Helping the People to Help Themselves

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HELPING THE PEOPLE
TO HELP THEMSELVES

The Story
of the United Nations Relief and
Rehabilitation Administration

UNITED NATIONS INFORMATION OFFICE
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An agency of
The governments of Australia, Belgium, Canada, China, Czechoslovakia, Great Britain, Greece, India, Luxembourg, The Netherlands, New Zealand, Norway, The Philippines, Poland, South Africa, and Yugoslavia; the Danish Legation and the French Committee of National Liberation; and the government of the United States of America.

Price 10 cents
"The Governments or Authorities whose duly-authorized representatives have subscribed hereunto,
"Being United Nations or being associated with the United Nations in this way,
"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."

From the Preamble of the Agreement for United Nations Relief and Rehabilitation Administration, signed at the White House, Washington, D. C., on November 9, 1943.

Note: The text of the UNRRA Agreement, the Resolutions of the Atlantic City Council Meeting, and the reports on which they were based may be obtained from the Superintendent of Documents, U. S. Government Printing Office, Washington, D. C., under the title of First Session of the Council, United Nations Relief and Rehabilitation Administration, Selected Documents, State Department Conference Series 53, price 33 cents.

The Problem—and the United Nations

Never before in the history of mankind have men been called upon to solve a relief problem of greater magnitude and complexity than that resulting from the present war. Within three years 35 countries, spread over Europe and Asia and containing more than half a billion people, have passed under the Axis yoke. They have been robbed of their wealth, their economies have been destroyed, and their peoples have been left in semi-starvation. The older generation is ravaged by disease and hunger; typhus and tuberculosis are spreading; malnutrition threatens to maim the younger generation for life. Tons of food, medicine, clothes and other materials will have to be rushed to liberated Europe, and in the areas of China now under Japanese occupation at least 84,000,000 people will eventually need relief.

Who will take the responsibility for this tremendous task? Who will see to it that a hope for freedom from want and fear is given people, so that instead of desperate social conflict, there will be the normal living and thinking that makes a stable world? Who will pay for the seeds, the wool, the plows, the flour and serums? Who will decide all these questions?

Not one nation, or two, or four will decide, but many. For out of World War II has grown an idea which is defeating the Axis, the idea of nations united in action, pooling their resources for the common good.

From that concept has come strength to win the war. When on Tuesday, November 9, 1943, representatives of 44 united and associated nations met in the East Room of the White House and signed an agreement pledging their countries to co-operate, each according to its abilities, in aiding the victims of the aggression, men realized there was also strength in the concept to win the peace. Their agreement created the United Nations Relief and Rehabilitation Administration, generally known as UNRRA.

Addressing the delegates, the President of the United States said: "We mean business in this war in a political and humanitarian sense, just as surely as we mean business in a military sense. It (UNRRA) is one more strong link joining the United Nations in facing problems of mutual need and interest . . . ."

The Agreement

The UNRRA agreement signed in the White House on November 9 was not a spontaneous or hastily improvised document, belonging to any one nation. It began when the first home was destroyed, when the first people came under enemy occupation, when the first indication of human need became evident; it grew out of many minds seeking ways to revive suffering peoples, to aid in the eventual recovery of a war-torn world.

In London, an Allied Committee on Post-War Requirements, known as the Leith-Ross Committee, had worked for over a year on the problem of relief and rehabilitation of devastated areas in Europe. Economic, agricultural, medical experts did valuable spade work in tabulating needs and requirements. The U. S. Office of Foreign Relief and Rehabilitation Operations under former Governor Lehman of New York had been organized in the United States and had already been at work in French North Africa. On May 17, 1943, the United Nations Conference on Food and Agriculture had met at Hot Springs, Va., to go into long-range postwar problems.
In short, men and nations had been concerned with freedom from want in many ways. With Axis defeat becoming a certainty, the time was ripe for a working organization to carry out urgent, planned steps to relieve the most essential wants of the occupied countries, both in Europe and Asia. Preliminary discussions began between governments; tentative proposals were exchanged and amended until a final draft, acceptable to all the United Nations, was approved. The United States agreed to convolve the historical meeting at the White House, where the delegates of 44 nations, coming from all continents and representing 80 per cent of the human race, attached their signatures to the international agreement which constitutes the charter of UNRRA, the relief and rehabilitation organization.

