

[Kampe]

UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION

May 24, 1945

Mr. E. W. Kampe
Times-Delta
Visalia, Calif.

Dear Mr. Kampe:

Vast problems of relief and rehabilitation confronting the liberated nations of Europe and Asia, and the program devised to assist in solving these problems through the international services of UNRRA are described in the document which I attach hereto.

I am sending it to you personally because I hope that UNRRA -- an unprecedented device brought into being to help the liberated nations deal with an unprecedented world crisis -- may engage your interest and support.

Initiated in November 1943, our task is now meeting the test of experience as new areas are liberated. As problems arise, informed public understanding is very necessary to the success of the undertaking. In the pages attached I have sought to give the briefest possible digest of the exact nature of UNRRA and the multiple fields in which it works.

I do hope that you may find the report of interest and value.

Very sincerely yours,



Herbert H. Lehman
Director General

[Enclosure, May 24, 1945]

OUTLINE OF ORGANIZATION AND FUNCTIONS OF UNRRA
(UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION)

UNRRA is an international economic organization created by 44 United Nations as a service agency to help liberated countries solve their immediate distress problems resulting from war's dislocations. Other United Nations agencies are being designed to serve long-range postwar needs.

UNRRA's functioning is comparable to that of a world bank whose assets, rather than being a pool of money, are a pool of goods, men, and facilities, made available on application to governments of liberated nations by UNRRA acting as agent for the United Nations. Each uninvaded nation makes available the type of asset which its national economy can best provide, UNRRA being the coordinating agency for this bank of materials and services.

ORGANIZATION

UNRRA is run by a Council, comprised of one representative from each of the 44 member nations, which meets twice each year and makes all policy decisions by a simple majority vote. Director General Herbert H. Lehman was elected by the Council, exercises executive and administrative authority and presides over the Central Committee which is composed of representatives of China, United Kingdom, the U.S.A. and U.S.S.R. The Central Committee acts for the Council between sessions on emergency problems, but its policy decisions are subject to review by the Council.

Administrative and operating personnel of the agency constitutes an international civil service employing approximately 2,500 persons drawn from 24 countries. All of them, excepting the clerical staff and the general management group, are specialists and technicians -- experts on Supply, Distribution, Transport, Public Health, Welfare, Displaced Persons, Camp Management, Agricultural and Industrial Rehabilitation. Headquarters is in Washington and the European Regional Office is in London. The China Office is set up in Chungking. There are offices in Sydney and Cairo. Field missions in the countries receiving aid are the most important operating points. Such missions now are organized for Greece, Yugoslavia, Italy and Albania and shortly will be organized for Czechoslovakia and Poland.

FUNCTIONS

UNRRA is empowered to deliver the following to liberated nations:

1. Food and clothing supplied where needed.
2. Services in care and repatriation of displaced persons, such as Allied slave labor, stateless persons, and groups displaced by the enemy because of race, religion, or activities in favor of the United Nations.

3. Health and medical services, together with safeguards against post-war epidemics.
4. Minimum repair and rehabilitation of essential industries, such as water and electric power supplies, transportation facilities (railway, highway and water-borne), communications systems, industries essential to relief, such as food processing, manufacture of clothing, footwear, medical supplies and fuel, and industries providing materials for the repair of shelters.
5. Aids to agriculture to restore farm production as rapidly as possible.

FINANCIAL RESOURCES

UNRRA is financed in the same international manner in which it is run. Each of the 44 member nations, whether it has suffered invasion or not, contributes to the administrative expenses. As of 31 December 1944, 35 member governments had made contributions toward administrative expenses totalling \$8,550,000 of the \$10,000,000 allocated by the Council for the 1944 administrative budget. Of this the 13 liberated or to-be-liberated United Nations had paid \$1,650,000.

Only those member nations whose territory has not been invaded contribute to the operating costs, namely, the pool of supplies and services. Operational contributions by the uninvaded nations are determined by their own constitutional bodies; it is recommended by the Council that they be, as far as possible, approximately 1% of the national income in the year ended 30 June 1943, and that 1/10th of this contribution be in foreign exchange and the remainder in supplies.

