

APPENDIX I  
SIGNATORIES TO THE AGREEMENT

Article IX of the Agreement provides that the "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." Fourteen of the forty-four Governments signing the Agreement specified that they did so subject to ratification by their appropriate constitutional bodies.

The following is the list of the signers of the Agreement, in the order in which they signed. The specific reservations made by Chile, Colombia, Cuba, Ecuador, Ethiopia,\* Guatemala,\* India,\* Iran, Iraq, Mexico,\* Nicaragua, Peru, Uruguay,\* and Venezuela\* are noted above the name of the official who signed on behalf of his government.

FOR THE COMMONWEALTH OF AUSTRALIA

Sir Owen Dixon, Envoy Extraordinary and Minister Plenipotentiary of Australia in Washington

FOR BELGIUM

Mr. Paul-Henri Spaak, Minister for Foreign Affairs of Belgium

FOR BOLIVIA

Señor Dr. Don Luis Fernando Guachalla, Ambassador Extraordinary and Plenipotentiary of Bolivia in Washington

FOR THE UNITED STATES OF BRAZIL

Mr. Eurico Penteadó, Financial Attaché, Brazilian Embassy in Washington

FOR CANADA

The Honorable Leighton McCarthy, Envoy Extraordinary and Minister Plenipotentiary of Canada in Washington

FOR CHILE

This Agreement will enter into effect with respect to Chile, in conformity with the provisions of its Constitution, once it has been approved by the Congress and ratified by the appropriate constitutional agencies of the Republic.

Señor Don Rodolfo Michels, Ambassador Extraordinary and Plenipotentiary of Chile in Washington

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\*Indicates Member Governments ratifying the Agreement as of 1 January 1945.

FOR CHINA

Dr. Tingfu F. Tsiang, Chief Political Secretary to the President of the Executive Yuan of China

FOR COLOMBIA

The Plenipotentiary of Colombia signs with the reservation of subsequent approval by the Colombian Congress.

Señor Don Alberto Vargas Nariño, Chargé d'Affaires ad interim of Colombia in Washington

FOR COSTA RICA

Señor Don Carlos Manuel Escalante, Ambassador Extraordinary and Plenipotentiary of Costa Rica in Washington

FOR CUBA

This Agreement, subject to approval by the Senate of the Republic, will be ratified by the Executive.

Señor Dr. Aurelio F. Concheso, Ambassador Extraordinary and Plenipotentiary of Cuba in Washington

FOR CZECHOSLOVAKIA

Mr. Jan Masaryk, Deputy Prime Minister and Minister of Foreign Affairs of Czechoslovakia

FOR THE DOMINICAN REPUBLIC

Señor Dr. Julio Vega Batlle, First Secretary, Embassy of the Dominican Republic in Washington

FOR ECUADOR

Subject to ratification by the Congress of the Republic of Ecuador.

Señor Dr. Don. S. E. Duran Ballen, Consul General of Ecuador in New York

FOR EGYPT

Mahmoud Bey Hassan, Envoy Extraordinary and Minister Plenipotentiary of Egypt in Washington

FOR EL SALVADOR

Señor Dr. Don Héctor David Castro, Ambassador Extraordinary and Plenipotentiary of El Salvador in Washington

FOR ETHIOPIA

Subject to the ratification of the Imperial Ethiopian Government.\*

Blatta Ephrem Tewelde Medhen, former Vice Minister of Foreign Affairs of Ethiopia and newly appointed Envoy Ex-

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\*Has since ratified.

traordinary and Minister Plenipotentiary of Ethiopia in Washington

FOR THE FRENCH COMMITTEE OF NATIONAL LIBERATION

Mr. Jean Monnet, Commissioner General for Supply and Reconstruction

FOR GREECE

Mr. Kyriakos Varvaressos, Professor of Economics at the University of Athens, and Governor of the Bank of Greece, London

FOR GUATEMALA

Pending the required approval by the National Assembly of Guatemala,\* the immediate application of this Agreement shall be considered provisional with regard to the Government of Guatemala.

Señor Dr. Don Adrian Recinos, Ambassador Extraordinary and Plenipotentiary of Guatemala in Washington

FOR HAITI

Mr. André Liautaud, Ambassador Extraordinary and Plenipotentiary of Haiti in Washington

FOR HONDURAS

Señor Dr. Don Julian R. Caceres, Ambassador Extraordinary and Plenipotentiary of Honduras in Washington

FOR ICELAND

Mr. Magnus Sigurdsson, Special Envoy of the Government of Iceland *ad hoc*

FOR INDIA

This Agreement is signed subject to a reservation under Article IX that it shall enter into force with respect to the Government of India as soon as it has been approved by the Indian Legislature.\*

Sir Girja Shankar Bajpai, Agent General for India in Washington

FOR IRAN

This Agreement shall enter into force immediately after its approval by the Iranian Chamber of Deputies.

Mr. Mohammed Shayesteh, Envoy Extraordinary and Minister Plenipotentiary of Iran in Washington.

FOR IRAQ

Subject to ratification by the Iraqi Parliament.

Mr. Ali Jawdat, Envoy Extraordinary and Minister Plenipotentiary of Iraq in Washington

FOR LIBERIA

Mr. Walter F. Walker, Consul General of Liberia in New York

FOR LUXEMBOURG

Mr. Pierre Dupong, Prime Minister of Luxembourg

FOR THE UNITED MEXICAN STATES

Subject to ratification by the Senate of the United Mexican States.\*

Señor Dr. Don Francisco Castillo Nájera, Ambassador Extraordinary and Plenipotentiary of the United Mexican States in Washington

FOR THE NETHERLANDS

Mr. P. A. Kerstens, Minister of Commerce, Industry, Shipping Agriculture, and Fisheries of the Netherlands

FOR NEW ZEALAND

Mr. Geoffrey S. Cox, Chargé d'Affaires ad interim of New Zealand in Washington

FOR NICARAGUA

Ad referendum.

Señor Dr. Don Guillermo Sevilla Sacasa, Ambassador Extraordinary and Plenipotentiary of Nicaragua in Washington

FOR NORWAY

Mr. Wilhelm Munthe de Morgenstjerne, Ambassador Extraordinary and Plenipotentiary of Norway in Washington

FOR PANAMA

Señor Don Enrique A. Jiménez, Ambassador Extraordinary and Plenipotentiary of Panama in Washington

FOR PARAGUAY

Señor Dr. Don Celso R. Velásquez, Ambassador Extraordinary and Plenipotentiary of Paraguay in Washington

FOR PERU

Under reserve of its constitutional ratification.

Señor Don Manuel de Freyre y Santander, Ambassador Extraordinary and Plenipotentiary of Peru in Washington

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\*Has since ratified.

FOR THE PHILIPPINE COMMONWEALTH

Mr. Sergio Osmena, Vice President of the Philippine Commonwealth

FOR POLAND

Mr. Jan Kwapinski, Vice Premier and Minister for Commerce, Industry, and Shipping of Poland

FOR THE UNION OF SOUTH AFRICA

Mr. Ralph William Close, Envoy Extraordinary and Minister Plenipotentiary of the Union of South Africa in Washington

FOR THE UNION OF SOVIET SOCIALIST REPUBLICS

Mr. Andrei A. Gromyko, Ambassador Extraordinary and Plenipotentiary of the Union of Soviet Socialist Republics in Washington

FOR THE UNITED KINGDOM OF GREAT BRITAIN AND  
NORTHERN IRELAND

The Right Honorable the Viscount Halifax, Ambassador Extraordinary and Plenipotentiary of the United Kingdom in Washington

FOR THE UNITED STATES OF AMERICA

Mr. Franklin D. Roosevelt, President of the United States of America

FOR URUGUAY

With the reserve that it shall not enter into force with respect to Uruguay until it has received legislative approval.\*

Señor Dr. Don Juan Carlos Blanco, Ambassador Extraordinary and Plenipotentiary of Uruguay in Washington

FOR VENEZUELA

The Plenipotentiary of Venezuela signs the present Agreement in the understanding that this is done subject to the ratification of the Public Powers of the Nation, in conformity with Venezuelan constitutional procedure.\*

Señor Dr. Don Diogenes Escalante, Ambassador Extraordinary and Plenipotentiary of Venezuela in Washington

FOR YUGOSLAVIA

Mr. Constantin Fotitch, Ambassador Extraordinary and Plenipotentiary of Yugoslavia in Washington

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\*Has since ratified.

## APPENDIX II

### EXCERPT FROM REPORT OF THE COMMITTEE ON ADMIS- SION OF OBSERVERS FROM OTHER INTERGOVERNMENTAL AGENCIES AS ADOPTED BY THE COUNCIL 12 NOVEMBER 1943

The Committee, conscious that the establishment of the Administration represents a significant step forward in cooperation among the nations in dealing with problems of international concern, recognizes that in the interests of further international development, it is desirable that intergovernmental agencies working in related fields cooperate with each other. The Committee, therefore, believes that it should be the policy of the Administration to cooperate to the fullest extent possible with those intergovernmental agencies which have a special position by virtue of the scope of their membership and function, or by virtue of being charged with duties closely related to those of the Administration. These include intergovernmental executive agencies actually conducting operations of various kinds of direct interest to the Administration and which would be in a position to provide guidance, advice, and information to the Council and to the Administration. They also include other intergovernmental agencies and institutions, with accumulations of knowledge, data, and experience, and staffed with qualified technicians, and thus in a position to contribute substantially toward the formulation of the policies of the Council and the effective operation of the Administration.

As the first step in the development of close relations between the Administration and other appropriate intergovernmental agencies, the Committee recommends that the Chairman of the Council be authorized to invite any appropriate intergovernmental agency to send an observer to attend the meetings of the Council and of its committees for the present session. It is recommended that the invitations be extended by the Chairman through the Chief of the Secretariat, who shall determine, with the approval of the Chairman, the terms of each specific admission of such observer.

### APPENDIX III

#### EXCERPTS FROM REPORT OF THE SUBCOMMITTEE ON POLICIES WITH RESPECT TO ASSISTANCE TO DISPLACED PERSONS (COMMITTEE IV, SUBCOMMITTEE 4, COUNCIL I)

5. Bearing these various considerations in mind, and subject to what is said in paragraph 8 regarding the concurrence of the governments concerned, the Subcommittee has reached the conclusion

- (a) that UNRRA should in particular regard itself as responsible for assisting in the repatriation to their country of origin of those nationals of the United Nations who have been obliged to leave their homes by reason of the war and are found in liberated or conquered territory;
- (b) that UNRRA should also assist those nationals of the United Nations who have been displaced within their own (liberated) countries to return to their homes in those countries, if requested to do so by the member government concerned;
- (c) that UNRRA should also assist in the repatriation of those nationals of the United Nations in other countries who are exiles as a result of the war, and whose return to their homes in liberated territory is regarded as a matter of urgency;
- (d) that UNRRA should also assist those nationals of the United Nations and those stateless persons who have been driven as a result of the war from their places of settled residence in countries of which they are not nationals, to return to those places;
- (e) that UNRRA should also assist in the repatriation of any other categories of persons which can be shown to fall within the proper scope of UNRRA's activities in this respect.

6. On the other hand it was decided by the Subcommittee that UNRRA should not have any responsibility for the repatriation of prisoners of war who have served in the armies of the United Nations unless requested by the member government concerned to undertake such responsibility in respect of any particular group. It was felt by certain members of the Subcommittee that, while in the case of prisoners of war from the armies of certain of the

United Nations no problem would arise, in other cases the fact that the prisoners had originally been prisoners of war is likely to have been to a large extent obscured by subsequent acts of the enemy authorities in illegally demobilizing them, interning them as civilians, employing them in labor camps, deporting them to other territories or otherwise ignoring their military status. The Subcommittee felt that in cases where this has occurred on a large scale the government concerned may well wish to invoke the assistance of UNRRA with a view to securing the early repatriation not only of such prisoners but also of such of the prisoners of war from its army as have been allowed to retain their military character. The fact that the preamble of the Agreement specifically refers to the return of prisoners as one of the possible activities of UNRRA would seem not to exclude such prisoners from its scope, although they are not specifically included in the resolution of Subcommittee 1 of Committee II quoted above; and the Subcommittee therefore trusts that it will not be regarded as having exceeded its powers in making the present recommendation on this point.

8. As regards "agreement with the appropriate governments," the Subcommittee understands that the governments concerned may include the government or governing authority (other than an enemy or ex-enemy government or governing authority) of the country in which the persons to be repatriated are temporarily resident, of any country through which they may have to pass, of the country in which they were formerly residents, and of the country of which they are nationals. The Subcommittee assumes that UNRRA in the course of seeking to reach agreement with these various governments will keep the other governments concerned fully informed of the progress of the negotiations. The Subcommittee, recognizing that UNRRA cannot render assistance to any of the categories of persons referred to above without the concurrence and cooperation of the governments concerned, which it will be the duty of UNRRA to secure, expresses the hope that all the governments concerned will deal with any requests which they may receive from UNRRA in this connection in a spirit of wide humanity even if the request refers to persons who are not their nationals. The Subcommittee's further recommendations on this point and on the question of cooperation with the military authorities are contained in paragraphs 14, 15, 17, 20, and 23, below.

11. The question what action if any should be taken by UNRRA in regard to assisting the return to their homes of displaced persons of enemy or ex-enemy nationality is one which presented particular

difficulties. In order to insure that the homes of United Nations nationals that have been intruded into and settled in by enemy or ex-enemy subjects, may be returned to their rightful owners, the Subcommittee suggests, 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 the said homes, may be properly undertaken by UNRRA with the consent of the government concerned.

12. As however the return to their countries of origin may raise questions of great complexity, the Subcommittee suggests that this specific point should be referred to an early meeting of the Council as a separate issue, in order that a broad directive of policy may be laid down for dealing with it.

14. In the first place the Subcommittee was greatly impressed by the fact that, when the problem of the return of such people to their homes presents itself, it is likely to do so with the greatest urgency. On the liberation of any territory from enemy occupation, or on the collapse of enemy control in other regions where any large groups of displaced persons are resident, there is a grave danger that a mass movement of such persons may begin before any adequate machinery to control or organize it has been set up. The Subcommittee is aware that UNRRA will not normally be called in during the military period in any liberated or occupied territory; but the Subcommittee wishes to emphasize its view that, if the eventual task of UNRRA in organizing and providing for the repatriation and return of exiles to their homes is to be adequately carried out, it is vitally important that the closest liaison should be established with the military authorities of the United Nations in the territory concerned from the outset. In default of this, the already difficult task of controlling the mass movements which are likely to break out may be very greatly complicated.

15. The Subcommittee would emphasize that, unless this close liaison can be arranged at an early stage, groups of displaced persons are likely to be dealt with in an uncoordinated manner. In particular it feels that the methods adopted for identifying and classifying the various categories of persons to be repatriated should be based on a single principle from the outset, and it ventures to urge that preliminary discussions should take place at the earliest possible moment between the competent organizations of UNRRA and the governments concerned in order to establish some uniform system of dealing with these persons, during both the

military and the subsequent periods. In this connection the Subcommittee would draw particular attention to the report of Subcommittee 1 of Committee II\* on the Relationship of UNRRA with the Military Command and Authorities Established to Control Enemy Countries.

17. Finally the Subcommittee has been much impressed by the magnitude of the problem presented by the repatriation of these displaced persons and by the complexity of some of the political issues likely to be involved. It therefore recommends that the closest and most continuous liaison should be maintained between the executive authorities of UNRRA entrusted with the organization of the task and the political authorities of the United Nations. This point is further dealt with below.

20. All these activities and duties would of course have to be performed in the closest consultation and cooperation with the governments concerned, which should be encouraged themselves to assume the greatest possible measure of responsibility for them, particularly—in the case of the governments of which the repatriates are nationals—in matters of finance, though the necessary work of coordinating all action in this sphere must, in the opinion of the Subcommittee, inevitably fall on UNRRA.

23. As has been stated above, the Subcommittee does not feel justified in making any recommendations on the general organization of the machinery required to deal with this problem. It would however direct attention to the fact that in many cases it will be necessary for UNRRA to deal with a number of governments simultaneously and for the various governments concerned to reach joint decisions or to take joint action. The Subcommittee feels that the Regional Committees of the Council of UNRRA may offer a particularly useful organization for such joint action, and it therefore hopes that the greatest possible use will be made of the Regional Committees by the authorities of UNRRA operating in each particular region. In this connection the Subcommittee would draw particular attention to section 3 of the resolution of Subcommittee 1 of Committee I on the Functions of the Committees of the Council for Europe and the Far East in which it is laid down that the functions of the Regional Committees shall include "the organization of measures in regard to displaced persons and to the coordination of national action in regard to medical and other relief and rehabilitation problems common to the area."\*

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\*Incorporated in Res. No. 1.

APPENDIX IV  
RULES OF PROCEDURE OF THE COUNCIL

Article I

*Sessions of the Council*

1. In accordance with Article III, section 2, of the Agreement, the Council shall be convened in regular session by the Central Committee not less than twice a year. It may be convened in special session whenever the Central Committee shall deem necessary, and shall be so convened within thirty days after the request therefor by one-third of the members of the Council. Such request shall be communicated to the Director General who shall transmit it forthwith to the Central Committee.

2. The Director General, after consultation with the Central Committee, shall fix the time and place of the first meeting of each session of the Council and shall notify the member governments<sup>1</sup> not less than sixty days in advance of a regular session and not less than three weeks in advance of a special session.

3. As a general rule, the plenary meetings of the Council shall be public, but the Council may decide that any meeting shall be held in private.

4. All decisions of the Council which may have been taken at a private meeting shall be announced at an early public meeting of the Council.

Article II

*Officers of the Council*

1. At the opening of each session of the Council, the Director General shall preside until the Council has elected a Chairman for the session.

2. The Council shall, after consideration of the report of the Committee on Nominations, elect a Chairman and three Vice Chairmen of the Council. The Chairman and Vice Chairmen shall hold office until the close of the session at which they are elected. In the event of the death, resignation, or other inability of the Chairman to complete his term, a new Chairman shall be elected for the unexpired term.

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<sup>1</sup>Whenever the term "member government" is used in these Rules of Procedure and any Annex thereto, it shall be construed to mean a member of the Administration whether a government or an authority.