Signers of this agreement were: Australia, Belgium, Bolivia, Brazil, Canada, Chile, China, Colombia, Costa Rica, Cuba, Czechoslovakia, Dominican Republic, Ecuador, Egypt, El Salvador, Ethiopia, French Committee of National Liberation, Greece, Guatemala, Haiti, Honduras, Iceland, India, Iran, Iraq, Liberia, Luxembourg, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Panama, Paraguay, Peru, Philippine Commonwealth, Poland, Union of South Africa, Union of Soviet Socialist Republics, United Kingdom, United States of America, Uruguay, Venezuela, Yugoslavia.*

*The Danish Minister in Washington, Mr. Henrik de Kauffmann, attended the Council Meeting in his personal capacity.

WHAT THE AGREEMENT SAYS

There were few wasted words in the UNRRA pact; its spirit, devoid of frills and formalities, was one of honest realism. The preamble plunged into the task ahead: The United Nations are "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."

In 10 business-like articles, the Agreement continued:

UNRRA has the authority to plan, coordinate and administer, in agreement with the military authorities, the foregoing measures for the relief of victims of war in areas liberated from Axis control.

The Administration is to have the power to acquire, hold and convey property, to enter into contracts and undertake obligations appropriate to its objectives and purpose.

Each member government is to name one representative to the Council of UNRRA. The Council is to be the policy-making body of the Administration and is to be convened not less than twice a year by the Central Committee, consisting of the representatives of China, the Soviet Union, the United Kingdom and the United States.

The Central Committee is to make policy decisions of an emergency nature between sessions of the Council. All such decisions, however, are to be open to reconsideration by the Council at any of its regular or special sessions. The Central Committee is also to invite the participation of any member government to those meetings if a particular question involving that government is discussed.

Besides the Central Committee, the Agreement provides for the creation of a Committee on Supplies, composed of the members representing the countries likely to be the principal suppliers of food and services; it also provides for regional Committees for Europe, and for the Far East, and for other regional or technical advisory committees which the Council may consider necessary.

The executive authority of the United Nations Relief and Rehabilitation Administration is vested in a Director General, appointed by the Council on the unanimous nomination of the Central Committee.

Under the Agreement each of the 44 member governments accepts the obligation, subject to the approval of its constitutional bodies, to contribute to the support of the Administration and to place at its disposal such supplies and resources as may be decided upon by the Council and approved of by the respective national governments.

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

The Agreement stipulates that the Director General shall not undertake activities in any area in which the military are operating without the consent of the military command, and that he will be subject to such control as the command may find necessary.

Thus was developed the framework for mobilizing the resources and energies of the United Nations. Concerted action was necessary, for one nation alone could not feed and relieve all the victims of aggression. It was now too plain that the prosperity and peace of any nation depended not upon bankruptcy or prostrate peoples, but upon peoples who had food to eat and money with which to buy things.

Elected Director General of UNRRA, Herbert H. Lehman declared: "We cannot make ourselves secure in a world in which millions of men, women and children are dying of want or by epidemic. Let us recognize frankly that freedom from gripping want is a basic component of any enduring peace, that if the world is to have any hope of lasting peace and a stable economy we must all co-operate wholeheartedly to the end that the liberated peoples are restored as rapidly as possible to a self-sustaining basis.

"The fate of all United Nations efforts to assure a world of security and of lasting peace may well be largely influenced by the success of this, their first joint effort in relief and rehabilitation."

AT ATLANTIC CITY—THE WORK BEGINS

The Agreement was signed in Washington on November 9th, and the delegates then moved to Atlantic City for the first meeting of UNRRA's Council. By Wednesday, November 10th, some 600 diplomats, experts, scientists and secretaries had assembled at the Claridge Hotel to carry out the terms of the agreement signed the day before. It was the largest international
gathering ever held within the United States, and the second to take place in one year.