UNRRA's potential resources on a 1% basis are approximately \$2,000,000,000. Up to 31 December 1944, 18 uninvaded member governments had authorized a total of \$1,822,734,073 in kind and cash for UNRRA's operating expenses, and several of the member governments have legislation pending that will shortly enlarge their contributions. Contributions up to 31 December from uninvaded nations for operating and administrative expense include \$1,350,000,000 authorized and \$800,000,000 appropriated by the U.S.A.; \$322,400,000 from the United Kingdom; \$38,400,000 from Australia; \$95,000 from Bolivia; \$30,000,000 from Brazil; \$69,369,000 from Canada; \$2,153,000 from Chile; \$2,326,000 from Colombia; \$150,000 from Ecuador; \$420,000 from Iceland; \$21,000 from Liberia; \$3,704,000 from Mexico; \$8,476,000 from New Zealand; \$31,000 from Paraguay; \$1,000,000 from Peru; \$1,107,000 from the Union of South Africa; \$520,000 from Uruguay; \$1,010,000 from Venezuela.

DISTRIBUTION

Liberated members of the United Nations which are determined by the Director General on advice of a special committee of the Council not to have foreign exchange resources can receive supplies from the international pool without charges in foreign exchange. The nations which do have foreign exchange resources, use their own funds, not UNRRA funds, to buy the supplies they are entitled to import under the allocation of the Combined Boards. UNRRA's role in this allocation picture is that of an advisory body, concerned with equitable distribution among all liberated countries.

In few, if any, cases will UNRRA serve as a direct distributing agency within a country. In the expected average situation, already in effect in Greece and Yugoslavia and agreed to for Czechoslovakia, supplies will be turned over at the port to the Government of the nation receiving aid. The supplies will be put into the normal internal distribution system by local authorities to be locally purchased by those able to pay and locally distributed by local welfare bodies serving those in distress and without funds. Both types of operation will be under observation by UNRRA to insure compliance with UNRRA policies in accordance with Council directions and agreements with the liberated nations, wherein the guiding principle is non-discrimination on political, religious, racial, and economic grounds.

UNRRA'S PART IN THE WORLD JOB

Relief and rehabilitation consumption needs of liberated United Nations in Europe for the first 18 months following liberation have been calculated at 93 billion dollars. Of this it is estimated that 7½ billion dollars worth of supplies will have to be imported. Compare this with the approximately 2 billion dollar UNRRA fund currently available for both Europe and Asia and it will be seen that UNRRA never was intended to be nor is it possible for UNRRA to be the sole source of relief and rehabilitation. It becomes apparent that more than nine-tenths of the job will be done by the people, and their governments, of liberated lands using their own resources. It is apparent also that the financing of the imports are being and will be handled through more than one source. As a matter of fact, imports will be provided by the liberating military authorities, and the governments of liberated territories which have foreign exchange resources as well as by UNRRA.

It is estimated that there are roughly 11,000,000 externally displaced United Nations nationals in Europe -- of these, roughly 9,000,000 are slave laborers, refugees and concentration camp victims inside Germany. In addition, there are roughly 7,500,000 homeless and internally displaced persons inside the European United Nations. In the Orient, UNRRA faces an even larger ultimate task. There 40,000,000 refugees have fled from the coastal cities of China alone. Here, also, the military and the national Chinese organization -- CNRRA -- will share the responsibility with UNRRA.

UNRRA AT WORK

As a world-wide operation resulting from a global war, UNRRA naturally presents, on the various continents, varied stages of development consequent on military progress on the various fronts, namely:

UNRRA and the Military

During the combat period provision of civilian supplies and services needed to prevent disease and unrest is a function of the Civil Affairs Branches of the Armies of the United States and the United Kingdom. The Armies have called for and received assistance from UNRRA in carrying on this work in Greece and Yugoslavia. As stated later, the military period in these two countries has now terminated.

With the exception of repatriating displaced persons and control of epidemics when requested by the military authorities, UNRRA does not operate in ex-enemy territories. However, Italy has been treated as a special case by action of the UNRRA Council, and UNRRA is now providing, supplemental to the military imports for civilians, a \$50,000,000 program of aid for mothers and children, displaced persons and provision of medical supplies. Agreements between UNRRA and the Italian government have been signed and supplies have arrived there.

UNRRA and Displaced Persons

For work with Displaced Persons inside Germany SHAEF requested 450 UNRRA assembly center teams. These groups are responsible for organizing and operating centers where Allied slave laborers, stateless persons and other groups displaced by the enemy can be assembled for return to their homelands. In these centers the Displaced Persons will be registered, identified, inoculated against disease, deloused where necessary, reclothed and cared for until they can be shipped to points of origin. An UNRRA Displaced Persons center team comprises about thirteen individuals, including a director, a medical officer, a mess officer and warehousing officer, together with appropriate assistants and clerical help. UNRRA teams in Germany will start operations attached to the Allied armies. Early in May over 100 such teams were inside Germany, and 25 additional teams per week are being forwarded. The rate of departure of UNRRA assembly center teams is being increased and in July it is anticipated that the requested 450 teams will be in Germany, and that almost 6,000 persons may be employed in this work.