3. In addition to the other powers conferred upon the Chairman by these Rules of Procedure, he shall declare the opening and closing of each meeting of the Council. He shall direct the discussions of the Council, insure observance of these Rules of Procedure, accord the right to address the Council, put questions to the Council, and announce the results of all votes.

4. In the absence of the Chairman during a meeting, or any part thereof, one of the Vice Chairmen, taken in rotation according to the alphabetical order of the governments which they represent, shall preside. A Vice Chairman acting as Chairman shall have the same powers and duties as the Chairman.

5. The Chairman, or a Vice Chairman acting as Chairman, shall not vote but may appoint an alternate to act as the representative of his government on the Council.

### Article III

#### *The Director General*

1. The Director General or his representative may attend and address any meeting of the Council and of its committees and subcommittees and may participate in the discussions, but may not vote.

### Article IV

#### *The Secretariat*

1. In accordance with Article IV, section 4, of the Agreement, 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.

2. The Director General shall be responsible for the organization and direction of the secretariat of the Council.

3. It shall be the duty of the secretariat to receive, translate, and distribute documents, reports, and resolutions of the Council and its committees; to prepare the records of the proceedings of the Council and its committees; to distribute reports and recommendations of committees of the Council to the Council and the Central Committee; and to perform such other work as the Council shall require.

4. The secretariat shall distribute to member governments proposals and other documents relating to the agenda of any session

of the Council as far as possible in advance of the opening of such session.

## Article V

### *The Central Committee*

1. Meetings of the Central Committee may be convened by the Director General whenever he deems advisable and shall be convened by him within ten days after the request therefor by any member of the Central Committee.
2. The time and place of the meetings of the Central Committee shall be fixed by the Director General after consultation with the members of the Central Committee.
3. The meetings of the Central Committee shall be held in private unless it shall, by unanimous vote, decide that any meeting shall be public.
4. In accordance with Article III, section 3, of the Agreement, 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.
5. The minutes of each meeting of the Central Committee shall be sent as soon as possible to members of the Central Committee and to the representatives of those member governments participating in such meeting of the Central Committee, who shall, within forty-eight hours, inform the Director General of any corrections which they may desire to have made in the record of their own remarks. As corrected, the minutes shall be filed with the Director General and communicated promptly to each member government of the Administration.
6. At each session of the Council, the Director General shall render a full report on the work of the Central Committee since the preceding session of the Council.

## Article VI

### *Committee Organization of the Council*

1. At the opening of each session, the Council shall elect a Committee on Nominations consisting of eleven members of the Council. This Committee shall submit to the Council nominations

for the offices of Chairman and Vice Chairmen of the Council, for the four members of the General Committee to be elected by the Council, and for appointments to each standing or other committee of the Council for which new appointments may be required.<sup>1</sup>

2. At the opening of each session, the Council shall establish a General Committee consisting of the Chairman and Vice Chairmen of the Council, the members of the Central Committee, and four other members elected by the Council. The General Committee shall, subject to the concurrence of the Council and in consultation with the Director General, determine the order of business of the Council, set the date of adjournment of the session, fix the time and place of each meeting during the session, decide what matters are to be considered at each meeting, pass upon the provisional agenda in accordance with Article VIII of these Rules of Procedure, coordinate the work of all committees of the Council during the session, and otherwise facilitate the orderly dispatch of the business of the Council and its committees. The Chairman of the Council shall convene and preside at the meetings of the General Committee.

3. Subject to the provisions of Article III of the Agreement, the Council shall, after consideration of the report of the Committee on Nominations, designate the member governments to be represented on the Committee on Supplies, the Committee of the Council for Europe, the Committee of the Council for the Far East, and such other standing committees, other than standing technical committees, as the Council may establish.

4. In accordance with Article III of the Agreement, the Council shall, after consideration of the report of the Committee on Nominations, appoint the members of all standing technical committees which the Council may from time to time establish.

5. The rules of procedure applicable to all standing committees of the Council are set forth in Annex I to these Rules of Procedure.

6. The Council may appoint, or in particular cases authorize the appointment of, such temporary or special committees as may be required for advice or investigation, or for report on specific matters. Unless the Council decides otherwise, each temporary or special committee shall elect its own chairman and, if deemed necessary, a vice chairman and a rapporteur. The term of these commit-

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<sup>1</sup>Whenever the term "standing committee" appears in these Rules of Procedure, it shall be construed to include the Committee on Supplies of the Council.

tees shall end when their respective assignments have been completed or when the Council so decides.

7. Even when nominations are submitted to the Council by any committee pursuant to these Rules of Procedure and any Annex thereto, the members of the Council shall, within the limitations imposed by Article III of the Agreement, retain the right to propose and to vote for persons other than those nominated by such committee.

## Article VII

### *Attendance of Observers*

1. The Council and the Central Committee may invite observers, or may invite public international organizations, non-member governments or authorities, relief and welfare agencies or others to send observers, to attend all or any of their meetings or parts thereof, or to participate in such meetings or parts thereof, without vote, under such conditions as the Council or the Central Committee, respectively, shall determine. All such invitations shall be transmitted by the Director General.

## Article VIII

### *Agenda*

1. The provisional agenda of each session of the Council shall be prepared by the Director General, and shall include

- (a) all items proposed by the Council at any previous session;
- (b) all items proposed by the Central Committee;
- (c) all items proposed by any member of the Council and transmitted to the Director General at least ten days in advance of the session; and
- (d) any item which the Director General desires to put before the Council.

2. The provisional agenda shall be communicated to member governments as far as possible in advance of and not less than three weeks before the opening day of the session. Items transmitted to the Director General too late for inclusion will be at once communicated to member governments.

3. The provisional agenda so communicated shall be passed upon by the General Committee and submitted to the Council for approval as soon as convenient after the opening of any session.

4. The Council may later revise or add to the agenda.

## Article IX

### *Procedure for the Conduct of Council Business*

1. Every proposal which may be introduced into the Council by a member and which involves formal action by the Council on any item of the agenda shall forthwith be referred by the Chairman of the Council to the appropriate committee or committees. No action or vote shall be taken by the Council on any such proposal until a report thereon by such committee or committees has been presented and circulated to the members of the Council, unless the Council shall, by two-thirds vote, determine otherwise. Such reports shall, so far as practicable, be circulated at least twenty-four hours prior to the meeting at which the Council takes action or votes thereon.

2. The chairman or rapporteur of a committee shall be accorded preference for the purpose of explaining or defending the report of the Committee.

3. During the discussion of any question, any member may move the previous question or the adjournment. Any such motion shall have priority in the debate.

4. A member may at any time move the closure of the debate. If application is made to speak against the closure, it may be accorded to not more than two speakers. If the Council decides in favor of the closure, the Chairman shall declare the closure of the debate.

## Article X

### *Voting*

1. A majority of the members of the Council shall constitute a quorum for any formal action by the Council, except that for any proposal to amend the Agreement three-fourths of the members shall constitute a quorum.

2. Each member government represented on the Council or on any of its committees or subcommittees shall have only one vote.

3. When any representative is unable to attend one or more meetings of the Council, his place may be taken by an alternate. The name of such alternate shall be communicated to the Chairman of the Council.

4. Except as otherwise provided by the Agreement or by these Rules of Procedure, all decisions of the Council shall require an affirmative majority vote of the members present.

5. Voting shall be by show of hands except as hereinafter provided.

6. In case of doubt as to the result of any vote by show of hands, the Chairman shall cause a record vote to be taken.

7. A record vote shall be taken in all cases where a special majority is required by the Agreement.

8. A record vote shall also be taken on any question if requested in writing by not less than five members of the Council and handed to the Chairman in advance of the vote or immediately after a show of hands.

9. Record votes shall be taken by calling upon members in the alphabetical order of the governments which they represent.

10. The vote of each member participating in any record vote shall be inserted in the verbatim report of the meeting.

11. On decisions relating to individuals, a secret ballot shall be taken whenever requested in writing by at least five members of the Council.

## Article XI

### *Languages of the Council*

1. English shall be the official language of the Council and its committees.

2. Upon the request of any member of the Council that the final recommendations and resolutions of the Council and its committees shall be rendered both in English and in his own language, it shall be so provided.

## Article XII

### *Records of Proceedings*

1. A verbatim report of all plenary meetings held during each session of the Council shall be prepared by the secretariat and filed with the Director General. Such report shall be made available to any member government upon request. It shall not otherwise be distributed or published unless the Council shall decide to the contrary.

2. The secretariat shall prepare minutes of each session of the Council which shall be printed and circulated to member governments and which may be made public. The minutes of all private meetings shall be printed separately, distributed to member governments, and kept confidential.

3. The texts of all resolutions and formal decisions adopted at each session of the Council shall be transmitted by the Director

General to each member government as soon as practicable after the adjournment of the session.

### Article XIII

#### *Administrative Expenditures and Receipts*

1. Regulations with respect to the administrative expenditures and receipts of the Administration are set forth in Annex II of these Rules of Procedure.

### Article XIV

#### *Suspension and Amendment of Rules of Procedure of the Council*

1. Any of the foregoing Rules of Procedure may be suspended by a two-thirds majority of the members of the Council present at any meeting.

2. Amendments thereto may be adopted by a simple majority of the members present at any meeting subject to the proposal having first been reported upon by a committee of the Council.

### Article XV

#### *Transitory Provision*

1. The adoption of the foregoing Rules of Procedure shall constitute a validation of the appointment of all standing committees of the Council made at its first session.

## ANNEX I

### Rules of Standing Committees of the Council<sup>1</sup>

#### Article I

##### *Appointment and Tenure of Committee*

1. Subject to the provisions of Article III of the Agreement, the Council shall, after consideration of the report of the Committee on Nominations, appoint the members of the standing committees of the Council.

2. Such appointments, in the case of the Committee on Supplies, the standing regional committees, and such other standing committees other than standing technical committees, as the Council shall

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<sup>1</sup>Including the Committee on Supplies of the Council.

establish, shall be made by designating the member governments whose representatives or alternates shall serve as members of such committees.

3. In the case of standing technical committees, such appointments shall be made by naming members of the Council or alternates nominated by such members because of special competence in their respective fields of work.

4. Except in the case of appointments made by the Central Committee in accordance with section 5 below, the appointment of members of the Committee on Supplies, the standing regional committees, and such other standing committees other than standing technical committees as the Council shall establish, shall continue until changes or replacements therein are made by the Council. The appointment of members to the standing technical committees of the Council shall be made at each regular session of the Council. Until such appointments are made, the membership of such committees shall continue. Members of all standing committees shall be eligible for reappointment.

5. In accordance with Article III of the Agreement, the Central Committee, if previously authorized by the Council, may make emergency appointments to any standing committee between sessions of the Council. Such appointments shall continue until the next regular or special session of the Council.

6. Members of standing committees may be accompanied to the meetings thereof by advisers and assistants, who may participate in the discussions under such conditions as the committee shall prescribe but shall not be entitled to vote.

7. The travel and other expenses of members of the standing committees of the Council, and of their advisers and assistants, shall be borne by the member governments which have nominated them.

## Article II

### *Meetings of Standing Committees of the Council*

1. The Director General shall fix the time and place of the first meeting of each standing committee and he or his representative shall preside at the meeting until the committee has elected its chairman.

2. Subsequent meetings of each standing committee shall be convened by the chairman at such time and place as may be decided upon by the committee, provided that meetings of the Committee on Supplies, the Committee on Financial Control, and all technical

standing committees of the Council shall, in addition, be held so far as possible at the same time and place as each regular session of the Council. The chairman shall convene meetings of a standing committee whenever requested by at least one-third of its members.

3. The meetings of each standing committee shall be private unless the committee shall decide by a two-thirds vote of the members present that any meeting shall be public. Any standing committee may invite observers, or may invite other public international organizations, non-member governments or authorities, relief and welfare agencies or others to send observers, to attend all or any of its meetings or parts thereof, or to participate in such meetings or parts thereof, without vote, under such conditions as the committee shall determine.

### Article III

#### *Officers of Standing Committees of the Council*

1. At its first meeting each standing committee shall elect a chairman, a first vice chairman, a second vice chairman and, if deemed necessary, one or more rapporteurs. The chairman and vice chairmen shall hold office until a new election takes place.

2. A new election of chairman and vice chairmen of any standing committee shall be held if, after a period of not less than a year from their election, the committee shall so decide. In this event, the election shall be held at the next meeting of the committee. The officers of all standing committees shall be eligible for reelection.

3. Upon the death, resignation, or inability to serve of any officer of any standing committee, an election to fill the vacancy thus created shall be held as soon as practicable.

4. Upon the death, resignation, or inability to serve of the chairman of any standing committee, the first vice chairman, or if he is not available the second vice chairman, shall serve as chairman *ad interim* until a new chairman is elected.\*

5. The chairman, or a vice chairman acting as chairman, shall have the same powers and duties, in respect of committee meetings, as are provided for the Chairman of the Council in Article II, sections 3 and 5, of its Rules of Procedure.

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\*Resolution No. 48 adds the following:

"In the event of the temporary absence of the chairman during a meeting or any part thereof, the first vice chairman, or, if he is not available the second vice chairman, shall preside. A vice chairman acting as chairman shall have the same powers and duties as the chairman."

## Article IV

### *Agenda of Committees*

1. The provisional agenda for each meeting of each standing committee of the Council shall be prepared by the Director General or a Deputy Director General in consultation with the chairman of the committee, and shall include:

- (a) all items proposed by the committee at any previous meeting;
- (b) all items proposed by the Council, the Central Committee, or another standing committee of the Council;
- (c) all items proposed by any member of the committee and transmitted to the Director General at least five days in advance of the meeting; and
- (d) any item which the Director General desires to put before the committee.

2. The provisional agenda shall be communicated to the members of the committee as far as possible in advance of the meeting. Items transmitted to the Director General too late for inclusion in the provisional agenda shall be at once communicated to the members of the committee.

3. The committee may revise or add to the agenda.

## Article V

### *Procedure for the Conduct of Committee Business*

1. A majority of the members of each standing committee shall constitute a quorum for any formal action by such committee.

2. Unless otherwise provided by these rules, all decisions of a standing committee shall require an affirmative majority voting of the members present at the meeting.

3. Any standing committee may establish such *ad hoc* subcommittees as it considers necessary for the facilitation of its work. The chairman of the committee shall, with the approval of the committee, appoint the chairman and members of each such subcommittee, which shall report only to the committee which established it. In case of need, the chairman may proceed to appoint such *ad hoc* subcommittees with the authorization of a majority of the members, subject to subsequent formal approval by the committee.

4. Any request from a regional committee to any technical committee for the establishment of a technical subcommittee to advise

the regional committee shall be transmitted to the Director General, who shall forthwith inform the chairman and members of the technical committee concerned. (The chairman of the technical committee shall, with the approval of the committee, appoint the chairman and members of each such subcommittee.)\* In case of need, the chairman may proceed to appoint such technical subcommittees with the authorization of a majority of the members, subject to subsequent formal approval by the committee.

5. Any subcommittee so appointed shall report to the regional committee concerned through the appropriate representative of the Director General, who will transmit copies of the report to the Director General for his information. A copy of the report shall be distributed to the technical committee and to any other standing committee concerned.

6. Each standing committee may adopt such other rules governing the conduct of its business and the business of its subcommittees as are not inconsistent with the Agreement, the Permanent Rules of Procedure of the Council, and any Annex thereto.

## Article VI

### *Records and Reports of Standing Committees*

1. All reports and recommendations of standing committees, whether made on their initiative or at the request of the Council, the Central Committee, the Director General, or any member government, shall be transmitted to the Director General for distribution to the Council and the Central Committee.

2. The secretary of each standing committee shall prepare minutes of each meeting which shall contain a record of the conclusions reached by the committee. When approved by the chairman, the minutes shall be filed with the Director General, who shall distribute a copy thereof to each member government of the Administration.

3. A verbatim report of the meetings of any standing committee shall be kept if the committee so decides. Such report shall be filed with the Director General and made available to any member government of the Administration upon specific request, but shall not otherwise be distributed or published.

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\*Resolution No. 48 substitutes the following for this sentence:

"If the regional committee so desires, it may submit to the Director General for transmission to the chairman of the technical committee, the names of qualified persons, for appointment to such technical subcommittees."

## Article VII

### *Amendment of Annex I*

1. The rules contained in this Annex shall apply to all standing committees of the Council but not to the Central Committee.

2. The rules contained in this Annex may be amended by the Council in the same manner as provided for the amendment of the Rules of Procedure of the Council.

## ANNEX II

### **Regulations With Respect to Expenditures and Receipts of the Administration**

1. The fiscal year of the Administration shall be the calendar year.

2. The Director General shall submit to the Council at its regular session next preceding the commencement of the calendar year an annual budget covering the estimated administrative expenses of the Administration for that year. The budget for the calendar year 1944 shall include estimated administrative expenditures for the year 1944 and for the unelapsed part of the year 1943. The budget shall be accompanied by a statement of the estimated receipts, a statement of the actual expenditures through the end of the quarter preceding the submission of the budget, and by an explanation and justification of the amount budgeted.

3. The Director General may submit to any session of the Council supplementary budgets or a budget amending a previously approved budget.

4. The proposed budget or a supplementary budget shall be referred for consideration to the appropriate committee of the Council for report, comment, and recommendation for action by the Council.

5. The approval of the budget or a supplementary budget by the Council shall make available to the Director General from the general resources of the Administration, for obligations and expenditures for administrative purposes during the year to which the budget relates, the amount specified therein but not exceeding such amount.

6. Pending the consideration which may be required for the final determination of a method of allocation, the amount of administrative expenses of the Administration approved by the Council in the annual budget or in a supplementary budget shall be allocated for

the year 1944 to member governments in the proportions shown in the resolution adopted by the Council relating to the Administrative Budget and the allocation of administrative expenses. The consideration of the question whether the proportions shown in the Appendix require revision in order to provide a method of allocation for subsequent years appropriate to the Administration shall be referred to an appropriate committee of the Council upon its establishment. The Council recognizes that the criterion of allocations hitherto adopted by other bodies is not suitable to the Administration.