The problems facing the delegates were many and complex: How to get sugar from the Caribbean countries, rice and coffee from Brazil, beans from Chile, fish from Newfoundland to the liberated countries in the fastest possible time? How to gather seed, farm machinery, fuel, medical supplies? How to accomplish the stupendous task of repatriating some 20 to 30 million people in Europe, for example, refugees from Axis-conquered lands and enslaved workers? How to work out a formula for the equitable sharing of financial responsibility among the United Nations? How to integrate UNRRA's job with government and private war-relief groups already engaged in aiding Axis victims?

None of these problems was avoided. The very nature of the conference encouraged their solution.

When they reached Atlantic City, the delegates had in their hands the Agreement setting up the organization; their work, then, was to lay down the broad principles of policy. UNRRA, as distinct from the permanent organization on food and agriculture, was temporary; it was emergency. It might have to start large scale operations in a few months; it might have to function in the midst of war.

COMMITTEES ARE SET UP

Under the chairmanship of Dean Acheson, Member of the Council for the United States, the UNRRA Council divided its agenda into four main committees and 15 sub-committees. The Committee on Ad Hoc Committees acted as the steering agency of the session.

The UNRRA committees did not attempt to legislate, i.e. to draw up international conventions or treaties to be signed; what began on November 10 at Atlantic City amounted to business deliberations by nations having urgent financial responsibility among the enslaved workers? How to work out a formula for the equitable sharing of financial responsibility among the United Nations? How to integrate UNRRA's job with government and private war-relief groups already engaged in aiding Axis victims?

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Committee I on Organization and Administration considered in its four sub-committees the following items: The composition and functions of the regional Committee for Europe and the Far East, together with the Standing Technical Committees on Agriculture, Displaced Persons, Health, Industrial Rehabilitation and Welfare; rules and procedures of the Council and its Standing Committees; personnel policies and the administrative budget. Committee II on General Policy and its three sub-committees dealt with the broad policies of the Administration, its relations with governments and with inter-governmental bodies.

Committee III on Supply and Finance had one sub-committee to study the financial plan for the Administration, and another to examine the procedures for ascertaining and meeting deficits in supplies. It was also charged with setting up the Standing Committees on Supply and Financial Control and with defining their functions.

Committee IV on Relief and Rehabilitation Policies was divided into six sub-committees engaged in discussing technical aspects of relief distribution, health and medical care, welfare services and voluntary relief agencies, assistance to displaced persons, agricultural rehabilitation and rehabilitation of industries, transport and other services essential to relief.

The United States provided the secretariat for this first session of UNRRA. Altogether there were over 150 meetings of the main committees, sub-committees and drafting groups, some of which had almost daily sessions.

And these meetings were characterized by an avoidance of high-flown oratory and idealistic generalities; realism was the keynote of the Council Meeting. Within three weeks 41 resolutions were passed and handed over to the Director General for further action.

THE SCOPE OF UNRRA

Dean Acheson, Chairman of the Council, remarked that UNRRA could not reconstruct the world, neither could it be limited to a mere "soup kitchen" charity. The scope of UNRRA, he pointed out, lay somewhere between these two extremes.

The Council drew a line among the three R's—Relief, Rehabilitation and Reconstruction. Postwar reconstruction was not its function; its limit was relief and such material rehabilitation as might be found essential to relief. Thus, the Council concluded that the Administration should insure the provision of:

(1) essential consumer goods for immediate needs, such as food, shelter, medical supplies; and materials, such as seeds, raw materials, machinery,

(2) essential services such as health and aid in the repatriation of displaced persons; the rehabilitation of public utilities (light, water, communications) in so far as they could be restored for immediate needs; and assistance in procuring equipment for schools and universities.

Thus, UNRRA might restore water supply systems damaged by bombing, but could not instal a new sewage system in a town which never had a sewage system.

