The Administration cannot be called upon to help restore continuous employment in the world."

SEC. 4. In expressing its approval of this joint resolution, it is the recommendation of Congress that insofar as funds and facilities permit, any area (except within enemy territory and while occupied by the enemy) important to the military operations of the United Nations which is stricken by famine or disease may be included in the benefits to be made available through the United Nations Relief and Rehabilitation Administration.

SEC. 5. No amendment under article VIII (a) of the agreement involving any new obligation for the United States shall be binding upon the United States without approval by joint resolution of Congress.

SEC. 6. In adopting this joint resolution the Congress does so with the following reservation:

That in the case of the United States the appropriate constitutional body to determine the amount and character and time of the contributions of the United States is the Congress of the United States.

SEC. 7. In adopting this joint resolution the Congress does so with the following reservation:

That it is understood that the provision in paragraph 11 of resolution numbered 12 adopted at the first session of the council, referred to in section 3 of this joint resolution and reading "The task of rehabilitation must not be considered as the beginning of reconstruction—it is coterminous with relief," contemplates that rehabilitation means and is confined only to such activities as are necessary to relief.

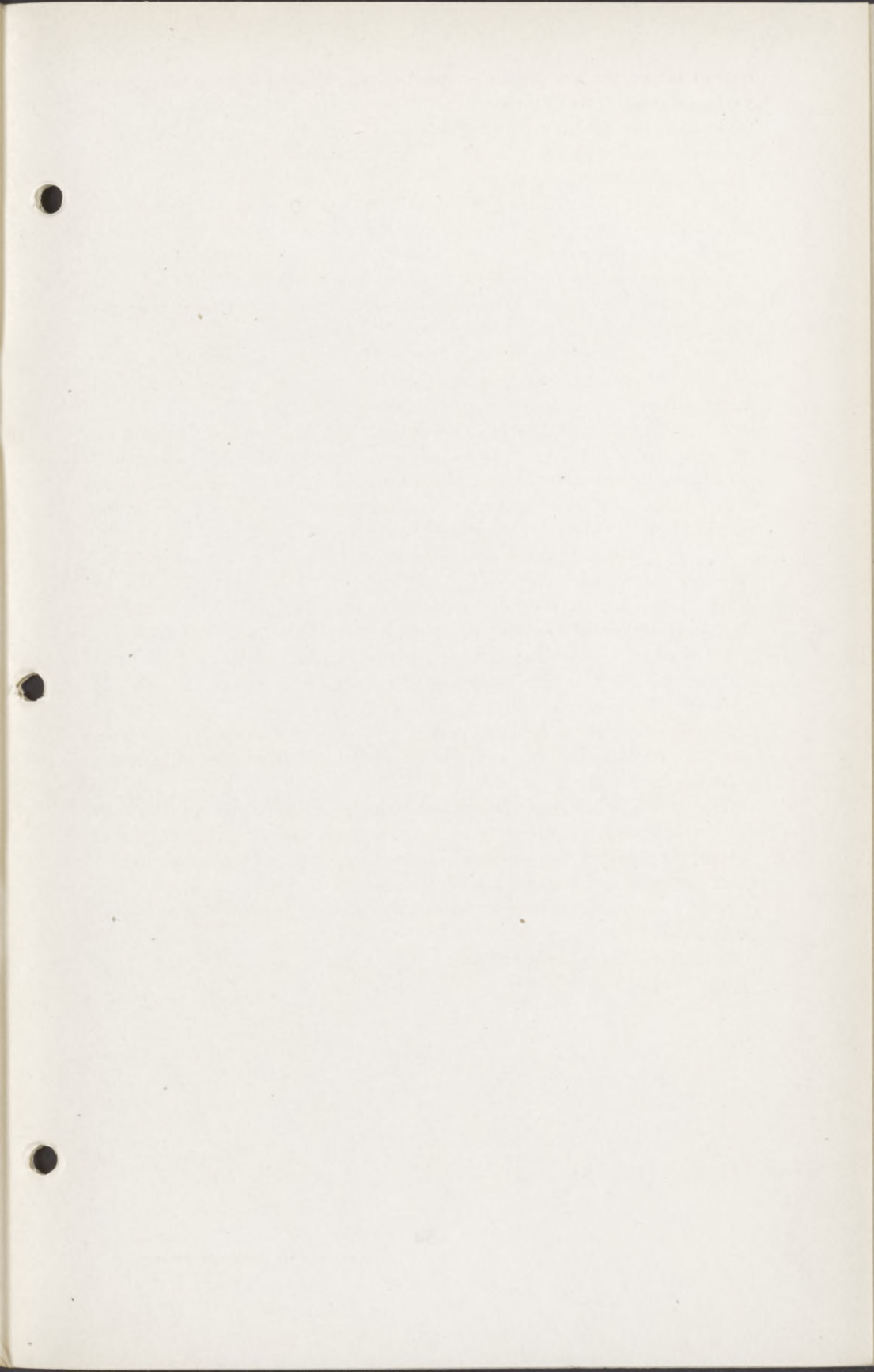
SEC. 8. In adopting this joint resolution the Congress does so with the following reservation:

That the United Nations Relief and Rehabilitation Administration shall not be authorized to enter into contracts or undertake or incur obligations beyond the limits of appropriations made under this authorization and by other countries and receipts from other sources.

SEC. 9. The authorization contained in this joint resolution shall expire on June 30, 1946.

Public Law 267—78th Congress.

Approved March 28, 1944.



reconstruction work is well planned, but only rehabilitation as defined in the preamble of the Agreement. Problems such as unemployment are important, but not determining factors. They are consequences such as the above ones, results of action. The Administration cannot be called upon to take further outside employment in the world."

SEC. 4. In adopting its approval of this joint resolution, it is the recommendation of Congress that, insofar as funds and facilities permit, not more (except within military territory and while occupied by the enemy) be engaged in the military operations of the United Nations which is stolen by Japan or China may be included in the benefits to be made available through the United Nations Relief and Rehabilitation Administration.

SEC. 5. No amendment under article VIII (a) of the agreement heretofore and now adopted by the United States shall be binding upon the United States without approval by joint resolution of Congress.

SEC. 6. In adopting this joint resolution the Congress does so with the following reservation:

That in the case of the United States the appropriate constitutional body to determine the amount and character and time of the contributions of the United States is the Congress of the United States.

SEC. 7. In adopting this joint resolution the Congress does so with the following reservation:

That it is understood that the provision in paragraph 11 of resolution numbered 12 adopted at the first session of the council, referred to in section 2 of this joint resolution and reading "The task of rehabilitation shall not be considered as the beginning of reconstruction--it is continuous with relief," contemplates that rehabilitation begins and is confined only to such activities as are necessary to relief.

SEC. 8. In adopting this joint resolution the Congress does so with the following reservation:

That the United Nations Relief and Rehabilitation Administration shall not be authorized to enter into contracts or undertake or incur obligations beyond the limits of appropriations made under this authorization and by other contracts and receipts from other sources.

SEC. 9. The authorization contained in this joint resolution shall begin on July 20, 1945.

Public Law 751--75th Congress.

Approved March 26, 1946.