The allocation to member governments for the succeeding year shall be adjusted for any differences between the provisional allocations and those finally determined.

Upon the admission of a government as a member, its share of administrative expense shall be fixed by the Council upon recommendation by the appropriate committee of the Council.

7. 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. A member government may treat its share of the administrative expense as included in its general contribution for participation in the work of the Administration.

8. The Director General shall prescribe the procedure for setting up and maintaining accounts showing administrative and operating expenditures and the receipts from each government of its contribution, including its share of the administrative expense.

9. The Director General shall make provision for the bonding of employees to insure the Administration against loss by their acts.

10. The Director General shall designate the depositories of any funds held in the name of the Administration.

11. The Director General shall, in consultation with the appropriate member government, select such fiscal agents for the Administration as he may require.

12. The Director General shall submit to the appropriate committee of the Council, quarterly reports of operating and administrative expenditures and receipts, and copies thereof furnished to each member of the Council.

13. Upon nomination by the appropriate committee of the Council the Council shall appoint a person or firm to make annually an independent audit of the accounts and records of the Administra-

tion, and a copy of each audit shall be furnished to each member of the Council.

## APPENDIX V

### INTERNATIONAL SANITARY CONVENTION, 1944

#### Modifying the International Sanitary Convention of 21 June 1926

The governments signatory hereto . . . . .

Considering that the International Office of Public Health created by the Agreement signed at Rome on December 9, 1907, is unable for the time being to carry out effectively all of the duties and functions assigned to it in the Annex to that Agreement; in the International Sanitary Convention, 1926; in the International Sanitary Convention for Aerial Navigation, 1933; and in other Conventions or Agreements relating to the public health;

Having entrusted the task of solving this temporary problem by the preparation of emergency agreements and arrangements for the notification of epidemic diseases and for uniformity in quarantine regulations to the United Nations Relief and Rehabilitation Administration (hereinafter referred to as UNRRA), in accordance with Resolution No. 8 (2) adopted by the Council of UNRRA at its First Session, without prejudice however to the status of the International Office of Public Health which it is hoped will be able at the expiry of the present Convention to resume the above-mentioned duties and functions; and having received the recommendations of UNRRA in this connection;

Having agreed that, in regard to the American Republics, the Pan American Sanitary Bureau shall continue to act as the General Coordinating Sanitary Agency, including the general collection and distribution of sanitary information to and from the said Republics, as specified in the Pan American Sanitary Code and recognized heretofore by the International Office of Public Health;

Desiring also to modify as between themselves the provisions of the International Sanitary Convention signed in Paris on 21 June 1926, as modified by the Sanitary Convention signed in Paris in 1938, insofar as the provisions of the Convention of 1938 may be in force between the respective Governments (hereinafter referred to as *the 1926 Convention*), in the light of the present-day conditions which call for special measures to prevent the spread by land and sea across frontiers of epidemic or other communicable diseases;

Have decided to conclude a Convention for these purposes, have

agreed that, whereas the authentic text of the 1926 Convention is in the French language, the present Convention shall be in French as well as in English, both texts being equally authentic, and have accordingly appointed the undersigned Plenipotentiaries who, having communicated their full powers, found in good and due form, have agreed that the 1926 Convention shall be amended as follows:

#### Article I

All references in the 1926 Convention to the International Office of Public Health shall be read as references to UNRRA.

#### Article II

*The second paragraph of Preliminary Provisions (2) shall be deleted and the following substituted:*

The word *surveillance* means that persons are not isolated, that they may move about freely, but that the sanitary authorities of the place or places to which they are proceeding are notified of their coming. They may be subjected in the places of arrival to a medical examination and such inquiries as are necessary with a view to ascertaining their state of health; and, in any territory where the competent Contracting Party thinks fit, surveillance may include requirement to report on arrival and afterwards at such intervals during continuance of surveillance as may be specified, to the Health Officer of the city, town, district, or place to which they proceed.

#### Article III

The following definitions shall be added to the *Preliminary Provisions*:

5. The term *typhus, typhus fever, or exanthematous typhus* in the 1926 Convention and in the present Convention shall be deemed to relate only to epidemic louse-borne typhus.

6. The term *Stegomyia, Stegomyia (Aedes aegypti) or Stegomyia calopus (Aedes aegypti)* shall be deemed to include *Aedes aegypti* and any potential mosquito vectors of yellow fever.

#### Article IV

*To Article I, the following shall be added:*

Every Contracting Party shall, in addition to the diseases specifically mentioned in this Article, to wit, plague, cholera, yellow fever,

typhus, and smallpox, notify to UNRRA outbreaks of such other communicable diseases as, in the opinion of that Party or in the opinion of UNRRA, constitute a menace to other countries by their spread or potential spread across frontiers, and shall keep UNRRA regularly informed of the course of the disease and the measures taken to prevent its spread. The provisions of the 1926 Convention as amended or supplemented by the present Convention shall, unless clearly inapplicable, apply to the above-mentioned other communicable diseases.

#### Article V

*In Article 3* the word "Paris" in the second paragraph shall be deleted and the words "London or Washington" shall be substituted.

*To Article 3*, the following shall be added:

In order to facilitate the prompt and scrupulous fulfilment of the foregoing provisions, the Contracting Parties shall ensure priority for all communications which may enable UNRRA rapidly to appraise the situation concerning the outbreak of a disease and to inform governments in order that they may take appropriate measures against the spread of the disease across their frontiers.

#### Article VI

*After Article 5*, the following shall be inserted:

*Article 5A.* In addition to carrying out the system of notification and intelligence prescribed in Part I, Chapter I of the 1926 Convention, which remains in full force, the Parties to the present Convention shall transmit promptly to UNRRA the notifications and other information prescribed in Part I of the 1926 Convention.

*Article 5B (1).* In addition to the formal notification required above, the Contracting Parties shall, so far as possible, send to the Health Organization of UNRRA at regular intervals notifications of communicable diseases notified in their countries.

(2). The Contracting Parties shall make the necessary arrangements with UNRRA for giving prompt information to all the governments concerned of the outbreak in their respective countries of a disease which, in the opinion of UNRRA, constitutes a menace to other countries and of the measures which are being taken to prevent the spread of the disease across frontiers.

## Article VII

*To Article 13, the following shall be added:*

In a country where there exists a communicable disease, the subject of a formal notification under any international sanitary or quarantine convention for the time being in force, the Sanitary Authority in that country may prohibit the embarkation on board a ship on international voyage of persons suffering from the disease, and of persons in such relations to the sick as to render them liable to transmit the disease, unless the Medical Officer of the port of embarkation is satisfied that measures can be taken to board the ship to prevent the spread of the disease to the other persons on board. The Medical Officer of the port of embarkation, or other authorized officer of the sanitary authority, if he has reason to suspect any clothing, bedding or other article of personal use which belongs to or is intended for use by persons embarking to be infected, may examine and require the disinfection of any such clothing, bedding, or other article of personal use before it is taken on board.

The measures enumerated in this Article shall be taken as far in advance of the sailing date of the ship as possible in order not unduly to delay the ship's departure.

Nothing in this Article shall affect the power of the Master of the ship to refuse to embark sick persons.

## Article VIII

*In Article 15, the following shall be inserted between the third and fourth paragraphs:*

If on the call or arrival of any ship at a port there is on board a case of infectious disease duly verified by the port medical officer, not being a case of plague, cholera, yellow fever, typhus, or small-pox, the usual measures in force in the country in which the port is situated shall be applied subject always to the provisions of Article 54 of the 1926 Convention.

In carrying out measures for control of the spread of communicable disease across frontiers, particularly in regard to the movement of displaced populations conveyed by international maritime transport, the Contracting Parties will not delay any ship at any point of her voyage longer than is necessary for the medical examination of crew and passengers, for the disembarkation (if such is

considered necessary) of persons suffering from communicable disease, and of their bedding and personal effects, and for the disinfection of the accommodation they occupied. The ship shall not be employed as a means of isolation of the sick, or of their contacts, unless such isolation can be effected without delaying or unduly interfering with her movements.

#### Article IX

*The footnote to Article 25 shall be deleted and the following substituted:*

IN ALL CASES where this convention provides for surveillance, surveillance may not be replaced by observation except

- (a) in circumstances in which it would not be practicable to carry out surveillance with sufficient thoroughness; or
- (b) if the risk of the introduction of infection into the country is considered to be exceptionally serious; or
- (c) if the person who would be subject to surveillance cannot furnish adequate sanitary guarantees.

Persons under observation or surveillance shall submit themselves to any examination which the competent sanitary authority may consider necessary.

#### Article X

*In Articles 35 (a), 36 (4), and 47 the words "200 meters" shall be deleted and the words "400 meters" shall be substituted.*

#### Article XI

*To Article 40 the following shall be added:*

With a view to the elimination of *Stegomyia (Aedes aegypti)* as an important step in the control of the spread of yellow fever, the Contracting Parties shall, in the light of their knowledge and experience of the control of the yellow fever vector, render and maintain free from *Stegomyia (Aedes aegypti)* (a) ports and their surroundings in endemic areas, and (b) ports not situated in endemic areas but exposed to the risk of the introduction of the disease. They shall also use their best endeavors to secure that personnel employed in the handling of ships in ports in endemic areas and in ports specially exposed to risk shall be inoculated against yellow fever.

The Contracting Parties agree that all persons inoculated in compliance with the provisions of the preceding paragraph of this Article shall be furnished with and carry an inoculation certificate signed by the officer carrying out the inoculation. This certificate shall conform to the International Form of Certificate of Inoculation against yellow fever annexed hereto.

Persons in possession of a valid anti-yellow fever inoculation certificate shall not for the purpose of the control of yellow fever be subjected to quarantine restrictions.

In place of a valid anti-yellow fever inoculation certificate, a certificate that the bearer has recovered from an attack of yellow fever and that his blood contains immune bodies against yellow fever, as proved by a test carried out by an institute regularly carrying out biological tests for yellow fever and approved for this purpose by the government of the country concerned, will be accepted.

#### Article XII

In *Article 41* (4) and (5), before the word "disinsected" the words "disinfected and" shall be inserted.

*To Article 41* the following shall be added:

The Contracting Parties will use their best endeavors to secure that ships trading with areas infected with typhus shall carry a sufficient quantity of an effective insecticide for the personal protection of the crew and passengers, and will give favorable consideration to the inoculation against typhus of all persons on board exposed to risk.

#### Article XIII

*Article 42* (3) shall be deleted and the following substituted:

(3) Other persons reasonably suspected to have been exposed to infection on board, and who, in the opinion of the sanitary authority, are not sufficiently protected by recent vaccination, or by a previous attack of smallpox, may be subjected to vaccination or to observation or to surveillance, or to vaccination followed by observation or surveillance, the period of observation or surveillance being specified according to the circumstances, but in any event not exceeding 14 days, reckoned from the date of arrival of the ship.

*In Article 42* the following shall be inserted as the penultimate paragraph:

For the purpose of this Article "recent vaccination" shall be taken as meaning evidence of successful vaccination not more than

3 years or less than 14 days previously, or evidence of an immune reaction.

*To Article 42* shall be added "Vaccination of such persons may be performed."

#### Article XIV

*In Article 43* after the word "crew" in the first paragraph shall be added the words "and passengers."

#### Article XV

*Article 49* shall be deleted and the following substituted:

The Contracting Parties agree that bills of health and consular visas shall be abolished as soon as the conditions of hostilities permit the establishment of effective epidemiological communications. The Master of every foreign-going vessel approaching the first port in a territory shall ascertain the state of health of all persons on board and shall prepare and sign a Declaration of Health which shall be countersigned by the ship's surgeon, if one is carried, to be handed to the appropriate authority.

#### Article XVI

*To Article 57* the following shall be added:

The Contracting Parties will, so far as possible, adopt the International Forms of Certificates of Inoculation or Vaccination against cholera and typhus, and smallpox, respectively, annexed hereto.\*

For the purposes of the present Convention the period of incubation is reckoned as 6 days in the case of plague, 5 days in the case of cholera, 6 days in the case of yellow fever, 12 days in the case of typhus, and 14 days in the case of smallpox.

#### Article XVII

*Article 58* shall be deleted and the following substituted:

Observation may, if considered necessary, be enforced at land frontiers. Persons may be directed to the places which have been designated for frontier traffic, and sanitary stations, equipped in accordance with the terms of Article 22 of the 1926 Convention, shall be set up at such places. These places and the measures taken shall be notified immediately to the countries concerned and to

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\*With regard to yellow fever see Article XI.

UNRRA. Individuals who have been in contact with a person suffering from a disease referred to in Article I of the 1926 Convention, and their bedding and effects, may be subjected to the appropriate sanitary measures. In the case of persons suffering from a communicable disease not referred to in Article I, the measures in force in the country of arrival shall be applied.

#### Article XVIII

*Article 63* shall be deleted and the following substituted:

Railway carriages for mail or luggage and goods trains may not be detained at the frontier longer than is necessary to apply the necessary sanitary measures for the prevention of the entry of communicable diseases into the country concerned.

#### Article XIX

*To Article 65* the following shall be added:

In framing regulations under this Article, the Contracting Parties will consult UNRRA and will inform UNRRA of the regulation and of the date of their entry into force.

#### Article XX

*To Article 66* the following shall be added:

In the application of Articles 58 to 66 inclusive of the 1926 Convention, as amended by the present Convention, to any persons coming within the category of "displaced persons," the Contracting Parties shall be entitled to make such modifications as may be required by any special international arrangements under schemes to be organized by governments and by UNRRA for dealing with such persons.

And the Contracting Parties have further agreed as follows:

#### Article XXI

The present Convention shall come into force as soon as it has been signed or acceded to on behalf of ten or more governments.

#### Article XXII

The present Convention shall supplement and be read as one with the 1926 Convention, which as hereby amended remains in full

force as between the Contracting Parties, and whenever any provision of the 1926 Convention contains a reference to another provision, the reference shall be deemed to be a reference to that provision as modified by any amendments effected thereto by the present Convention.

#### Article XXIII

After January 15, 1945, the present Convention shall be open to accession by any government not a signatory. Accessions shall be notified in writing to the Government of the United States of America.

Accessions notified after the entry in force of the present Convention shall become effective with respect to each government upon the notification of its accession.

#### Article XXIV

Any contracting party may on signature or accession declare that the present Convention does not apply to all or any of its colonies, overseas territories, territories under its protection, suzerainty, or authority, or territories in respect of which it exercises a mandate. The present Convention may at any time thereafter be applied to any such territory by notification in writing to the Government of the United States of America, and the Convention shall apply to the territory concerned from the date of the receipt of the notification by the Government of the United States of America.

#### Article XXV

The Government of the United States of America shall give notice in writing to governments parties to the 1926 Convention, and to governments parties to the present Convention, of all signatures and accessions to the present Convention and of all notifications regarding the territories to which the present Convention is to be applied.

#### Article XXVI

The present Convention shall remain in force as to each Contracting Party until either

1. such Party shall become bound by a further Convention, amending or superseding the 1926 Convention, or
2. the expiration of eighteen months from the date on which the present Convention enters into force,

whichever shall be earlier.

## Article XXVII

The original of the present Convention shall be deposited in the archives of the Government of the United States of America and shall be opened for signature at Washington on December 15, 1944. Certified copies hereof shall be furnished by the Government of the United States of America to each of the governments on behalf of which this Convention is signed or acceded to and to each of the governments parties to the 1926 Convention.

IN WITNESS WHEREOF, the undersigned plenipotentiaries, having deposited their full powers, found to be in due and proper form, sign the present Convention in the French and English languages, both texts being equally authentic, on behalf of their respective governments on the dates appearing opposite their signatures.

## APPENDIX VI

### INTERNATIONAL SANITARY CONVENTION FOR AERIAL NAVIGATION, 1944

#### **Modifying the International Sanitary Convention for Aerial Navigation of 12 April 1933**

The governments signatory hereto,

Considering that the International Office of Public Health created by the Agreement signed at Rome on December 9, 1907, is unable for the time being to carry out effectively all of the duties and functions assigned to it in the Annex to that Agreement; in the International Sanitary Convention, 1926; in the International Sanitary Convention for Aerial Navigation, 1933; and in other Conventions or Agreements relating to the public health;

Having entrusted the task of solving this temporary problem by the preparation of emergency agreements and arrangements for the notification of epidemic diseases and for uniformity in quarantine regulations to the United Nations Relief and Rehabilitation Administration (hereinafter referred to as UNRRA), in accordance with Resolution No. 8 (2) adopted by the Council of UNRRA at its first session, without prejudice however to the status of the International Office of Public Health which it is hoped will be able at the expiry of the present Convention to resume the above-mentioned duties and functions; and having received the recommendations of UNRRA in this connection;

Having agreed that, in regard to the American Republics, the Pan American Sanitary Bureau shall continue to act as the General Coordinating Sanitary Agency, including the general collection and distribution of sanitary information to and from the said Republics, as specified in the Pan American Sanitary Code and recognized heretofore by the International Office of Public Health;

Desiring also to modify as between themselves the provisions of the International Sanitary Convention for Aerial Navigation signed at The Hague on April 12, 1933 (hereinafter referred to as "*the 1933 Convention*") in the light of the present-day conditions which call for special measures to prevent the spread by air across frontiers of epidemic or other communicable diseases;

Have decided to conclude a Convention for these purposes, have agreed that, whereas the authentic text of the 1933 Convention is in the French language, the present Convention shall be in French as well as in English, both texts being equally authentic, and have accordingly appointed the undersigned Plenipotentiaries who, having communicated their full powers, found in good and due form, have agreed that the 1933 Convention shall be amended as follows:

#### Article I

All references in the 1933 Convention to the International Office of Public Health shall be read as references to UNRRA.

#### Article II

*The second paragraph of Article 1, subparagraph VI, shall be deleted and the following substituted:*

The word *surveillance* means that persons are not isolated, that they may move about freely, but that the sanitary authorities of the place or places to which they are proceeding are notified of their coming. They may be subjected in the places of arrival to a medical examination and such inquiries as are necessary with a view to ascertaining their state of health; and, in any territory where the competent Contracting Party thinks fit, surveillance may include requirements to report on arrival and afterwards at such intervals during continuance of surveillance as may be specified, to the Health Officer of the city, town, district, or place to which they proceed.