In the Middle East where UNRRA-operated camps have taken care of 40,000 Greek, Yugoslav, Polish and other refugees since 1944, large scale repatriation operations have now begun, returning these people to their liberated homelands.

UNRRA and United Nations Governments

By the end of June, 1945, it is estimated, liberated areas of Europe will have received at least 480,000 tons of supplies financed by UNRRA, and additional shipping space is now being urgently requested for May and June to permit UNRRA to increase deliveries to liberated areas. Estimates of supplies expected to become available for UNRRA export by the end of August, 1945 will be in excess of 2,000,000 tons. The supplies will come from the United States, Canada, United Kingdom, Brazil, Peru, Uruguay, Iceland, Newfoundland, Australia, New Zealand, India, South Africa, and other countries.

European Countries

According to present indications the governments of France, Belgium, the Netherlands, Luxembourg, and Norway will be able to manage their own relief programs after the military period. These countries all have fairly adequate foreign exchange resources. Each of these governments has indicated the willingness to accept "in principle" assistance from UNRRA, in health, welfare, and in the care of displaced persons. Moreover, these governments have requested that UNRRA dispatch highly specialized liaison missions to their countries after liberation to help them expedite their relief programs and offer advice and technical assistance. Some of the supply programs are now being formulated by the governments in collaboration with UNRRA, and UNRRA often facilitates and participates in the actual procurement of supplies as well.

Changed conditions in the post-liberation period have necessitated increased UNRRA activity in these countries, and by adoption of the resolution of the Central Committee on February 26, an emergency relief supplies and services program in devastated liberated areas of Western Europe was initiated and is now in operation upon the request of receiving countries.

In March, 1945, France requested assistance for sinistres and for allied displaced persons on French soil. That same month, regular shipments of tons of contributed clothing and food was under way; the first consignment arrived at Cherbourg on March 10, subsequent consignments went out a few days later, and by March 19 weekly shipments were set. Distribution of all these items was through the French Entr'aide for the sinistres, through the French Department of Repatriation for Allied displaced persons in France.

In March, 1945, Norway requested aid for its destitute population in northern Norway and that same month arrangements were made by UNRRA to supply the requested 120 tons of clothing and footwear. Distribution is to be through the Norwegian Ministry of Social Welfare and through Norwegian voluntary societies, with a small UNRRA observers' mission present.

Similar emergency assistance to Belgium, Luxembourg, and the Netherlands has been requested and is being planned for early operations.

Meanwhile UNRRA missions to these Western European countries are proceeding with their appointed tasks as follows:

The UNRRA mission to France, comprising Health, Welfare, and Displaced Persons specialists, started its work in that country in 1944. The Health studies done in France, a nation which suffered four years of enemy occupation, have yielded valuable information on malnutrition and disease which may guide UNRRA's health programs in other liberated lands. In addition, French medical personnel has been recruited for UNRRA Displaced Persons teams which will operate inside Germany and UNRRA may cooperate with the French authorities on medical supplies for France. Equally useful work is meanwhile under way in the fields of Welfare and Displaced Persons.

In Luxembourg, an UNRRA observers' mission has completed a detailed study of economic and social conditions. This report and its recommendations are under consideration.

An UNRRA observers' mission to Belgium is in formation. An earlier nucleus mission has already established contacts between UNRRA and the Belgian authorities inside Belgium.

An initial mission to go to Norway immediately upon liberation is now in the process of being formed. It will comprise Health, Welfare, Displaced Persons, Supply, and Industrial and Agricultural Rehabilitation specialists.

Plans are now going forward for the composition of an UNRRA liaison mission to the Netherlands perhaps shortly before the military period is over there. UNRRA displaced persons work is already in progress with the military in the Netherlands and health and welfare activities are expected to follow.

In Eastern Europe UNRRA operations have proceeded to an advanced stage, and UNRRA financed shipments of supplies have gone out to Yugoslavia, Czechoslovakia, Poland, Algiers, and Greece.

In Greece and Yugoslavia the post-military periods went into effect during April, 1945. On April 1, UNRRA had assumed full responsibility for the relief and rehabilitation supply and services program of assistance to the Greek government, and on April 15 UNRRA took over similarly in Yugoslavia. UNRRA country missions are in full operation in both those countries and supplies are being shipped. Neither country is in a position to pay in foreign exchange for supplies and services, and according to the agreement, ability to pay will be examined again in six months to a year from the date of inception of UNRRA's program in these countries.