It was realized that in some instances, UNRRA might have to operate in liberated areas where there was no organized or responsible government. In such cases, UNRRA would work in close agreement with the military command. And once a government has been set up in a liberated area, the Administration would operate only after consultation with, and with the consent of, the government concerned.

In transporting relief materials, repatriating displaced persons, or in combating epidemics, the Administration would probably have to operate in enemy or ex-enemy areas. Moreover, the Administration might, in agreement with the military command and the established control authorities, find it necessary to extend relief to ex-enemy peoples. The Council decided that the expenses connected with such operations should be paid by the enemy or ex-enemy country concerned; and that aggressor nations should pay for whatever they received as soon as payment could be collected.

CO-OPERATION WITH COMBINED BOARDS

From the very beginning, it was understood that the activities of UNRRA would be conducted without interference in the prosecution of
the war. For this purpose, UNRRA officials would have to work in collabora-
tion with military authorities. Consequently, it seemed essential that re-
quirements of relief be coordinated with military requirements "through the
use of existing inter-governmental agencies" already concerned with directing
supplies and shipping facilities. These "inter-governmental agencies" are the
four Combined Boards for food, industrial goods, raw materials and shipping,
which are chiefly concerned with the war effort.

A kind of teamwork formula was worked out: The Council decided
that all member governments should keep UNRRA fully informed of all
their relief and rehabilitation requirements. On his part, Director General
Lehman may present to the Combined Boards recommendations he deems
necessary to obtain a fair distribution of supplies and shipping in the liberated
areas. He will also present the over-all requirements of all areas to permit a
global consideration of relief needs with other needs.

Furthermore, he may present the particular requirements of any one
country for which UNRRA's assistance has been asked. On the other hand,
it is anticipated that the Combined Boards will consult the Director General
when any matter affecting UNRRA is under discussion.

POLICIES ON DISTRIBUTION OF SUPPLIES

Once supplies have been gathered, allocated and shipped, such supplies,
according to the Council shall "at no time be used as a political weapon and
no discrimination shall be made because of race, creed or political belief."

In general, it was agreed, the responsibility for distribution of relief is
to be borne by the government which exercises administrative authority in the
particular area, and that the distribution of supplies should take place
under effective rationing and price control. All classes are to receive an equal
share; the poor will get relief free, those able to pay will buy the relief goods
through normal distributing agencies. When supplies are sold to consumers,
prices will be set to speed up the flow of supplies into proper hands, and to
avoid maladjustments in the price structures.

UNRRA'S HEALTH AND WELFARE PROGRAM

Reports received from the occupied countries indicate that the United Nations
will have to act swiftly to prevent the spread of epidemics; thou-
sands of lives are being taken by typhus and tuberculosis. The UNRRA
Council laid plans to send life-saving teams of doctors and nurses behind
the liberating armies to fight disease and starvation. A staff of doctors
and technicians will be gathered from all nations and standard units of
medical supplies are to be assembled. After first emergencies have been met,
the Council agreed, UNRRA will then attempt to provide assistance to
governments to enable them to re-establish health services in the least pos-
sible time.

An important function of UNRRA's health organization will be epidemic
control, particularly epidemics affecting more than one country. Early recog-
nition will be given to the needs of children and expectant and nursing
mothers, for upon them depends the restoration of normal family life. Special
measures will be taken to deal with communicable diseases among children,
particularly those who are homeless and lost, and whose resistance has been
lowered by malnutrition.

Welfare was defined by the Council to include the necessities of life
for those persons unable to provide for themselves. Welfare services will be
designed to help people to help themselves; and UNRRA will also enlist the
co-operation of voluntary relief agencies who have been or are working in the
field.

DISPLACED PERSONS

There are 1,800,000 Frenchmen in Germany; according to one estimate,
to move this number of persons will take 24 trains a day, every day for
eight months. This is but one example of the problem of displaced, uprooted
peoples—the physical problem, aside from the deep psychological wounds
inflicted by the war and the enemy.