### Article III

To Article 1, the following definitions shall be added:

VIII. The term *typhus*, *typhus fever*, or *exanthematous typhus* shall be deemed to relate only to epidemic louse-borne typhus.

IX. An *endemic yellow fever area* is a region in which yellow fever exists in a form recognizable clinically, biologically, or pathologically.

X. A *valid anti-yellow fever inoculation certificate* is one certifying that the bearer has been inoculated against yellow fever, with a vaccine and by a method approved by UNRRA, if there have elapsed:

1. More than 10 days and less than 4 years from the date of the inoculation.
2. Less than 4 years from the date of a reinoculation performed within 4 years of the previous inoculation.
3. More than 10 days and less than 4 years from the date of reinoculation performed after an interval of more than 4 years.

XI. The term *Stegomyia (Aedes aegypti)* shall be deemed to include *Aedes aegypti* and any potential mosquito vectors of yellow fever.

### Article IV

Article 9 shall be deleted and the following substituted:

1. All passengers travelling by aircraft on international flight shall, on or just before arrival at the point of final disembarkation, or, if required, at any aerodrome where the journey is broken, complete a Personal Declaration of Origin and Health.

2. The Commander of an aircraft on international flight shall, on or just before the arrival of the aircraft at the first authorized aerodrome in the country of entry, complete an Aircraft Declaration of Health to be handed to the aerodrome authority on arrival, and may be required to produce certificates concerning sanitary measures which such declaration states were undergone by the aircraft before departure or at stopping places in application of the 1933 Convention as hereby amended.

3. Aircraft shall not be required to carry Bills of Health.

4. The Contracting Parties will, so far as possible, adopt the International Forms of Aircraft Declaration of Health, Personal Declaration of Origin and Health, and Certificates of Inoculation or

Vaccination against cholera, typhus, and smallpox respectively, annexed hereto.\*

#### Article V

To *Article 13* the following shall be added:

Further, the embarkation of persons who do not present adequate sanitary guarantees may be prohibited, until the sanitary measures—delousing, disinfection of clothing, etc., or any other measures that are, in the opinion of the sanitary authority, necessary to prevent the carriage of the disease by aircraft, have been carried out.

#### Article VI

To *Article 16* after "sanitary measures" at the end of the first paragraph the words "including cleansing" shall be added.

#### Article VII

*Article 20* shall be deleted and the following substituted:

1. Each Contracting Party shall immediately notify, by the most rapid means, the other Contracting Parties and UNRRA of

(a) The first recognized case of plague, cholera, or yellow fever discovered in its territory.

(b) The first recognized case of plague, cholera, or yellow fever which occurs outside the limits of local areas already affected.

(c) The existence of an epidemic of typhus or of smallpox.

2. Every notification prescribed above shall be accompanied, or very promptly followed, by detailed information as to

(a) The place where the disease has appeared.

(b) The date of its appearance, its source, and its type (including reports of pathological examinations as soon as available).

(c) The number of recognized cases and the number of deaths.

(d) The extent of the local area or areas affected.

(e) In the case of plague, the existence of that disease, or of an unusual mortality, among rodents (including reports of bacteriological examinations as soon as available).

(f) In the case of cholera, the number of germ carriers when any have been discovered.

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\*With regard to yellow fever see Article XI.

(g) In the case of yellow fever, the presence and relative prevalence (index) of *Stegomyia (Aedes aegypti)*.

(h) The measures taken.

3. Each Contracting Party shall, in addition to the diseases specifically mentioned in Article 18 of the 1933 Convention, to wit, plague, cholera, yellow fever, typhus, and smallpox, notify outbreaks of such other communicable diseases as, in the opinion of UNRRA constitute a menace to other countries by their spread or potential spread across frontiers and shall keep UNRRA regularly informed of the course of the disease.

4. In addition to the formal notification required by paragraphs (1), (2), and (3) above, the Contracting Parties shall, so far as possible, send to UNRRA at regular intervals notifications of other communicable diseases notified in their countries.

5. The Contracting Parties shall make the necessary arrangements with UNRRA for giving prompt information to all the governments concerned of the outbreak in any country of a disease which, in the opinion of UNRRA, constitutes a menace to other countries, and of the measures which are being taken to prevent the spread of the disease across frontiers by aircraft.

6. The notifications contemplated in paragraphs (1) and (2) of this Article are to be addressed to the diplomatic missions, or, failing them, to consular offices in the capital of the infected country and shall be held at the disposition of consular offices established in its territory.

7. These notifications shall also be addressed to UNRRA which shall communicate them immediately to all diplomatic missions, or, failing them, to the consulates in London or Washington as well as to the principal public health authorities of the participating countries. Those prescribed under paragraphs (1) and (2) of this Article shall be transmitted by telegraph or radio.

8. The appropriate health authority of each Contracting Party shall transmit to the sanitary and authorized aerodromes of its country or within its jurisdiction, all information contained in the epidemiological notifications and communications received from UNRRA (and the regional bureaus with which it has made agreements for this purpose) in execution of the provisions of the International Sanitary Convention of June 21, 1926, which may affect the exercise of sanitary control in those aerodromes.

9. In order to facilitate the prompt and scrupulous fulfilment of the foregoing provisions, the Contracting Parties shall ensure pri-

ority for all communications which may enable UNRRA rapidly to appraise the situation concerning the outbreak of a disease and to inform governments in order that they may take appropriate measures against the spread of the disease across their frontiers.

#### Article VIII

*The second paragraph of Article 32 shall be deleted.*

#### Article IX

*In Article 34, paragraph (b), the following shall be inserted after sub-paragraph (3) :*

(4) The Contracting Parties shall give favorable consideration to the inoculation against typhus of all persons on board exposed to risk.

*Sub-paragraphs (4) and (5) of Article 34 shall be renumbered (5) and (6) respectively.*

#### Article X

*Article 35(b) (3) shall be deleted and the following substituted:*

(3) Other persons reasonably suspected to have been exposed to infection and who, in the opinion of the sanitary authority, are not sufficiently protected by recent vaccination, or by a previous attack of smallpox, may be subjected to vaccination or to observation or to surveillance, or to vaccination followed by observation or surveillance, the period of observation or surveillance being specified according to the circumstances, but in any event not exceeding 14 days, reckoned from the date of arrival of the aircraft.

*The final paragraph of Article 35 shall be deleted and the following substituted:*

For the purpose of this Article "recent vaccination" shall be taken as meaning evidence of successful vaccination not more than three years or less than 14 days previously, or evidence of an immune reaction.

#### Article XI

*Article 36 shall be deleted and the following substituted:*

The Contracting Parties agree:

(1) That persons suffering, or suspected to be suffering from

yellow fever shall not be allowed to embark on aircraft on international flight.

(2) That they will take all possible measures to establish the existence or non-existence of yellow fever within their territories. For this purpose, in territories where endemicity of yellow fever is suspected, in cases where the person dies within 10 days from the onset of any undiagnosed febrile illness, it is important that a specimen of liver tissue be taken, if necessary by viscerotome, for histo-pathological examination. In endemic areas a sample of blood for a yellow fever immunity test should, in addition, wherever possible, be taken from all persons suffering from an undiagnosed fever, and if the cause of the fever remains doubtful and the patient recovers, a second sample should be collected at the end of the third week from the onset of illness.

(3) For the purpose of quarantine control, UNRRA in consultation with the governments concerned and, as regards the Western Hemisphere, with the Pan American Sanitary Bureau, shall define the boundaries of endemic yellow fever areas.

(4) That they shall use their best endeavors to secure that all persons who are likely to land in an endemic yellow fever area shall be inoculated against yellow fever 10 days before arrival in the area and that, so long as such persons remain in the area, they shall be re-inoculated every 4 years.

(5) (a) That inoculation against yellow fever shall be required for all regular staff employees and crews using authorized aerodromes situated in endemic yellow fever areas.

(b) That in areas in which yellow fever does not exist, but in which there may be conditions permitting of its development, inoculation of such personnel is recommended.

(6) That all persons inoculated in compliance with the provisions of paragraphs (4) and (5) of this Article shall be furnished with an carry an Inoculation Certificate signed by the officer carrying out the inoculation. This certificate shall conform to the International Form of Certificate of Inoculation against yellow fever annexed hereto.

(7) That persons in possession of a valid anti-yellow fever inoculation certificate shall not, for the purpose of the control of yellow fever, be subjected to quarantine restrictions.

(8) That in place of a valid anti-yellow fever inoculation certificate, a certificate that the bearer has recovered from an attack of yellow fever and that his blood contains immune bodies against

yellow fever, as proved by a test carried out by an Institute regularly carrying out biological tests for yellow fever and approved for this purpose by the government of the country concerned, will be accepted.

(9) That any person not in possession of a valid anti-yellow fever inoculation certificate shall be considered to have been exposed to the risk of contracting yellow fever during the period of his stay in an endemic yellow fever area.

(10) That UNRRA shall lay down standards with which yellow fever vaccine shall conform.

(11) That they will make arrangements to test at frequent intervals the activity of the yellow fever immunizing vaccine in use in order to ensure that its immunizing properties are satisfactory, and for this purpose agree that UNRRA in consultation with the governments concerned and, as regards the Western Hemisphere, with the Pan American Sanitary Bureau, shall designate from time to time institutes which are approved for the carrying out of such tests.

## Article XII

*Article 38* shall be deleted and the following substituted:

Notwithstanding *Article 4* of the 1933 Convention, every aerodrome which receives aircraft to which the 1933 Convention as amended applies (*Article 1, I, second paragraph*) and which is situated in a region, that is to say, a part of a territory, in which yellow fever exists in a form clinically, biologically or pathologically recognizable shall be made a sanitary aerodrome as defined in the 1933 Convention, and in addition, shall be:

(1) Situated at an adequate distance from the nearest inhabited center;\*

(2) provided with arrangements for a water supply completely protected against mosquitoes, and kept as free as possible from mosquitoes by systematic measures for the suppression of breeding places and the destruction of the insects in all stages of development;

(3) provided with mosquito-proofed dwellings for the crews of the aircraft and for the staff of the aerodrome;

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\*For the purpose of mosquito control the perimeter of the aerodrome should be defined as the line enclosing the area containing the aerodrome buildings and any land used or intended to be used for the parking of aircraft. A building-free zone of 400 meters should be maintained around the perimeter of all aerodromes on main air lines of communications within endemic yellow fever areas.

(4) provided with a mosquito-proofed dwelling in which passengers can be accommodated or hospitalized.

With a view to the elimination of insect vectors of yellow fever, the Contracting Parties will render and maintain free from such vectors (a) aerodromes and their surroundings in endemic yellow fever areas, and (b) aerodromes not situated in endemic yellow fever areas but exposed to the risk of the introduction of the disease.

As an immediate precaution against the carriage of vectors of yellow fever, disinsectization of aircraft shall be carried out at each aerodrome within an endemic yellow fever area, particularly on departure from the last aerodrome in an endemic yellow fever area.

Health authorities in any territory within an endemic yellow fever area shall be at liberty to impose such quarantine restrictions against other territories within that area as may be authorized by the 1933 Convention as hereby amended. Detention of healthy passengers and crews not carrying valid Inoculation Certificates shall not be carried out at the aerodrome of departure.

They shall be permitted to depart, the necessary quarantine measures being carried out at the first aerodrome of arrival in an area at risk.

#### Article XIII

*Articles 39 to 46 inclusive shall be deleted.\**

#### Article XIV

*Article 47 shall be deleted, and the following substituted:*

(1) In territories in which yellow fever does not exist, but in which there may be conditions which permit of its development

(a) authorized aerodromes shall conform to the requirements set forth in Article 38 of the 1933 Convention as hereby amended;

(b) upon arrival at the first aerodrome of call aircraft which have proceeded from endemic yellow fever areas shall be disinfected.

(2) All persons travelling by air from an endemic yellow fever area to one in which yellow fever does not exist but in which there may be conditions which permit of its development, shall be dealt

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\*In view of the deletion of Article 40, compliance with the requirements of Article 38 as amended shall no longer cause aerodromes situated in an endemic yellow fever area to be regarded as "anti-amaryl aerodromes" and separate local areas. Passengers landing at such aerodromes shall submit to the measures laid down in Article 38 as required.

with in the following manner, at the first stopping place in the latter area

(a) If they are in possession of a valid anti-yellow fever inoculation certificate they shall be allowed to proceed without any quarantine restrictions with respect to yellow fever;

(b) If they are not in possession of a valid anti-yellow fever inoculation certificate, they may be isolated in properly screened quarters until the certificate becomes valid or until 6 days have elapsed, whichever is the lesser.

(3) Notwithstanding the preceding provisions of this Article, the Contracting Parties may (but only in the most exceptional cases) issue Certificates of Urgency to non-inoculated persons whose unobstructed passage is absolutely and immediately essential on grounds of high policy, certifying that a passage without hindrance to the bearer of the Certificate is urgently necessary.

The precise form and method of issue of the Certificate and the nature of the certifying authority shall be a matter for arrangement and communication between governments concerned.

The Contracting Parties undertake to grant unimpeded passage to bearers of such Certificates but the movements of such Certificate holders will, whenever possible, be restricted during stops on air routes to adequately screened quarters which will not be left except to re-enter the aircraft.

#### Article XV

*The first line of Article 51 shall be altered to read "The following measures may be taken on arrival:"*

#### Article XVI

*Article 53 shall be deleted, and the following substituted:*

Persons who, on their arrival at an aerodrome, are considered, under the terms of Part III of the 1933 Convention as hereby amended, liable to surveillance\* up to the expiration of the period

\*IN ALL CASES where this Convention provides for surveillance, surveillance may not be replaced by observation except

- (a) in circumstances in which it would not be practicable to carry out surveillance with sufficient thoroughness; or
- (b) if the risk of the introduction of infection into the country is considered to be exceptionally serious; or
- (c) if the person who would be subject to surveillance cannot furnish adequate sanitary guarantees.

Persons under observation or surveillance shall submit themselves to any examination which the competent sanitary authority may consider necessary.

of incubation of the disease, may nevertheless continue the voyage, on condition that the fact is notified to the authorities of subsequent landing places and of the place of arrival by some method sufficient to secure that they can be subjected to medical inspection in any subsequent aerodromes on the route.

Persons who are liable to observation, under the terms of Article 26 of the 1933 Convention shall not be authorized, until the expiration of the period of incubation, to continue their voyage except, in the case of diseases other than yellow fever, with the approval of the sanitary authorities of the next stopping place.

#### Article XVII

*The first paragraph of Article 54* shall be deleted and the following substituted:

In applying sanitary measures to an aircraft coming from an infected local area, the sanitary authority of each aerodrome shall, to the greatest possible extent, take into account all measures which have already been applied to the aircraft, in another sanitary aerodrome abroad or in the same country, and which are duly noted in the Aircraft Declaration of Health referred to in Article 14 of the present Convention.

*To Article 54* the following paragraph shall be added:

In view of the special risk of conveying insect vectors of malaria and other diseases by aircraft on international flight, all such aircraft leaving affected areas will be disinfected. Notwithstanding the terms of Article 54 of the 1933 Convention as hereby amended, further disinfection of the aircraft on or before arrival may be required if there is reason to suspect the importation of insect vectors.

And the Contracting Parties have further agreed as follows:

#### Article XVIII

The present Convention shall come into force as soon as it has been signed or acceded to on behalf of ten or more governments.

#### Article XIX

The present Convention shall supplement and be read as one with the 1933 Convention, which, as hereby amended, remains in full force between the Contracting Parties, and whenever any provision

of the 1933 Convention contains a reference to another provision, the reference shall be deemed to be a reference to that provision as modified by any amendments effected thereto by the present Convention.

#### Article XX

After January 15, 1945 the present Convention shall be open to accession by any government not a signatory. Accessions shall be notified in writing to the Government of the United States of America.

Accessions notified after the entry into force of the present Convention shall become effective with respect to each government upon the notification of its accession.

#### Article XXI

Any contracting party may on signature or accession declare that the present Convention does not apply to all or any of its colonies, overseas territories, territories under its protection, suzerainty or authority, or territories in respect of which it exercises a mandate. The present Convention may at any time thereafter be applied to any such territory by notification in writing to the Government of the United States of America and the Convention shall apply to the territory concerned from the date of the receipt of the notification by the Government of the United States of America.

#### Article XXII

The Government of the United States of America shall give notice in writing to governments parties to the 1933 Convention and to governments parties to the present Convention, of all signatures and accessions to the present Convention and of all notifications regarding the territories to which the present Convention is to be applied.

#### Article XXIII

The present Convention shall remain in force as to each Contracting Party until either

1. such Party shall become bound by a further Convention amending or superseding the 1933 Convention, or
  2. the expiration of eighteen months from the date on which the present Convention enters into force,
- whichever shall be the earlier.

## Article XXIV

The original of the present Convention shall be deposited in the archives of the Government of the United States of America and shall be opened for signature at Washington on December 15, 1944 where it shall remain open for signature until January 15, 1945. Certified copies hereof shall be furnished by the government of the United States of America to each of the governments on behalf of which this Convention is signed or acceded to and to each of the governments parties to the 1933 Convention.

IN WITNESS WHEREOF, the undersigned plenipotentiaries, having deposited their full powers, found to be in due and proper form, sign the present Convention in the French and English languages, both texts being equally authentic, on behalf of their respective governments, on the dates appearing opposite their signatures.