The governments of Poland, Czechoslovakia, Ethiopia and Albania have requested UNRRA programs of aid as soon as possible for their liberated areas, and plans for relief and rehabilitation operations are in process.

A delegation of UNRRA experts has been designated to proceed to Poland to meet with the Provisional Government of the Polish Republic and arrange for UNRRA assistance to the Polish people in the fields of health, welfare, displaced persons, and agricultural and industrial rehabilitation. Meanwhile, urgently needed relief supplies have been shipped to Poland through the Black Sea Ports made available by the Soviet Government. The Czechoslovakian Government has now signed the basic agreement with UNRRA; for the most part it parallels the UNRRA-Greece Agreement for relief and rehabilitation services and supplies. On March 26, the first UNRRA supplies reached Czechoslovakia, entering through the Black Sea ports which were made available by the Soviet Government.

An exploratory mission has completed its initial work in Ethiopia and has reported its recommendations for a program of operations in that country. A relief and rehabilitation program, including supplies and services for Ethiopia, is being formulated now on the basis of this report.

Procedures for relief and rehabilitation operations in Albania were agreed upon during March, 1945. Reports of the observers' mission in that country will determine Albanian ability to pay and extent of UNRRA operations there. Such operations will not be unduly delayed.

The Far East

The Chinese Government has submitted a request for supplies and services. UNRRA resources will be utilized through the Chinese National Relief and Rehabilitation Administration in combination with resources of the Chinese people and government to carry through an extensive program of relief and rehabilitation. The UNRRA China Office has been opened in Chungking and the first UNRRA supplies for China, chiefly medical, are ready for shipment.

The appropriate government authorities have indicated that some UNRRA assistance may be desired for relief of distress and restoring essential production in other far eastern areas to be liberated from Japanese rule, including Borneo, French Indo-China, the Netherlands Indies, and the Philippines. In response to a request from Philippine authorities, the Director General in March, 1945, informed them that if the government so desires, UNRRA will set aside a provisional fund of \$1,000,000 for relief supplies to meet the immediate emergency there. In these areas under military control, the present relief program is solely the responsibility of the U.S. military. Meanwhile, UNRRA is actively discussing with U.S. agencies additional emergency programs for Philippine relief and rehabilitation.

The Far Eastern Program was brought into sharp focus by the recent 5-day session of the UNRRA Committee of the Council for the Far East at Lapstone, Australia, where extensive programs and basic policy vital to the future well-being of these vast areas and millions of people were developed. In addition to United Nations governments' representatives, the South Pacific Military Command and the Southeast Asia Command sent official delegates to this UNRRA Far East session.

UNRRA and INTERNATIONAL HEALTH

UNRRA has been entrusted by the United Nations with the execution and administration of the International Sanitary Conventions of 1944. The hardships and migrations resulting from war are inevitably accompanied by much increase of disease, even though diminished here and there by well-directed effort.

The revised conventions, bringing international health and medical practices, epidemic controls and quarantine methods up-to-date and expanding international sanitary operations to meet present world conditions, will be managed in the closing phase of the war and in the first post-war months by UNRRA.

SUMMARY

UNRRA as established by the United Nations in November, 1943, is comparable to a world bank whose function is the mobilization of material assets, technical knowledge and productive resources to aid the liberated United Nations through the transitional period required to restore normal productivity. It works with their governments on the basis of human needs without discrimination as to race, creed, or political beliefs. Its basic concepts are rehabilitation and assistance in self-help, rather than solely relief. Its purpose is humanitarian, its procedures are practical and business-like. In his report to Congress on the United States' participation in UNRRA, President Roosevelt had emphasized that approximately 90 per cent of all supplies needed by European nations will be imported by their own governments or produced by the countries themselves. In another statement, President Roosevelt reported that the war is costing the United States 250 million dollars daily. The total United States contribution pledged to UNRRA (\$1,350,000,000) is equal to five days and six hours of this U.S. war cost.

The United Nations have launched and will launch a number of other enterprises for more permanent service and regulation of security and progress in the world of the future. The appropriate agencies of this latter group --- the International Monetary Fund, the International Bank for Reconstruction and Development, the Food and Agriculture Organization of the United Nations, the Intergovernmental Committee for Refugees -- are to be designed for long-range tasks. UNRRA's mission is a strictly limited one to help liberated peoples relieve immediate distress and get essential production started. That accomplished -- unless other tasks are assigned to it -- UNRRA will close its books, completing this first step of the post-war program of the United Nations.

May, 1945