According to an official estimate by the Allied Governments, there are
now, exclusive of the Soviet territories and the Far East, between 21 and 30
million homeless or displaced persons scattered over the continent of Europe—
forced laborers in the Axis countries, civilian prisoners and persons in con-
centration camps, war fugitives, hostages and thousands upon thousands who
have been forcibly uprooted from century-long homes to allow the Nazis
to put into effect their racial and living-space "doctrines." In the Far East
over 40,000,000 Chinese have been driven from town to town, district to
district, in regions occupied by the Japanese.

The problem of returning those still alive at the end of the war to their
homes has been viewed as a problem of organization almost as great as the
problem of relief itself. Yet, transportation is only one part of repatriation.
Displaced persons will need food, clothing and temporary shelters. And these
relief measures call for a vast quantity of supplies to be provided for within
the minimum requirements for general relief.

Then there is the medical side. Mass movements of displaced persons are
likely to cause an acute danger from epidemics, not only among the displaced
persons themselves but in the countries of their residence, passage and return.
The closest possible collaboration must, therefore, be maintained with the
health organization of UNRRA and all other national and international
health institutions.

This was one of the toughest problems before the Atlantic City Coun-
cil. Political implications were obvious and politics did not come under
the scope of UNRRA. Will the victims in Axis territories be rescued before
the Nazis lay their hands on them in the eleventh hour of revengeful des-
peration? What about enemy or ex-enemy nationals who have settled in
Allied countries, moved into Allied homes?

The Council suggested that while it is not the purpose of UNRRA
to assist enemy subjects, the removal of enemy or ex-enemy nationals who
may still be in occupation of Allied homes, might be undertaken by UNRRA.
Realizing the implications of the question, it also suggested, therefore, that
the return of such ex-enemy intruders to their homes be referred to an earl-
y meeting of the Council as a separate issue for further consideration.

Why teamwork was necessary, why a United Nations agency was the only
practical means to straighten out the awful tangle of displaced peoples was
revealed in the next recommendation:
Four countries might be involved before a family, a father or a son could return to their home. There will be the country where they are living temporarily, the country through which they must pass, the country where they have lived, and the country of which they are nationals. Therefore, agreements have to be reached with all of them. The Council expressed the hope that all governments would co-operate with UNRRA in helping people get back home, whether those people were their nationals or not.

The Council recommended that the Administration should take steps to ensure the closest co-operation with the military authorities, the International Committee of the Red Cross (which already possesses a wealth of information and experience, particularly records containing some 15,000,000 names), and with the Inter-Governmental Committee on Refugees in London which has long dealt with persons who have had to leave their homes for reasons of nationality, race, religion or political belief. It will be the responsibility of UNRRA to assist, in the care of such refugees as cannot or do not wish to be repatriated until the Inter-Governmental Committee can find places for them to live.

FOOD COMES FIRST—REHABILITATION OF AGRICULTURE

In his first press conference, Director General Lehman declared that food would take priority over all shipments other than war materials to the liberated countries. The flow of food will be tagged “emergency relief.” Hunger must be assuaged, bodies nourished before the many schemes of rehabilitation can even be started.

UNRRA will furnish “energy” foods to relieve hunger and simultaneously begin the rehabilitation of agriculture. The big shortages after the war will be in milk, meat and fats; there will have to be concentration at first on supplies of wheat and cereals for energy foods, as there are plentiful stock-piles of wheat. Seed, farm machinery, fertilizer, lubricants and fuel will be required. Food processing machinery may be required to convert new food into edible form. Retreating Germans, for instance, tried desperately to destroy olive crushers in Tunisia.

Agricultural experts at the Council Meeting pointed out that for the first crop year after liberation, absolute priority should be given to producing foods for direct human consumption. Only when danger of actual hunger is removed, can more ambitious farming goals be contemplated. This means that production of pigs and poultry will be discouraged. It means that the menu for liberated peoples after the war will show milk, bread, beans, peas, potatoes, cabbages, Brussels sprouts, turnips and carrots. This is a program for a one-year crop, and that is as far as UNRRA will probably go. In most cases, it is expected the people in war areas will not need outside shipments of food after the first domestic crop is harvested. This was the case with North Africa, which has already shifted from the receiving to the giving side of the world food ledger.