## APPENDIX VII BASES OF REQUIREMENTS

This appendix contains excerpts from the following documents mentioned in Resolution No. 55:

<i>Subject</i>	<i>Source</i>
Resolutions of the Committee of the Council for Europe adopting the recommendations of the various sub-committees	Council II Document 8; CCE(44)33; CCE(44)39
Report of Subcommittee on Health for Europe	Council II Document 8; THE/E(44)20, dated 19 June 1944
Note on Substitutes and Priorities in Medical Supplies	Council II Documents 8 and 61; THE/E(44)26, dated 19 September 1944
Report of the <i>Ad Hoc</i> Food Subcommittee for Europe	Council II Document 8; CCE(44)24, dated 29 June 1944
Report of the Subcommittee on Health for Europe	Council II Documents 8 and 67; THE/E(44)NC/4, dated 4 August 1944
Report of the <i>Ad Hoc Textile</i> Subcommittee for Europe	Council II Document 8; <i>Ad Hoc</i> T/E(44)27, dated 5 July 1944
Report of the Subcommittee on Agriculture	Council II Document 8; TAG/E(44)30, dated 10 June 1944
Priorities of Agricultural Requirements	Council II Documents 8 and 62; TAG/E(44)50(a), dated 20 July 1944
Agricultural Substitutes and Alternatives	Council II Documents 8 and 66; TAG/E(44)52, dated 6 July 1944
Subcommittee on Industrial Rehabilitation Statement on Bases of Requirements for Industrial Rehabilitation	Council II Document 8; TIR/E(44)20, dated 17 July 1944

## I. RESOLUTIONS ADOPTED BY THE COMMITTEE OF THE COUNCIL FOR EUROPE

At the sixth meeting of the Committee of the Council for Europe, held 14 July 1944, the following resolution was adopted (CCE(44)33):

"The European Regional Committee having received and considered the reports on the Bases of Requirements prepared by the technical subcommittees on Agriculture and Health, and by the special *Ad Hoc* Subcommittees on Food and Textiles, accepts the technical recommendations on bases contained in these reports, and recommends them to the Council for approval and for eventual communication to the Director General for his guidance in accordance with paragraph (1) of Atlantic City Resolution No. 20, with a view to enabling him to calculate the over-all requirements of the European area.

"At the same time, the European Committee wishes to draw attention to a passage which appears in most of these reports, and particularly in paragraph 1 of Section II of the Report of the *Ad Hoc* Subcommittee on Food, laying down 'that it is recognized that UNRRA's primary responsibility was to secure relief supplies in the first place for the liberated territories of the United Nations, and that in judging the degree of urgency of the needs of particular countries (as provided for in Resolution No. 17) priority and most considerable relief should be given to the countries whose populations suffered to the greatest extent from enemy occupation, and who actively participated in fighting and resisting the enemy.'

"The European Committee, while appreciating the recommendation agreed by the various Subcommittees, considers that since this paragraph is in the nature of an explanation or expansion of Resolutions of the Council (particularly Resolution No. 1. I(3), Resolution No. 2 and Resolution No. 17) the principle embodied in it should form the subject of separate consideration by the Council, and should not be adopted as part of a technical document. The Committee therefore considers that this question should be dealt with by the Council as a separate issue."\*

At the seventh meeting of the Committee of the Council for Europe, held 27 July 1944, the following resolution was adopted (CCE(44)39):

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\*See Resolution No. 56 for the action of the Council on this issue.

"The European Regional Committee having received and considered the report on the Bases of Requirements prepared by the technical Subcommittees on Industrial Rehabilitation, accepts the technical recommendations on bases contained in this report, and recommends them to the Council for approval and for eventual communication to the Director General for his guidance in accordance with paragraph (1) of Atlantic City Resolution No. 20 with a view to enabling him to calculate the over-all requirements of the European area.

"At the same time, the European Committee wishes to draw attention to a passage which appears in this report, and particularly paragraph 14 which says:

(14) Obviously it is very difficult to make any estimation of bases for Industrial Rehabilitation without taking into consideration the degree of devastation in the country concerned due to military action. The following guiding principles should, however, be considered:

- (a) Countries whose industries have suffered most severely from enemy occupation, and war damage, the peoples of which have taken an active part in fighting and resisting the enemy should be given high priority in industrial rehabilitation and more considerable relief.
- (b) Industrial Rehabilitation should be provided in the first place for the liberated territories of the United Nations countries.

"The European Committee, while appreciating the recommendations agreed by the Subcommittee, considers that since this paragraph is in the nature of an explanation or expansion of Resolutions of the Council (particularly Resolution No. 1.I(3), Resolution No. 2 and Resolution No. 17) the principle embodied in it should form the subject of separate consideration by the Council, and should not be adopted as part of a technical document. The Committee therefore considers that this question should be dealt with by the Council as a separate issue."\*

## II. MEDICAL SUPPLIES

### A. REPORT OF THE SUBCOMMITTEE ON HEALTH FOR EUROPE (THE/E(44)20)

#### Covering Note

1. In accordance with the resolution passed by the Committee of the Council for Europe at their third meeting on 28 March, the standing technical Subcommittee on Health for Europe have considered

\*See Resolution No. 56 for the action of the Council on this issue.

the question of determining bases of requirements in the case of medical supplies.

2. The term "Bases of Requirements," however, is one which cannot be applied to medical supplies in the same way as it can, for example, to food or textile requirements. In the case of medical supplies the basis of calculation, as it affects the general level of requirements, cannot be determined without knowledge of the units of supply in terms of which requirements are calculated. Precise information on the basic units finally agreed upon by UNRRA is not yet available, but it is understood that the unit lists will be presented to the Subcommittee as soon as they are finalized after consultation with the UNRRA Health Division in Washington. The Subcommittee therefore confine their recommendations at present to the *method* by which in their view requirements of medical supplies should be calculated.

3. The method of calculation recommended by the Subcommittee is outlined in the attached statement. During the consideration of the final draft the Soviet Union delegate suggested that either a new paragraph 3 ii(d) should be inserted or paragraph 3 ii(c) should be amended as follows: "The necessity of providing priority and the most considerable relief to the countries whose population suffered to the greatest extent from the enemy occupation and who actively participated in fighting the enemy." While sympathetically considering and appreciating the suggestion made by the Soviet Union delegate, the Subcommittee felt that it dealt more perhaps with general policy which was the concern of the Committee of the Council for Europe and did not quite come within the terms of reference of the Subcommittee.

#### *Statement on Method of Calculating Medical Requirements*

1. The calculation of medical requirements differs from that of other commodities in that no basic statistics of pre-war imports or home production are available from which an adequate estimate of pre-war consumption can be obtained. Another special characteristic of medical estimates is the unpredictable nature of many problems arising from the outbreak of epidemics in different parts of Europe. With these considerations in mind, the Subcommittee wish to stress the approximate nature of any estimates of medical requirements, as well as the value of some form of reserve pool of supplies; but they nevertheless realize the necessity for calculating requirements on a national basis.

2. The Subcommittee have considered the general method of calculating medical requirements and conclude that the only practicable method is that recommended below. The method aims at flexibility in planning both supply and distribution, where a standard unit of supplies covering, in correct proportions, the basic

needs of a community, is readily applicable both to different countries and different periods.

3. The Subcommittee recommend:—

- (a) That in the case of general medical supplies lists of requirements be compiled on reasonable levels of consumption for given units of population.
- (b) That the total number of these lists allocated to each country be determined by the application of factors based on (a) total population, (b) pre-war medical facilities calculated on numbers of hospital beds, consideration being given also to numbers of doctors, and to degrees of medical development as shown by polyclinics, dispensaries and institutes of preventive medicine, and (c) best available estimates of current deficiency in medical stores and facilities. In applying the last factor the distinction between expendable stores, requiring constant replenishment, and non-expendable stores should be carefully borne in mind.
- (c) That material required for the control of epidemics and for displaced persons be calculated as far as possible according to the needs of countries concerned, but allowing for a contingency reserve of supplies to be held in the form of a pool for distribution by UNRRA as required. Requirements of this kind should be considered separately in the light of prevailing conditions and given the highest possible priority, as should also any extra provision made on account of the high incidence of other diseases such as tuberculosis and gastro-intestinal and skin conditions.

4. The Subcommittee wish to emphasize that the application of factors to different types of units will have to be considered by them in conjunction with the European Health Division of UNRRA, as soon as the composition of the unit lists is finally agreed by the Division after consultation with the UNRRA authorities in Washington.

B. *Note on Substitutes and Priorities* (THE/E(44)26)

The standing technical Subcommittee on Health for Europe has considered the questions referred to them by the Committee of the Council for Europe which

*“agreed unanimously to ask the Subcommittees to prepare recommendations as to the substitutes and alternatives which could be regarded as interchangeable and as to the policy to be adopted in regard to priorities, after the completion of their reports on bases of requirements, insofar as these points had not already been covered by those reports.”* (para. 20, draft minutes of 5th Meeting of Committee of the Council for Europe).

On the question of substitutes it is clear that in the production

and supply of the widely varied commodities required under medical stores it may be necessary to substitute certain material for that specified in the lists. This would only be detailed in character and would not affect in any appreciable degree either the quantity or quality of any medical supplies. The Subcommittee therefore agrees that in cases where considerations of production and supply necessitate it, alterations in the individual lists may be made, provided such alterations are done after competent medical advice.

Furthermore, owing to the extremely small amount of tonnage involved compared to other commodities such as food, the question of priorities in the case of medical supplies should not arise. In view of the impossibility of determining beforehand the relative importance of different medical needs the Subcommittee feels that in cases where a system of priorities is necessitated the total quantity of all types of medical stores should be reduced, rather than any individual items, subject to any modification necessitated by conditions existing at the time.

### III. FOOD REQUIREMENTS

#### A. REPORT OF THE AD HOC SUBCOMMITTEE FOR EUROPE

(CCE(44)24)

The *Ad Hoc* Subcommittee was appointed at the third meeting of the Committee of the Council for Europe held on 28 March 1944, and consisted of representatives of:

Australia, Belgium, Brazil, Canada, Czechoslovakia, French Committee of National Liberation, Greece, Iceland, Luxembourg, Netherlands, Norway, Poland, the United Kingdom, the United States, the Union of Soviet Socialist Republics, and Yugoslavia.

The first meeting was held on 5 May, when Dr. Karl Evang was elected chairman. Further meetings were held on 10, 15 and 24 May and 14 and 17 June 1944.

The *Ad Hoc* Food Subcommittee was asked to examine the bases of food requirements adopted by the Inter-Allied Committee and recommend to the Committee of the Council for Europe how far these bases need modification, before eventual submission to the Council, in the light of:

1. the Resolutions adopted by the Council at Atlantic City;
2. the estimates of requirements employed by the military authorities for the first six months; provided these are available within a reasonable time;

3. any other information available since the bases were originally agreed, including any information which the Director General may be able to supply arising out of the examination by the supply authorities of the provisional requirements which he has already submitted.

No information regarding the military supply program for the European area was available and the Subcommittee felt that it was difficult for them to reach really satisfactory conclusions without knowing the figures or at least the bases adopted by the military authorities.

The Subcommittee also had no information regarding the supply situation other than the message from the Director General circulated as CCE (44) 14 that it was a well known fact that all supplies are likely to be short. This lack of information also made the Committee's task extremely difficult.

As bases of requirements should be defined and adopted urgently so that the Director General's staff may be able to make estimates of requirements for presentation to the Combined Food Board for purposes of procurement, the Subcommittee however felt that they should proceed with their work without waiting for any further information.

The following general considerations may be useful as a background to the Subcommittee's recommendations:

1. The Subcommittee understands that the bases were asked for by the Director General in connection with the submission of over-all estimates of food requirements to the Combined Boards for the first six months of the period following the military period. The Subcommittee has however approached the problem from the somewhat wider point of view of recommending the standards of minimum requirements which, if possible, should be introduced as soon as territories have been liberated.
2. The peoples of the Allied enemy occupied territories in Europe, with the exception of certain food producing areas, have suffered seriously from malnutrition, under-nutrition and in some parts from starvation for several years. If supplies, shipping and other transport enabled enough food to be made available and distributed to those areas when they are liberated the only natural thing to do would be to put all these people on an optimum diet. Part of the harm done might thereby be repaired and the liberated peoples would be enabled to play the full part they desire to play in the final stages of total war against the enemy. It appears however that there will be a general food shortage when the war is over and the suggestions made in this report are based on that assumption. It is however of the ut-

most importance to prevent further deterioration in any respect and to create a definite improvement in at least some important respects of the food situation in all Allied territories immediately after liberation as compared with the food situation during the last year of enemy occupation. Such improvement is essential to enable the liberated peoples to make the effort necessary to maintain the economic life and essential services of their countries and to undertake the tasks of rehabilitation. The sooner the food position improves the quicker will be the recovery of Europe's own resources and the shorter the period during which relief will be required.

3. The wide difference in the food position of the various Allied enemy occupied territories in Europe before the war and at the present time are factors to be taken into account in applying the principles recommended. Some countries before the war exported food, others imported, and the standard of living varied. In some Allied countries or parts of countries the present standard of nutrition is much lower than in others. The present position may of course change radically; the food position in some Allied occupied countries may deteriorate as the "fortress of Europe" shrinks, in others it may further deteriorate as the result of military operations, cutting off of transport, etc. In some countries the internal administrative machinery is working reasonably effectively, in others it has almost completely broken down.
4. It is important to adopt bases which can be used for rapid planning and action and which are sufficiently flexible to be adapted to changing conditions of supply (both within and outside Europe) and of shipping, port and other transport facilities.
5. The Subcommittee recognizes the difficulties inherent in the use of a calorie level on which to base estimates of requirements and the many assumptions which have to be made in converting foods into terms of nutrients. It has however reluctantly adopted the calorie level as a basis for making preliminary overall estimates for the common pool of foods to be requested from the Combined Food Board for relief purposes, on the understanding that this will be considered along with the figures for the different commodities submitted to the Director General by the Governments concerned. On this basis it recommends the use of an average level of consumption of the total population of each of the countries concerned of 2650 calories (at the retail state) per head per day for essential relief needs for the period under consideration. In approaching the Combined Food Board on this matter the Director General should draw attention to the current consumption not only in the occupied and liberated Allied areas but in the countries of all the United Nations. As stated in the message from the Director General [circulated as CCE(44)19] individual Governments may submit detailed im-

port programs providing for items over and above the relief requirements calculated on this basis.

6. In some previous calculations of requirements the population has been divided into categories, the principal division being between urban and rural, the assumption being that the latter would retain enough for their physiological needs and that relief would be required only to bring the urban population up to the minimum standard fixed: (as regards rural, account however having been taken of people living in rural communities but not engaged in agriculture, and of agricultural districts unable to retain enough for their needs). The Subcommittee feels strongly that the success of relief operations depends on the administrative machinery of each country being used to the full and the country being treated as a whole in which supplies will be distributed equitably among all sections of the population. If however indigenous supplies are in fact to become fully available for the whole population steps must be taken to induce hoarders to unload their stocks and to discourage distribution of food through illegal channels. The Subcommittee believes that this can be done only if:

- (a) a sufficient quantity of one or more staple commodities (e.g. wheat) could be imported into each liberated country to meet the demand not only for that food but the unsatisfiable demand for commodities still in short supply.
- (b) effective administrative machinery (including a rationing system) already in existence could be kept working under the control of the reinstated national authorities, or, where it no longer exists, could be set up rapidly.

A survey must be made immediately after liberation of indigenous food production and stocks in each of the occupied countries concerned so as to enable more accurate estimates of requirements to be made.

Much thought has been given to the best means of making available sufficient quantities of supplies from outside Europe and of sufficient shipping but less attention has been given so far to the administrative problem involved in getting the maximum amount of food produced inside Europe moving into consumption and being fairly distributed among all people, including the urban population.

The easiest and most practical way of increasing the available supplies of home produced food and of improving the diet of liberated Allied peoples would be to provide enough wheat to enable bread (of a grain composition acceptable to the country concerned) to be de-rationed as soon as possible and to provide reasonable quantities of some commodities of high morale value which have been in short supply, or even entirely lacking, such as coffee, flavorings and tobacco, particularly if these measures were reinforced by steps to ensure confidence in the currency

and to make some consumer goods available on the market. If UNRRA started with a low consumption target, increasing it only gradually, hoarding would continue as long as there was any scarcity. Such a policy would therefore absorb more imports in the long run and would effect no substantial general improvement in the diet.

### Recommendations

#### I. *Bases for Estimating Over-All Food Requirements For All Allied Occupied Countries in Europe*

1. The estimates should be based on the average consumption for the total population of 2,650 calories\* (at the retail stage) per head per day.

The Director General, when proceeding to the calculation of requirements, should, before submitting them to the Combined Boards, obtain from each Allied Government figures for the foodstuffs to make up this 2,650 calorie level for that country, so that the Director General may take proper account of the special needs of the different countries and of their food habits as indicated in their pre-war pattern of consumption.

The above is subject to the modifications required by paragraph 4 below.

2. The estimates should include sufficient quantities of milk and eggs to enable the following allowances to be made for priority groups of the population in each Allied territory.

	<i>Whole milk, Liters per day</i>	<i>Eggs per week</i>
Pregnant and nursing mothers . . . . .	$\frac{3}{4}$	7
Children, 0-3 years . . . . .	$\frac{3}{4}$	0
Children, 4-7 years . . . . .	$\frac{1}{2}$	0
Sick people . . . . .	$\frac{1}{2}$	7

The question whether the above quantities of milk and eggs are appropriate has been referred to the technical Subcommittee on Health. They have also been asked to state whether they consider the provision of vitamin and mineral supplements for these priority

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\*The average calorie level of 2,650 per head per day recommended by the Inter-Allied Committee was calculated as an intake requirement but was used in estimating supplies. It is now evident that the average calorie level from all foodstuffs of the whole population of some of the countries concerned is above the 2,000 calorie level at one time used by the Inter-Allied Committee for the urban and non-producing sections of the population.

groups necessary and, if so, to recommend the allowances which should be provided.

3. Provision should be made as part of the Requirements Program for special diets for the population of areas whose health has been seriously undermined by prolonged existence barely above the starvation level, among whom there is evidence of large scale deficiency conditions, the provision of such diets being regarded as part of the medical treatment of patients to restore them to normal health. The question of a suitable diet for this purpose has been referred for consideration to the technical Subcommittee on Health.

4. In order to facilitate the de-rationing of bread of a grain composition acceptable to the country as early as possible in all Allied liberated areas, even in those where this will not be possible within the limits of the 2,650 calories, a Reserve Pool of wheat should be established amounting to 10 to 15 percent of the total estimates of the wheat import requirements (and additional thereto) of the Allied occupied territories in Europe.

5. The imports from outside Europe should include reasonable quantities of commodities ilke cocoa, coffee, flavorings, etc.

6. Special imports of salt should be provided for those countries deficient in this commodity.

7. In addition, a special Strategic Relief Reserve should be created without delay to provide the full 2,650 calories (at the retail stage) per head per day for groups of people who may be entirely destitute for various reasons, such as the complete application of the scorched earth policy during military operations, breakdown of transport, etc.

8. To compute the import requirements from outside Europe to meet the over-all requirements of Allied enemy occupied territories in Europe, the supplies available from indigenous production, stock-piles and imports from other European countries for which transport is available should be deducted from the total requirements estimated under (1) above. Provision should be made for sufficient working stocks of each commodity to ensure even and effective distribution.

## II. *Principles for Allocating Supplies Made Available by the Combined Food Board*

The *Ad Hoc* Food Subcommittee welcomes the proposal of the Director General to negotiate with the representatives of the Allied Governments, in collaboration with the European Regional Office

and in consultation with the European Committee, concerning their equitable proportions of the total food supplies made available by the Combined Boards. In response to his request in the message circulated as CCE (44) 18, the following principles are recommended for allocation purposes:

1. It is recognized that UNRRA's primary responsibility is to secure relief supplies in the first place for the liberated territories of the United Nations.

In judging the degree of urgency of the needs of particular countries (as provided in Resolution No. 17) priority and most considerable relief should be given to the countries whose population suffered to the greatest extent from enemy occupation and who actively participated in fighting and resisting the enemy.

2. In assessing the relative degree of urgency of relief needs in the period immediately after liberation, special account should be taken of the needs of priority groups and of the under-nourished populations referred to in paragraphs (2) and (3) of I.

3. Although the degree of immediate improvement in the consumption levels must depend on the degree of urgency of need, it is of the utmost importance to prevent deterioration in any respect and to ensure definite improvement in at least some important respects in the food situation in each Allied area in Europe immediately after liberation, compared with the food situation in that area during the last year of enemy occupation. The purpose of the UNRRA program should be to bring this about by raising consumption in all these countries, without delay, to the level specified in (1) of above. If continuing military operations, shipping shortages or supply limitations prevent the immediate attainment of this level, progress towards it should be made as rapidly as possible and during this period of most urgent need (until supplies available per head per day in each country provide a minimum of 2650 calories, 75 grams of fat and 60 grams of protein—25 to 35 percent animal protein) relief supplies should be directed so that the areas which are already at, above or slightly below those levels of calories and nutrients would receive a minor part of the total relief supplies available if the allocation to them of more than this quantity would prevent others from being brought up to the above levels.

4. A certain flexibility should be allowed to the staff of the Director General in consultation with the Allied countries concerned in regard to the composition of the diet at any given moment to

take account of the consumption habits of each country and the constantly changing position of world supplies and transport.

B. REPORT OF THE SUBCOMMITTEE ON HEALTH FOR EUROPE  
(THE/E (44) NC/4)

*Expert Commission on Nutrition: Report on Questions Referred to the Health Subcommittee by the Ad Hoc Subcommittee on Food*

1. In accordance with its terms of reference (THE/E (44) NC-/2), the Expert Commission on Nutrition has been asked by the technical Subcommittee on Health to report on the questions raised in paragraphs 2 and 3 of the Recommendations set out in the report of the *Ad Hoc* Food Subcommittee entitled 'Bases of Food Requirements' (CCE (44) 24, 29 June 1944). Paragraphs 2 and 3 of the recommendations are as follows:—

"The estimates should include sufficient quantities of milk and eggs to enable the following allowances to be made for priority groups of the population in each Allied territory:

	Whole milk, Liters per day	Eggs per week
Pregnant and nursing mothers.....	$\frac{3}{4}$	7
Children, 0-3 years.....	$\frac{3}{4}$	0
Children, 4-7 years.....	$\frac{1}{2}$	0
Sick people.....	$\frac{1}{2}$	7

"The question whether the above quantities of milk and eggs are appropriate has been referred to the technical Subcommittee on Health. The Subcommittee has also been asked to state whether it considers the provision of vitamin and mineral supplements for these priority groups necessary and if so, to recommend the allowances which should be provided.

"Provision should be made as part of the Requirements Program for special diets for the population of areas whose health has been seriously undermined by prolonged existence barely above the starvation level, among whom there is evidence of large scale deficiency conditions, the provision of such diets being regarded as part of the medical treatment of patients to restore them to normal health. The question of a suitable diet for this purpose has been referred for consideration to the technical Subcommittee on Health."

2. These questions have been considered by the Expert Commission on Nutrition, which held two meetings on 31 July and 1 August. The report of the Commission follows.

*Milk and Eggs for Priority Groups of Population in Each Allied Territory*

*Provision of Vitamin and Mineral Supplements for These Priority Groups*

3. The recommendations of the Commission on these two matters are summarized in Table 1.

4. The Commission is of the opinion that every effort should be made to maintain, during and after the period of liberation, the priority distribution schemes for 'vulnerable' groups that are operating in the various countries. This is in accordance with the general view that the food position in the various countries should not be allowed to deteriorate. The Commission wishes to emphasize the vital importance of doing everything possible to make secure the nutritional position of the expectant and nursing mothers and children.

5. *Milk.* The Commission is strongly of the opinion that every effort should be made to provide milk for children from 8 to 13 years of age and that the *minimum* quantity for them should be 250cc. daily.

The Commission regards one-half liter of milk a day as a reasonable allowance for 'sick people.' Hospitals and other institutions for sick people should be able to provide for the essential needs of their patients if there is an all-over allowance at the rate of one-half liter per bed, although it is recognized that this may represent, in many cases, a smaller quantity than they would require in normal times.

In some occupied countries sick people are provided with milk under a system based on medical certification. The Commission did not have opportunity to study these systems in detail and cannot, therefore, express opinions on their adequacy or the efficiency with which they are operated. Such systems should be maintained as far as possible during the liberation period and the Commission recommends, therefore, that an effort should be made to provide one-half liter of milk daily to those classes of invalids which are now entitled to priority.

6. *Eggs.* The Commission is of the opinion that an allowance of 7 eggs a week for pregnant women and nursing mothers and for sick people is generous in view of the strong claims of children from 0-3 to priority.

Accordingly, it is recommended that the highest priority in respect to supplies of eggs (fresh or dried) should be given to preg-

nant women, nursing mothers and children of 0-3 years and that effort be made to provide them with at least 3 eggs a week.

Next in order of priority should come sick people (at least 3 eggs per week) and children from 4-7 years (at least 1 egg per week).

7. *Vitamin and Mineral Supplements.* The recommendations of the Commission are set out in Table 1. It is desired to point out that if it is found impossible to provide the quantity of milk recommended for pregnant women, nursing mothers and children, it will be necessary to guard against deficiencies of riboflavin and calcium by providing appropriate supplements. The Commission is of the opinion that these groups should get at least 1 gr. of calcium and 1.5 mg. riboflavin daily.

8. The Commission wishes to point to the desirability of providing *adolescents* with a daily supplement of not less than 1500 I.U. of vitamin A daily, whenever there are opportunities for so doing.

9. It was assumed by the Commission that the vitamin and mineral requirements of *sick people in hospitals and similar institutions* will be provided from medical supplies and need not be dealt with in this report.

*Special Diets for the Population of Areas Where Health Has Been Seriously Undermined by Prolonged Existence Barely Above the Starvation Level*

10. The Commission is of the opinion that this question covers two points:

- (a) protein needs
- (b) vitamin needs

11. (a) *Protein.* The Commission regards the *Minimum Diet* adopted by the *Ad Hoc* Food Subcommittee as inadequate in respect to *total* protein and *animal protein* to serve as appropriate nourishment for these groups of the population.

It is recommended that for this purpose a basic diet providing not less than 80 g. of protein, of which *not less than 30 g. should be of animal origin*, is required. The Commission recognizes that such a diet would provide a higher level of animal protein than is customary in certain parts of Europe. Nevertheless, it must be emphasized that recovery after a prolonged period of semi-starvation will be greatly accelerated by a diet of this character.

The Commission also wishes to stress the very great importance of every effort being made to ensure the highest priority for the

special needs of pregnant women, nursing mothers and children in such groups of the population.

12. (b) *Vitamins*. The Commission is of the opinion that treating deficiency conditions among this group of populations will represent a problem that is essentially a medical one.

It is, therefore, recommended that vitamin supplies be allocated for this purpose on the same basis as was proposed in October 1943 by the Subcommittee on 'Vitamin and Mineral Supplements' when it reported to Inter-Allied Postwar Requirements Bureau as the 'Requirements for treating deficiency diseases.'

At that time expert advice was given by the Medical Research Council and the Commission sees no reason for resubmitting the question to them or to any other source of expert opinion.

13. The basis of the allocation recommended at that time was as follows:

*Vitamin Requirements (Each per 1000 cases)  
i.e. 7000 cases in all*

Ascorbic acid.....	5 kg.
Vitamin B1 (thiamin, aneurin).....	50 g.
Nicotinic acid (niacin) or nicotinamide.....	3 kg.
Riboflavin.....	10 g.
Vitamin A.....	250 million I.U.
Vitamin D.....	500 million I.U.
Vitamin K.....	5 g.

Small supplies of other identifiable food factors such as pantothenic acid, biotin and pyridoxin, should also be made available.

14. The Commission shares the view expressed by the Committee that put forward these bases that the provision and administration of composite vitamin preparations is a less satisfactory and more wasteful means of dealing with vitamin deficiency conditions than making available supplies of single vitamins for the treatment of specific deficiency diseases. It is recognized, however, that the efficient use of single vitamins requires adequate diagnosis.

15. *Calcium Deficiency*. The Commission is of the opinion that calcium deficiency may be widespread among some classes of the population of Europe today. It is a deficiency that can readily be corrected by the addition of a suitable calcium salt to flour. The Expert Commission on Nutrition wishes to bring this fact to the notice of the standing technical Subcommittee on Health and to express the view that attention should be given to the possibility of

TABLE I

Milk and Eggs, and Vitamin and Mineral Supplements for Priority Groups of Population in Each Allied Territory

	Whole Milk cc day	Eggs (b) No. week	Vitamin A I.U. day (e)	Vitamin D I.U. day	Vitamin C mg. day	Vitamin B <sup>1</sup> mg. day	Fe mg. day
Expectant mothers—last 6 months of pregnancy . . . . .	750	3 (c)	3,000	700	40	1	25
Mothers—first 6 months after delivery . . . . .	750	3 (c)	3,000	700	40	1	25
Children— 0-3 years . . . . .	750	3 (c)	3,000	700	20	0.5	25
4-7 years . . . . .	500	at least 1 (d)	3,000	700	20	...	25
8-13 years . . . . .	at least 250 (a)	...	3,000	700	20	...	25
Adolescents— 14-18 years . . . . .	...	...	1,500	...	...	...	25
Sick people . . . . .	500	at least 3 (d)	...	...	...	...	...

(a) See paragraph 5.

(b) Fresh eggs or equivalent quantity of dried eggs.

(c) The highest priority in respect to supplies of *fresh* eggs should be given to children 0-3 years.

After them, the expectant and nursing mothers should have priority over older children and sick people.

(d) See last sentence of paragraph 6.

(e) Expressed as vitamin A, not as carotene.

implementing a policy of enriching flour with calcium wherever the national Government desire or think it is practicable to do so.

The Commission was informed that full technical information on the process would be given to UNRRA by the Ministry of Food if desired.

#### IV. CLOTHING REQUIREMENTS

##### REPORT OF THE AD HOC TEXTILE SUBCOMMITTEE FOR EUROPE

(Ad Hoc T/E(44)27)

1. The *Ad Hoc* Textile Subcommittee was set up in accordance with the decision taken by the Committee of the Council for Europe at its meeting on 28 March 1944, to constitute an *Ad Hoc* Subcommittee on Textile Requirements, with the following terms of reference:

“To examine the bases of requirements adopted by the Inter-Allied Committee and recommend to the Committee of the Council for Europe how far these bases need modification, before eventual submission to the Council, in the light of:

- (a) The Resolutions adopted by the Council at Atlantic City;
- (b) The estimates of requirements employed by the Military Authorities for the first six months; provided these are available within a reasonable time;
- (c) Other information available since the bases were originally agreed, including any information which the Director General may be able to supply arising out of the examination by the Supply Authorities of the provisional requirements which have already been submitted.”

No information regarding the estimates of requirements employed by the Military Authorities have been available to the Subcommittee and no information regarding the supply situation, other than the messages from the Director General, circulated as CCE (44)14 and 18 stating that it was a well-known fact that nearly all supplies are expected to be short.

2. The Subcommittee consisted of Monsieur de Keyser (Belgium and Luxembourg), Señor P. T. de Boavista (Brazil), Mr. F. Vondrich (Czechoslovakia), Dr. C. Zimmern, succeeded by Captain Leon (French Committee of National Liberation); Miss R. Zafiriou (Greece), Mr. M. Magnussen (Iceland), Mr. A. B. Speekenbrink (Netherlands), Mr. A. Corneliussen (Norway), Dr. K. Zaluski

(Poland), Sir Thomas Barlow (U.K.), Mrs. E. Denhardt (U.S.A.), Mr. A. Dubonosov (U.S.S.R.), Dr. J. Koce (Yugoslavia).

3. The first meeting was held on 5 May, when Sir Thomas Barlow was elected chairman. Other meetings were held on 11, 20 and 26 May and 2 and 23 June. The interval between the last two mentioned dates was occupied by meetings of a small drafting panel to which further reference is made below.

4. The Subcommittee included in its work the consideration of the bases for footwear and essential household textiles, and their related raw materials and semi-finished products.

5. In accordance with the decision taken at the fifth meeting of the Subcommittee, a Review and Drafting Panel was appointed, under the chairmanship of Sir Thomas Barlow, to draw up draft reports for the consideration of the Subcommittee in the light of the discussions which had so far taken place. This Panel consisted of representatives of the following Allied countries: Belgium, Czechoslovakia, Greece, Norway, the Union of Soviet Socialist Republics, the United Kingdom, and the United States of America. Technical experts were consulted.

6. The drafting of bases for estimating relief requirements of clothing (excluding footwear) and textiles was discussed at meetings of the Panel held on 9, 13, 16 and 20 June, and of bases for estimating relief requirements of footwear at meetings held on 20 and 22 June.

7. The Subcommittee at its sixth meeting on 23 June 1944, agreed to accept the reports of the drafting panel with some amendments and to recommend to the Committee of the Council for Europe the adoption of the bases therein described.

### Recommendations

#### *Bases for Estimating Over-All Relief Requirements of Clothing (Excluding Footwear) and Textiles of the Allied Countries in Europe*

1. To meet essential needs, all liberated countries will require clothing and textiles or the raw materials to make such goods. It is necessary to take into special account the wardrobe needs of those countries whose populations have suffered most as a result of war operations and of the active participation of the people in resistance to and struggle against the enemy. It is recognized that UNRRA's primary responsibility is to secure relief supplies in the first place for the liberated territories of the United Nations.

2. The import requirements of different countries vary both in their extent and in their nature (i.e., raw materials or finished goods) but the minimum standard to which all countries should if possible be raised and at which they should be maintained, should, broadly, be the same.

3. This standard should be the minimum required for health, warmth and working efficiency, and it can conveniently be measured in British clothing coupons (using a simplified pointing scale for the purpose: See page 150).

4. In the opinion of the Panel the standard, expressed in clothing coupons, should be as follows\*:

	<i>Adult</i> (14 years and over)	<i>Child</i> (1-13 years)	<i>Infant</i> (Under 1 year)
For clothing . . . . .	61	34	29
For household textiles . . . . .	14	8	8

The standard for household textiles covers one square yard of towelling per four persons; one woolen blanket of about 4.5 square yards (weight about 5 lbs.) per adult; one woolen blanket (about 4.5 sq. yds.) per child; 1.5 square yards woolen blanket material and 1.5 square yards cotton blanket material per infant under one year of age. These are average requirements per individual; in assessing requirements account should be taken by the Administration of climatic differences in the different countries.

5. It should be the function of the Administration in consultation with expert representatives of each of the Allied countries, to assess each country's needs of imported supplies by reference to the above standard. Requirements of clothing and of household textiles, respectively, should not be interchangeable. This standard does not cover industrial clothing. Where such clothing is necessary to enable a person to pursue his calling, the requirements should be separately assessed.

6. The position in certain countries is such as to demand the earliest importation of a high proportion of finished goods or cloth, whereas in other countries the population could be persuaded to carry on with their existing stocks a little longer, provided that the necessary materials are made available so that they can be set to work to produce their own needed supplies.

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\*See page 151 for examples of wardrobe lists, within these coupon limits for a man, woman, boy, girl and infant, respectively. The composition of these lists may vary from country to country.

7. Accordingly, the assessment of needs should be expressed as follows:

- (a) The total coupon value of supplies urgently needed in whatever form by each country and not available in that country to bring up existing wardrobes to the minimum standard.
- (b) The coupon value of that part of these urgent supplies which should, if possible, be in the form of finished products or cloth. (If suitable finished products are not available for any country it should be open to that country to request its requirements in the form of raw materials).
- (c) The coupon value of that part of these urgent supplies both of clothing and household textiles which should be in the form of raw materials, including yarn and grey cloth.

8. Estimates of requirements should be based on an assessment of present conditions in the several countries. There will be additional requirements due to further deterioration between now and the end of the military period including possibly the results of military operations. It is not possible to make any firm estimates of the extent of this deterioration for individual countries but a general reserve should be included in the UNRRA estimates of over-all requirements to take account of this factor. This should be regarded as a reserve of maneuver enabling the Director General to move quickly to alleviate distress where this is discovered to be most acute. The extent of this reserve should be determined by the Director General in the light of reports received from time to time from the individual countries and of provision made meanwhile by the military authorities.

9. Besides the amounts needed to bring wardrobes up to the minimum standard the people in each country will require sufficient clothing to cover ordinary wear and tear, so that their wardrobes may be maintained. It is very difficult to assess for each garment how many need to be bought in a given period in order to maintain the wardrobe. This depends very largely on the severity of the standard adopted in deciding whether a garment is still fit for use or must be replaced and the extent to which patching, etc., is used to prolong its life. Occupational differences obviously affect the amount of wear which it will stand. For some garments (e.g. overcoats) replacement needs have to be considered over a long period, but even for these some replacements will be essential in the first

year because everybody will not have received a new one at the beginning.