The Council adopted the conclusion of the United Nations Conference on Food and Agriculture at Hot Springs that a permanent international food organization should handle long-range plans for increasing world-wide food production and standards of living. It was agreed that UNRRA should con-
the supplying countries. It appoints, in consultation with the chairman of the Committee on Financial Control, a sub-committee of not more than five members to advise the Director General in determining whether a government is in a position to pay, as provided in the Financial Plan. The Supplies Committee will meet at Washington, D. C.

The Committee on Financial Control, also located at Washington, consists of representatives of eight countries: China, Greece, Mexico, Norway, Union of South Africa, the Soviet Union, the United Kingdom and the United States. Its work is to advise the Administration on how to aid in counteracting inflationary trends, to attend to UNRRA’s administrative budget as well as to any financial matter it may be entrusted with by the Central Committee.

Many of the policy problems of UNRRA are of a technical nature and cannot be worked out without constant advice by specialists. Consequently, the Conference agreed to create five standing technical committees on agriculture, displaced persons, health, industrial rehabilitation and welfare. Each member government may participate in the work of each of these technical committees; only persons possessing special ability and expert knowledge should be appointed as members or alternates.

These committees will formulate proposals for technical policies within their province and will advise the Director General, the Central Committee, and the Council.

The four leading powers hold vital posts on the Central Committee, the Committee on Supplies, the Committee on Financial Control and on both regional Committees. The member of the Council for the United Kingdom was elected chairman of the Committee for Europe, that for China chairman of the Committee for the Far East, while the chairmanships of the Committees on Supplies and Financial Control went to the representatives of Canada and the United States respectively.

THE UNRRA OFFICE

The Council agreed that UNRRA headquarters are to be located in Washington, D. C. Regional offices will be established in London, in the Far East and possibly in Cairo.

Recognizing that the success of the Administration would depend largely upon the vision, competence, integrity and loyalty of the men and women who would become its officers and technical staff, the Council recommended that the Director, under his full executive authority, act with the greatest possible freedom in the selection of personnel.

It was decided that the staff of UNRRA should be of an international character, selected upon the basis of individual qualifications and without discrimination on the grounds of sex, race, nationality or creed, and recruited upon as wide a geographic basis as is compatible with efficient administration. National governments and international agencies are being urged to make available to the Administration such persons in their own service whom the Director General may invite to join UNRRA’s staff.

ACCOMPLISHMENTS OF THE COUNCIL

When after the last session of the Council on December 1, the representatives of 44 nations packed their bags and left Atlantic City, a job had been started. In their discussions, within a comparatively short period of three weeks, they had realistically met a great and staggering problem.

Dean Acheson, Chairman of the Council at Atlantic City, declared: “If we are asked what we have done here, I believe that we can answer: we have reached agreement upon a practicable program . . . fully possible of achievement in action. A general purpose has been translated into a definite plan.”

The work at Atlantic City, according to Colonel John J. Llewellyn of the United Kingdom, was “a crusade to bring food to the hungry, shelter to the homeless, clothing to those who are in rags; a crusade against the scourge of epidemics and to help the return to their homes of many millions who are prisoners or who are being treated as slaves.”

In his message to Congress asking for appropriations for the Administration, the President of the United States pointed out: “UNRRA will be able to make only a beginning in the vast task of aiding the victims of war. The greatest part of the job will have to be done by the liberated peoples themselves. What UNRRA can do is to help the liberated peoples to help themselves, so that they may have the strength to undertake the task of rebuilding their destroyed homes, their ruined factories and their plundered farms. . . . They do not want charity. They seek the strength to fight and to do their part in securing the peace. . . .”