10. Under these circumstances, it seems better if possible to obtain a general measure of the amount of clothing needed to make good wear and tear, rather than to attempt a detailed assessment on each garment. Those concerned with the British clothing ration consider that on the average the present British ration for adults, which is about half the pre-war consumption, is not quite sufficient to cover the wear and tear, so that wardrobes are gradually deteriorating either in quantity or quality. Sample surveys of wardrobes taken at intervals tend to confirm the reduction by quantity in the poorer classes; there is no practicable way of measuring quality movements with accuracy but all concerned agree as to the gradual downward tendency. For children the ration (including the supplement) is considered fully to cover wear and tear and with a suitable system of passing on outgrown garments the supplement would probably be unnecessary.

11. British experience is not directly applicable to relief conditions under which it is reasonable to expect greater wear to be extracted from each garment before it is discarded, and allowance must be made for this factor in assessing essential replacements; on the other hand the British ration does not fully cover wear and tear in the case of adults. In the opinion of the Subcommittee these two factors may reasonably be offset against each other and the standard of 42 coupons\* per adult per annum be adopted. This standard would cover replacements of clothing (excluding footwear), towels, blankets, knitting wool and mending yarn. For children the standard should be based on the standard ration, without the supplement, less the coupons used for footwear, and would be slightly lower i.e. 40 coupons.

12. Paragraph 11 deals with the amount of clothing required by the individual for replacement; an extra amount may be needed in some cases to build up the necessary distribution stocks. Some clothing may be provided from locally produced raw materials, some from imported raw materials, yarn or grey cloth and some from ready-made goods manufactured in Europe or elsewhere. It is desirable that so far as possible countries should take their

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\*This is made up as follows: Basic issue 48 coupons, plus occupational supplement (4 coupons), plus mending yarn and blankets (1 coupon) minus footwear (11 coupons.)

## SIMPLIFIED POINTING LIST

	Man (14 and over)	Woman (14 and over)	Child (1-13)
	<i>Coupons</i>		
<i>Outdoor Garments</i>			
Overcoat .....	18	18	10
Raincoat (lined) .....	16	15	10
Mackintosh (unlined) .....	9	9	7
<i>Other Outerwear</i>			
Jacket .....	13	12	6
Trousers .....	8	8	6
Shorts, Boys' knickers .....	5		3
Jersey, jumper, wool blouse .....	6	6	4
Blouse—not wool .....		4	3
Skirt .....		6	4
Dress—wool .....		11	8
Dress—not wool .....		7	5
Gloves, mittens .....	1	1	1
Overall .....	3	3	3
<i>Underwear, etc.</i>			
Shirt .....	5		4
Vest, pants, knickers, bodice, corset .....	4	3	2
Suspender belt .....		1	1
Slip, petticoat .....		4	3
Stockings, socks .....	2	2	1
<i>Infants' Garments—(under 1 year)</i>			
Shawl .....		4	
Nightdress, day-gown and other “full-length” garments .....		3	
Socks, knitted bootees .....		½	
All other garments, including napkins ..		1	
<i>Cloth</i>			
Square yard of wool cloth .....		3	
Square yard of any other kind of cloth ..		2	
<i>Towels</i>			
Square yard of towelling .....		2	
<i>Blankets</i>			
4.5 square yards blanket material (weight about 5 lbs.) .....		13½	
<i>Knitting wool and mending yarn</i>			
(2 ozs.) .....		1	



requirements in the form of raw materials; in this case the necessary proportion for dead stock should be allowed.

13. In the consideration of raw materials requirements, regard should, of course, be had to the capacity likely to be available for manufacturing finished goods either in the country which needs them or as surplus to that country's needs for the relief of its neighbors.

14. The necessary accessories e.g. buttons, needles, thread, etc., should be estimated on expert advice proportionately to the raw materials or other goods available to each country. Unless there are special reasons to the contrary in the case of any country, these proportions of accessories to raw materials will be the same for all. As in the case of clothing some may be provided from locally produced raw materials, some from imported raw materials and some from imported ready-made articles.

15. If requirements calculated on these bases cannot be met from any source of supply a uniform percentage reduction should be made in the minimum wardrobe standard.

*Bases for Estimating Over-all Relief Requirements of Footwear and Material for Footwear of the Allied Occupied Countries in Europe.*

1. To meet essential needs, all liberated countries will require footwear or the raw materials to make footwear. It is necessary to take into special account the needs of those countries whose populations have suffered most as a result of war operations and of the active participation of the people in resistance to and struggle against the enemy. It is recognized that UNRRA's primary responsibility is to secure relief supplies in the first place for the liberated territories of the United Nations.

2. The import requirements of different countries vary both in their extent and in their nature (i.e., raw materials, semi-finished or finished products) but the minimum standard to which all countries should if possible be raised and at which they should be maintained should, broadly, be the same.

3. This standard should be the minimum required for health, warmth and working efficiency. In the opinion of the Panel, the minimum standard for footwear at any time should be one pair of wearable boots or shoes per person.

4. It should be the function of the Administration, in consultation with expert representatives of each of the Allied countries, to assess each country's needs of imported supplies by reference to

the above standard. This standard does not cover industrial footwear. Where such additional special footwear is necessary to enable a person to pursue his calling the requirements should be separately assessed.

5. The position in certain countries is such as to demand the earliest importation of a high proportion of finished footwear whereas in other countries the population could be persuaded to carry on with their existing stocks a little longer, provided that the necessary materials are made available so that they can be set to work to produce their own needed supplies.

6. The assessment of needs should be expressed in terms of numbers of pairs of footwear and weight of repair material (in terms of leather equivalent) urgently needed in whatever form by each country and not available in that country to bring up existing footwear stocks to the minimum standard. The quantities required in the following forms should be determined:

- (a) Finished footwear. (If suitable footwear is not available for any country it should be open to that country to request its requirements in the form of semi-finished or raw materials);
- (b) Leather or substitute materials for leather;
- (c) Raw materials.

7. Estimates of requirements should be based on an assessment of present conditions in the several countries. There will be additional requirements due to further deterioration between now and the end of the military period including possibly the results of military operations. It is not possible to make any firm estimates of the extent of this deterioration for individual countries but a general reserve should be included in the UNRRA estimates of over-all requirements to take account of this factor. This should be regarded as a reserve of maneuver enabling the Director General to move quickly to alleviate distress where this is discovered to be most acute. The extent of this reserve should be determined by the Director General in the light of reports received from time to time from the individual countries and of provision made meanwhile by the military authorities.

8. The replacement needs of each country should be the amount of footwear and raw materials necessary to maintain the minimum standard i.e. one wearable pair of boots or shoes per person. These replacement needs must vary considerably between different countries, according, among other things, to the type of footwear avail-

able. For this reason, the estimates of replacement needs should be made by the Administration in consultation with the expert representatives in each of the Allied countries.

9. Import requirements for replacement purposes should be estimated on the basis of the total replacement needs minus domestic production. Some footwear may be provided from locally produced raw materials, some from imported raw materials and some from products manufactured in Europe or elsewhere.

10. An extra amount of finished goods may be needed in some places to build up distribution stocks. Since it is desirable that so far as possible countries should take their requirements in the form of raw materials the necessary material for adjusting the process stock to meet the required production should be allowed.

11. In the consideration of raw and semi-finished material requirements, regard should of course be had to the capacity likely to be available for manufacturing the semi-finished or finished products either in the country which needs them or as surplus to that country's needs for the relief of its neighbors.

12. The necessary accessories and processing materials should be estimated on expert advice proportionately to the raw materials or other goods available to each country. Some of these accessories and processing materials may be provided from locally produced raw materials, some from imported raw materials and some from imported semi-finished or finished products.

13. If requirements calculated on these bases cannot be met from any source of supply a uniform percentage reduction should be made.

## V. AGRICULTURAL REQUIREMENTS

### A. REPORT OF THE SUBCOMMITTEE ON AGRICULTURE FOR EUROPE

(TAG/E(44)30)

1. The basis of requirements of all supplies of materials for the rehabilitation of agriculture and fisheries in the first year of relief is the fulfilment of a program of optimum food production.

2. As concerns agriculture\* this object will be attained in two ways:

(a) by the provision of materials such as seeds, fertilizers,

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\*Detailed recommendations on the rehabilitation of fisheries will be found on p. 172.

pesticides, machinery, fuel, binder twine, food processing plant, food transport equipment, feeding stuffs, breeding and utility livestock and veterinary supplies, which are all essential to the increase of the output of agricultural produce;

- (b) by offering the agriculturist capital goods and current supplies which he desires and for which he will be prepared to deliver, through legal channels, produce already in his hands, which, without the inducement of a tangible return, he might have been tempted to dispose of through illegal channels and would certainly consume in excessive quantity in his own household and farm.

3. The rehabilitation of agriculture has a further objective which will assume greater importance after the fulfilment of immediate relief needs. It is in all countries the largest single industry on which a great part, not infrequently the major part, of the population is dependent for employment and livelihood. The future freedom from want, the well-being and contentment of this important section of the European population depends on the return of the agricultural industry to independence and prosperity, wherever these have been impaired.

4. In the case of agricultural supplies of all types great importance must be attached to the specific character of the bases and to the need to build up over-all requirements of each type from an assessment of national needs, since supplies adapted to one region are often technically inefficient or even useless when introduced into another.

#### **Recommendations of the Expert Panel on Crops**

5. The basis of requirements for the production of crops is a cultivation program adapted to the nutritional needs of Europe and the necessity of helping liberated countries to feed themselves and so reduce their abnormal dependence on imported food in the early stages of relief. Such a program should include the full maintenance or even the enlargement of areas of autumn sown cereals; full maintenance of the cultivation of potatoes, sugar beet and vegetables for food; and such increases in spring cereals and forage crops as may be possible, taking into consideration the possible reduction in the production of potatoes and sugar beet for alcohol in so far as this is required for war purposes; the re-seeding of worn out pastures and sowing down of fresh areas necessary to the maintenance and gradual increase of milk production. To fulfill

this program it is necessary to see that adequate quantities of seeds, fertilizers and plant protection materials are available.

6. The basis for the requirements of seeds is the fulfilment of such a cropping program. Shipping space for the immediate importation of seeds of the principal food crops must be weighed against the much larger demands on shipping space for foodstuffs in the event of a subsequent failure in food production due to lack of seed. Vegetable seeds, which are small in bulk, quickly produce food of high nutritional value. Pulses are valuable as a source of vegetable protein. In countries where much pasture has been destroyed or has deteriorated or where the area under green fodder crops has decreased, seeds of fodder crops are needed in order to maintain milk supplies. Owing to the extension of industrial crops in Europe during the war, seeds for these crops will not however generally be needed.\*\*

7. Europe is, as a whole, self-supporting in seeds in normal times though there is considerable movement between countries in different climatic zones. It is essential that, on the cessation of hostilities, prompt steps should be taken to organize the collection and distribution of seeds within Europe including enemy countries which were former producers for export. It will also be necessary to provide prompt and adequate food relief and thus prevent the consumption of seeds for food purposes.

8. It is considered, however, that although European countries may be normally self-supporting in seeds, the results of military operations, destruction of crops and stocks, interruption of agricultural work and consumption of seeds as food before liberation takes place, make it essential to provide against local deficiencies, which may be severe and widespread. Deficiencies due to these causes have already occurred in some countries.

9. The statistical bases for estimating requirements vary according to whether the seeds of a specific crop are:

- (a) normally wholly produced within the country;
- (b) normally wholly imported;
- (c) normally in part home produced and in part imported.

10. In the case of (a), *seeds normally produced within the country*, the basis of requirements is either:

- (i) the degree to which a shortage of this type of seed is already understood to exist in any country as a result of

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\*\*Cotton seed for Greece and flax for France and Belgium are exceptions.

- military destruction, exceptional reduction of sown area, use of seed for food, etc., or
- (ii) an estimate of the probable shortage from one or other of these causes at the time when liberation takes place.

The degree of shortage estimated under (i) is based on current reports and varies from nil to 50 per cent (in the case of Greece).

The shortage so far estimated under (ii) is an average of 10 per cent of total seed requirements, calculated as the area under the crop multiplied by the rate of seeding per hectare. It is recognized, however, that in countries where autumn sowing immediately succeeds harvest this may well be too high since there will be little time in which seed can be consumed or destroyed.

11. In the case of (b) seeds normally imported the full pre-war import is the basis of the estimate of requirements since imports of this kind imply that the seed, usually for climatic reasons, cannot be produced in the importing country. In the case of exceptional reductions of sown area of perennials more than pre-war imports may be required.

12. In the case of (c), seeds partly home produced and partly imported the need to import is generally the deterioration of home-grown seed and the need to replace with improved or disease-free strains if the level of food production is to be maintained. Where the quantities required for this purpose exceed the allowance for possible destruction the additional requirement should be provided in the estimate.

13. In the case of vegetables for which accurate statistics of sown acreage are not often obtainable, estimates of quantities should be based on sowings in Great Britain during the war, related to the population of the country under consideration.

14. It should be emphasized that quantitative estimates of seed requirements are not sufficient and that the most careful regard should be paid to climatic conditions and sowing seasons when sources and types are selected for relief supplies, especially to countries which are not normally importers. The value of re-opening European sources of supply has already been stressed. For most countries there is only a limited range of alternative sources and it is useless to plan the supply of seeds from sources where, owing to climatic and soil conditions, the type grown would be quite unsuitable. Considerations of shipping space will rank next to those of climate and variety as a reason for Europe's relying for seed mainly upon its own resources.

15. It will also be necessary to guard against the importation, especially from other continents, of plant diseases. It is assumed that supplying countries will send only seeds which have been tested and guaranteed as sound and healthy. If this proves impossible arrangements should be made for applying protective dressings on arrival.

16. In considering seed potato requirements it must be recognized that seed in use in the last few years may have deteriorated seriously and that import requirements may be in excess of those of normal years.

17. For more detailed recommendation on the bases of seed requirements for relief purposes, reference should be made to the Report on Seed Requirements of the Inter-Allied Committee on Post-War Requirements, dated 23 March 1943.

#### *Fertilizers*

18. The bases of requirements of fertilizers for relief purposes are:

- (a) the need to fulfill a program of optimum food production;
- (b) soil deterioration due to excessive cropping and deficient supplies of fertilizers during the war years.

Requirements of fertilizer stand in direct relation to the additional quantities of food which their application would make possible, with the resultant saving in shipping space next season, since a ton of fertilizer will, under suitable conditions, normally produce several times its own weight in additional food yields.

19. Quantitative estimates should be based on general principles applying to all countries concerned. The principle of maximum food production cannot, however, be applied without regard to pre-war use of fertilizers. In a short-term relief program it is necessary to follow the general line of pre-war practice and send fertilizers in larger quantities to those countries in which farmers understand their value and know how to use them. On the other hand it would be noted that consumption was increasing rapidly from 1935 onwards and that 1935/7 average figures may underestimate consumption in many countries before the war.

20. In Europe several times as much plant food normally reaches the soil from farmyard manure as from fertilizers. It might be desirable to make specific additional allocations to individual countries based on such factors as (a) destruction of livestock, (b) lack of concentrated feeding stuffs leading to a further fall in value of

farmyard manure, (c) increased arable cultivation and (d) accumulated fertilizer deficiency in the soil. The factors are, however, too complex and the data too incomplete separately to assess each country's claims on these grounds. In the event of more ample supplies of fertilizers becoming available they should, however, be taken into account.

21. It is recommended that the bases for estimating the requirements of fertilizer should be levels of consumption calculated as a percentage of average annual consumption 1935/37 of the three main fertilizer groups calculated in terms of chemical content:

	N		P <sub>2</sub> O <sub>5</sub>		K <sub>2</sub> O	
	1st	2nd	1st	2nd	1st	2nd
	6 months	6 months	6 months	6 months	6 months	6 months
Belgium .....	100	125	60	133	40	100
Czechoslovakia .....						
Denmark, France .....						
Netherlands .....						
Norway, Poland .....						
Greece .....	150	200	150	300	40	200
Yugoslavia .....	800	800	400	800	40	100

Of the two levels of consumption suggested, that for the first six months represents a minimum objective which should be increased as soon as circumstances permit. The low level of potash consumption in particular is put forward in view of the probable difficulties, not of supply, since it is a European product, but of inland transport early in the relief period. The amount shown for the second six months represents the recommended level of consumption to which supplies should as soon as possible be adjusted. The higher consumption levels for Greece and Yugoslavia are set in view of the very low pre-war consumption in these countries and the need to promote the maximum yield of food crops.

22. On this basis import requirements are the quantities either of raw materials or product which when added to home production (if any) will bring consumption up to the agreed levels in N, P<sub>2</sub>O<sub>5</sub> and K<sub>2</sub>O. It is agreed that for purposes of calculation no distinction other than that of chemical content should be made between different types of fertilizers in the same chemical group but that it should be recommended that the need for one type of fertilizer rather than another in the same group (for example basic slag and superphosphate) should as far as possible be met. It is also recommended that as far as factory capacity exists in each country im-

ports should, in order to save shipping, be made as far as possible in raw materials rather than product.

23. Reliable statistics of average annual production of fertilizers both from home produced and imported raw materials in European countries before the war are readily available. Information as to destruction of productive plant or of sources of raw materials in any of the countries concerned or estimates of probable destruction before liberation should be taken into account in applying the above bases.

24. It should also be borne in mind that the season in which fertilizers can profitably be applied to the soil is short and that deliveries should be made in sufficient time to allow for distribution and (in the case of raw materials) of manufacture. Phosphate and potash are mainly required in the autumn and nitrates in the spring.

25. In view of the paramount importance of food and especially cereal, and potato production in the first year of relief it is agreed that the most urgently needed relief supply will be of phosphatic fertilizers. Although requirements have only been put forward in terms of phosphates, nitrates and potash, requirements of other products such as manganese sulphate and borax should not however be ignored.