Food, clothing, medicines and shelter are cheaper than blood. They can save many lives and remove the danger of another war. The resolutions passed at the UNRRA Council contain this hope. Translated into action, they mean that good will, as well as stocks of food and material, must be available, that victory over want, confusion and despair must be as clearly kept in mind as victory over the enemy.

Moreover, the success of UNRRA may point the way to a realistic blueprint for future unity among the free peoples of the world. Its success will greatly influence the development of the concept of co-operation among the United Nations, and upon its success depends the answer to whether the titanic energies stimulated by the war can be directed toward constructive action.

The steps to be taken will not only prove whether UNRRA can succeed, but also whether any common enterprise of the United Nations can proceed “from the talking to the acting stage.” Quoting again from the Director General’s testimony at the House Foreign Affairs Committee: “If UNRRA succeeds, the world will know that international co-operation is possible, that common interests can be stronger than separate differences. Having done it once, the United Nations will have more confidence that they can do it again. The habit will have been formed.”
List of Resolutions Adopted at the First Session of the Council, United Nations Relief and Rehabilitation Administration

GENERAL POLICIES
Resolution No. 1. Relating to the scope of the activities of the Administration.
Resolution No. 2. Relating to non-discrimination.
Resolution No. 3. Relating to assistance from member governments.
Resolution No. 4. Relating to Administration publicity.
Resolution No. 5. Relating to the relations of the Administration with intergovernmental agencies other than those established to deal with supplies, shipping and related questions.
Resolution No. 6. Relating to collaboration with regard to economic measures.

RELIEF AND REHABILITATION POLICIES
Resolution No. 7. Relating to relief distribution policies.
Resolution No. 8. Relating to health and medical care.
Resolution No. 9. Relating to welfare services and voluntary relief agencies.
Resolution No. 10. Relating to policies with respect to displaced persons.
Resolution No. 11. Relating to policies with respect to agricultural rehabilitation and other means of increasing food essential to relief.
Resolution No. 12. Relating to policies with respect to the rehabilitation of such industries, transport and other services as are essential to relief.
Resolution No. 13. Relating to policies with respect to shelter.

FINANCES AND SUPPLIES
Resolution No. 14. Relating to a financial plan for the Administration.
Resolution No. 15. Relating to insurance.
Resolution No. 16. Relating to taxation of relief and rehabilitation supplies.
Resolution No. 17. Relating to procedures for ascertaining and meeting deficits in supplies requiring importation.

ORGANIZATION AND ADMINISTRATION
Resolution No. 18. Fixing the composition of the Committee of the Council for Europe.
Resolution No. 19. Fixing the composition of the Committee of the Council for the Far East.
Resolution No. 21. Fixing the composition of the Committee on Supplies.
Resolution No. 22. Relating to the functions of the Committee on Supplies.
Resolution No. 23. Relating to the appointment of a Sub-committee of the Committee on Supplies.
Resolution No. 24. Fixing the composition of the Committee on Financial Control.
Resolution No. 25. Relating to the functions of the Committee on Financial Control.
Resolution No. 26. Relating to the creation and composition of standing technical committees.
Resolution No. 27. Relating to the functions of the Committee on Agriculture.
Resolution No. 28. Relating to the functions of the Committee on Displaced Persons.
Resolution No. 29. Relating to the functions of the Committee on Health.
Resolution No. 30. Relating to the functions of the Committee on Industrial Rehabilitation.
Resolution No. 31. Relating to the functions of the Committee on Welfare.
Resolution No. 32. Relating to facilities and immunities for the Administration, its Council and committee members and its staff.
Resolution No. 33. Relating to immunities and priorities for transit goods.
Resolution No. 34. Relating to official correspondence of the Administration.
Resolution No. 35. Relating to communications with neutral governments.
Resolution No. 36. Relating to travel facilities for the staff of the Administration.
Resolution No. 37. Relating to personnel policies.
Resolution No. 38. Relating to the administrative budget and the allocation of administrative expenses.
Resolution No. 39. Relating to the salary of the Director General.
Resolution No. 41. Relating to regulations with respect to expenditures and receipts of the Administration.