#### *Pesticides*

26. The bases for requirements of plant protecting materials are the need to keep up the yields of food crops by preventing losses from fungus and insect pests. Materials will be required for the dressing of standing crops and plants, for home-grown seed and for seed imported from sources whence a guarantee of healthy stock may not be obtainable.

27. The bases for requirements of plant protection material are:

- (a) area under the crop for which a given pesticide is required;
- (b) proportion of the crop normally dressed;
- (c) number of dressings during the year;
- (d) weight of dressing normally used.

As information under (b) is frequently in the form of a very speculative estimate, the result should be checked against the pre-war production and/or imports of the country concerned. Where factory capacity exists deliveries should be made in the form of raw materials rather than product. Consideration should also be given

to the availability of sprayers and other apparatus for the application of plant protection materials.

28. In the absence of information on abnormal needs the pre-war utilization of plant protection material should be provisionally adopted as a standard but in addition to requirements based on the needs of individual countries it is recommended that provision be made for a pool of lead or lime arsenate to be used in the case of an unexpected outbreak of Colorado beetle in any country.

#### *Sacks and Other Containers*

29. The bases for requirements of sacks and other packing materials for cereals, potatoes, fertilizers and other agricultural products including liquid milk and agricultural supplies are:

- (a) the quantity of agricultural products or supplies estimated to be available in the first year of relief and requiring transport other than local movements. This includes both home produced and imported products and supplies with the exception of materials which are imported in containers. In making this estimate account must be taken of the changes in the balance of production, including the increase in vegetable and decline in animal products;
- (b) the type and capacity of container normally in use or the quantity of raw materials, (for example raw jute or jute fabric) necessary for its manufacture;
- (c) absence of normal raw materials during the war and inferiority and excessive depreciation of many substitutes;
- (d) the rate of turn round and of loss of containers of each type.

30. An estimate of the total quantity of containers required for the movement of agricultural products and supplies will depend on these factors. The import requirements are the balance remaining after the deduction of the quantity which can be manufactured from home produced raw materials, including reasonably efficient substitutes. It is recognized that substitutes may also have to be used to fill relief requirements but preference should be given to materials capable of being used more than once.

#### **Recommendations of the Expert Panel on Agricultural Machinery Installations and Food Processing Plant**

31. The basis of all requirements of agricultural machinery, implements and tools; of accessories thereto such as fuel, lubricants

and binder twine; of machine tools and raw materials for the production of such agricultural machinery and implements; and of plant and installations for the processing of home grown food, is the efficient execution of a program of optimum food production and the transfer of such food to the consumer in its most convenient and wholesome form. The bases of requirements of plant and installations, machine tools and industrial raw materials should be considered in consultation with the standing technical Subcommittee on Industrial Rehabilitation.

### *Agricultural Machinery, Implements and Tools*

32. Import requirements of agricultural machinery, implements and tools should be estimated for each country on the bases set out below. Not all these factors are relevant to the position in all countries and the weight which must be attached to each factor in reaching a conclusion varies appreciably from country to country.

- (a) Assuming that the pre-war quantity of agricultural machinery was then adequate for European agriculture, requirements would be based in the first instance on the decline in numbers in each category, i.e. on an estimate of production, import and export of each type of agricultural machine before and since the war in each country.
- (b) Depreciation must, however, be taken into account and not only the normal but the excessive use of machines should be considered as also the lack of materials and facilities for repair.
- (c) But the shortage of available agricultural machinery is not the only factor to be considered and the changes, resulting from war conditions, in the structure of European agriculture must be taken into account, in particular the need for replacement of draught animals lost during the war.\* After taking into account the fact that in some countries there were certain reserves of animals,\*\* the aim should be to supply tractors to replace the losses of those draught animals which were fully employed.

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\*According to the estimates of the Inter-Allied Post-War Requirements Bureau these losses amounted to about 4.5 million head which means about 30 percent of the total draught animal population.

\*\*It is difficult to estimate these reserves but they undoubtedly represented a much lower percentage of the total than the losses which have taken place. It is generally assumed that one horse on an average mixed farm can be used to cultivate 20 acres of land. Farms below the minimum efficient size did not make full use of their horses; this figure varies however considerably from country to country with different types of work animals and conditions of farming.

The replacement of such losses as quickly as possible is essential so as to avoid a permanent decrease in agricultural production and undesirable changes in the agricultural structure.\*

- (i) Estimates of tractor requirements, both numbers and types should also take into account difficulties of utilisation due to lack of trained drivers, mechanics and engineers, fuel and the transport and storage of fuel; organization of repairs, etc. The suggested allocation of tractors for European countries made by the Inter-Allied Post-War Requirements Bureau in its Report of June 1943. (Appendix II of the Report on Agricultural Machinery) should be consulted.
- (ii) It is necessary to consider, with the import of tractors, the need to import all agricultural implements adapted to tractor cultivation since most machinery designed for draught animals is useless with tractors. At the same time, in selecting machinery for tractors, the possibility of its use with draught animals should be kept in mind.
- (d) Machinery used to replace manpower, e.g. harvesting machinery, potato diggers, should be sent primarily to those countries and those districts where agricultural labor is insufficient. In this case it would be necessary to take into consideration not only territories which suffered from lack of manpower even before the war, but the compulsory displacement of populations by the German administration.
- (e) Since it would probably be impossible to provide European countries with their full normal requirements of machinery in the form of imports, it will be necessary to keep existing machinery in operation as long and as fully as possible. As regards machinery imported from abroad and especially from overseas, the supply of spare parts when available in the producing countries, should be taken into consideration. Requirements should be based on expert advice as to the rate of use of spare parts. The question of local manufacture of agricultural machinery and spare and repair parts is treated in paragraph 10 below. Provision should also be made for efficient local repair, including welding.
- (f) As particular types of machinery are often used for short periods only and are not in continuous full-time use by individual farmers, the cooperative or other joint use of such machinery is strongly recommended especially in the case of tractors and other heavy machines.
- (g) The supplies of agricultural machinery should be related to a cropping program aiming at optimum food

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\*For the bases for the importation of draught animals see page 170.

production in the first year of relief.

- (h) Particular care should be given to providing liberated countries with machinery necessary for the cultivation of fallow land and land left derelict or abandoned in the course of military operations.
- (i) The importance of supplying agricultural machinery depends principally on seasonal work and therefore the priority for particular types of agricultural machines varies greatly according to the period of year when deliveries take place.

33. It is emphasized that though quantitative estimates of requirements must be made on the above bases, which (apart from the question of relative importance of factors referred to in paragraph 2) are common to all the countries concerned the actual types and combinations of machines and implements appropriate to each country can only be decided in consultation with the expert representatives of that country who are familiar with the marked local variations in soil, climate and terrain which exist in Europe. If this precaution is neglected much disappointment and waste, through the delivery of unsuitable machinery, is likely to result.

34. It is further pointed out that if Europe is liberated gradually and as a result of prolonged military action, the need for agricultural machinery in some, at least, of the countries liberated is likely to be greater than had been anticipated. It is strongly recommended that some emergency reserve consisting of machines and implements in common use in all countries should be created and held on a pool basis for the purpose of meeting such contingencies—otherwise there is a risk that needs unexpectedly revealed in the countries first liberated, may be met out of supplies allocated to countries still in enemy occupation, a process which might gravely dislocate the food production program in the latter group of countries as soon as liberation took place. Such a reserve should be given equal priority with national requirements.

#### *Fuel and Lubricants*

35. Import requirements of fuel and lubricants should be calculated on the basis of the fullest use being made both of existing machines and those to be imported as relief requirements. *Full use* is defined as the operation of tractors and stationary engines for the maximum annual number of hours consistent with the seasons appropriate to agricultural operations, weather conditions, running

repairs and hours of daylight, the consumption per tractor being an average for the types in use.\*

### *Binder Twine*

36. Import requirements of binder twine cannot be based on acreage under cereals in view of the use of reapers, mowers, and in some countries, scythes. It is therefore recommended that the basis should be the fullest use of all existing binders and of those to be imported in relief requirements. Full use is defined as the quantity used in reaping the maximum acreage of grain likely to be covered by one binder, taking into account the shortness of the harvesting season and the fact that binders are for this and other reasons less adapted to communal use than tractors.\* The use of twine for vineyards and for horticultural purposes should be considered in some countries.

### *Food Processing Plant*

37. Import requirements are based on the need to maintain, in good running order, such capacity for the processing of home grown and imported foodstuffs as will ensure that these foodstuffs reach the consumer without loss or waste in a form convenient for storage and transport under difficult conditions and retaining their highest nutrient qualities. The types of plant coming within the scope of the agricultural subcommittee are:

- (a) Flour and grist mills.
- (b) Dairies, creameries, cheese factories, pasteurizing plants, condenseries, including tank cars and other means of collecting milk.
- (c) Slaughterhouses, fat and bacon factories.
- (d) Sugar factories.
- (e) Canning factories, and mobile canneries; other systems

\*The following average annual consumption figures are based on British war-time experience of the use of tractors for maximum food production:

<i>Metric Tons</i>	<i>Paraffin</i>	<i>Petrol</i>	<i>Lub. Oil</i>
Tractors old .....	4.2	.4	.3
Tractors new .....	5.4	.4	.3
Stationary engines .....	.2	.75	.02

Requirements of lubricants for other agricultural machines were agreed as 2.2 liters machine oil and 19 kg. grease for each machine. Requirements of heavy oil or petrol for tractors running on these fuels would be on a comparable basis to the figure for paraffin. It is assumed that the average number of hours running in the year would be 1,000.

\*A figure of 80 kg. per binder has been derived from a comparison of the binder twine imports with the number of binders in several European countries checked by evidence as to normal British consumption of twine per binder.

of food preservation including dehydration and the necessary materials such as tinfoil.

- (f) Oil processing plant.
- (g) Warehouses and cold stores including refrigerated transport.

It is assumed that in general pre-war capacity was sufficient to handle the anticipated volume of produce. In the early stages emphasis should therefore be on restoration rather than on new plant. Regard should also be paid to the relative vulnerability of different types of plant to the seasonal priority of agricultural industries and the possibilities of local repair.

38. The factors used in making quantitative estimates of import requirements for the rehabilitation of food processing plant are:

- (a) Number and capacity of pre-war plant.
- (b) Normal source of equipment (home manufactured or imports).
- (c) Estimates of present capacity taking into account (a) depreciation and non-replacement, (b) destruction during the war.
- (d) Volume of produce which, on the basis of estimated home production and imports in the first year of relief, it is understood will have to pass through processing plants.
- (e) Rate of consumption of liquid milk and other fresh and preserved produce by the urban population.

39. As in many countries repair or partial renewal of existing machinery will be more important than the introduction of completely new installations, it is emphasized that the most careful consideration must be given to the preparation of exact specifications for proposed deliveries to such countries. In others new equipment will be of great urgency.

#### *Agricultural Machinery and Implement Factories*

40. As the continued supply of agricultural machinery and implements of most types depended in the past in most countries on local manufacture, the supply, where necessary, of machine tools and other capital equipment as well as of raw materials will be a substantial contribution to a program of food production and will also contribute to the saving of shipping space which would otherwise be occupied by bulky machinery. Precise bases can probably only be established after expert investigation of factories in European pre-war investigation which should be carried out at the earl-

iest possible opportunity after liberation. It may be assumed, however, that pre-war capacity will not be in excess of post-war needs, which will be increased by the reduction in animal draught power. It is doubtful therefore whether restoration of existing plant will meet the full needs of the situation. Estimates should be based upon:

- (a) The need of agricultural machinery and implements to carry out the food production program.
- (b) Pre-war factory capacity.
- (c) Reduction in capacity due to:
  - (i) diversion to war production;
  - (ii) requisitioning of machine tools;
  - (iii) depreciation and non-replacement;
  - (iv) military destruction;
- (d) Availability of labor.
- (e) Special needs arising from loss of draught animals, failure of normal sources of supply of machinery, etc.

#### *Food Transport Equipment*

41. The transfer of home grown food, especially perishable food, including milk from producing centers to centers of consumption is a vital link in any program of relief supply. It is primarily a matter for the Industrial Rehabilitation Division to assess the rolling stock including refrigerated wagons and the road and inland water transport necessary for this purpose. The bases will however be the volume and area of production of the commodities to be moved which should be furnished by the Agricultural Division.

#### **Recommendations of the Expert Panel on Livestock**

42. Recommendations on requirements for the maintenance of livestock must be based primarily upon the needs of food production in the immediate postwar period including the need to maintain work animals for maximum crop production, and for manure. Taking into account, however, the rapidity with which livestock herds can be reduced below the danger point and the slowness of recovery, especially of the essential dairy and draught cattle and horses, it is also necessary to consider whether the policy recommended will, when the immediate pressure on food supplies is relieved, leave Europe with basic herds of a size and quality to allow of effective and not too long delayed recovery.

43. Lack of feeding stuffs both home-grown and imported, and requisitioning both for draught purposes and meat have been the principal causes in the decline of livestock in occupied countries.

In most areas the decline in livestock produce, especially milk has been greater than that of livestock numbers. Recovery may be by a simple increase in numbers, or by increase in yields. It is desirable that both these lines of advance should be pursued simultaneously if restoration is not to be unduly prolonged and in particular if current food production is to be raised as rapidly as possible. At the same time it is recognized that an attempt to modify, even to apparent advantage, the pre-war system of animal husbandry would be unsuited to a short-term relief program since the pre-war system resulted from a number of factors such as soil, climate, system of tenure and agricultural trade and policy of the country concerned.

44. The requirements for maintenance and gradual increase of livestock and livestock products are feeding stuffs, essential breeding stock, (intended primarily for the improvement of quality and increase of yields), a minimum of utility stock for food and draught purposes, and veterinary supplies needed for the preservation of animal health. The bases of requirements for these items are considered below. In all cases where the number of existing livestock or the current domestic supplies of feeding stuffs enter into the calculation, these refer to the estimated position at the end of 1943. They do not include forecasts of military destruction, or scorched earth, which may occur before the end of hostilities.

#### *Feeding Stuffs*

45. The serious deficiency in feeding stuffs in occupied countries is due to (a) ploughing up of pasture (b) change-over from fodder crops to food crops (c) use of what are normally fodder crops for human food (d) higher extraction flour (e) virtual cessation of imports of cereals, oilseeds and oilcake (f) depletion of soil fertility due to lack of fertilizers (g) decrease in cultivated land due to war conditions. Some at least of these adverse factors will be modified with the opening of relief activities and it is particularly to be hoped that relief shipments of edible oils will be made in the form of oilseeds and of breadstuffs in the form of grain in order that the by-products may be available for conversion into milk and to a lesser degree meat.

46. The bases for estimating quantitative requirements should be as follows:

- (a) The supply of coarse foddors should be ignored since it is assumed that the decline in livestock has been at least

as great as the decline in home production of coarse fodder.

- (b) Consumption of concentrates (oilcakes, cereals and offals) should as far as possible be brought to the same percentage of pre-war consumption in all countries.
- (c) Until full pre-war consumption can be attained, no country should import more than would bring consumption of oilcake up to a maximum of 500 kgs. per cow per annum.
- (d) The ratio of imports of offals to imports of cereals should not exceed the ratio of consumption of offals to cereals before the war.
- (e) Quantitative estimates should be made in tonnage of oilcake, cereals and offals, not in protein or starch content. In allocating supplies, however, careful attention should be given to the food value of different types of oilcakes, cereals and offals and their suitability to conditions in the receiving country.
- (f) Offals from grain imported for bread should be regarded as forming part of the import requirements of offals, the milling rate being taken as 85 percent.
- (g) Oilcake from oilseeds imported for the extraction of edible oils should be regarded as forming part of the import requirements of oilcakes and should be calculated at the percentage appropriate to each variety of oil seed.
- (h) In order that countries which have lost most heavily in cattle and horses should have an opportunity of improving the yield of their remaining stock, reductions in imports of feeding stuffs for these species should not be made below 75 percent of the pre-war level.
- (i) Subject to the foregoing assumptions, (a)—(g), *the requirements for the first six months of oilcake and offals for each country are the quantities, which, when added to home production, will bring consumption up to 75 percent of the pre-war level.* Oilcake requirements should be delivered as far as possible evenly throughout the year; offal requirements are mainly needed in winter.
- (j) The consumption recommended for cereal feeding stuffs in the first year of relief is based on the estimated pre-war annual consumption of cereals by (a) cattle and horses (b) pigs and (c) poultry. The recommended level of consumption in the first year of relief is the estimated pre-war consumption of each species reduced in the same proportion as the reduction in the numbers of the species which is understood to have taken place by 1943 or any later date for which infor-

mation may be available.\* *The requirements of cereal feeding stuffs are the quantities which, when added to home production, would bring consumption up to the recommended level.* Cereal feeding stuffs requirements are needed in larger quantities in the winter than in the summer.

47. It has been urged that the same principle should be applied to cereals as to oilcake and offals and that allocation be fixed for each country on the basis of the *average* decline of each species, rather than on the decline in the particular country concerned, in order that countries which have suffered losses greater than the average might have an opportunity to rebuild. It is emphasized, however, that large imports of cereals, in which human beings compete with livestock for supplies, cannot be expected in the earlier stages of relief, and that provision cannot be made for immediate recovery of pigs and poultry. The highest importance is attached to imports of oilcake for the production of milk, and it is recommended that the meat situation be reviewed in consultation with the *Ad Hoc* Food Committee and consideration be given to the stage at which some provision for the increase of meat-producing animals can be recommended.

#### *Live Animals*

48. The bases for estimating requirements of live animals must of necessity be related more closely to supply and shipping conditions than to need since the losses of draught and milch animals (the most essential types and those which take the longest to replace by a process of natural increase) are so large that no attempt to make good anything near the total loss would be possible.

49. The bases recommended for a minimum importation during the first year of relief of live animals into Allied countries from all sources (including enemy countries) are as follows:

- (a) *Breeding Stock.* Such numbers as can be efficiently handled and used to the best advantage in rebuilding livestock herds (especially of dairy cattle) on lines aiming immediately at improved quality and quantity of food products rather than rapid increase of numbers and taking full advantage of the method of artificial insemination.
- (b) *Utility Stock,* especially dairy cattle, required for the

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\*According to the estimates of livestock population in 1943 the fall in numbers as compared with the pre-war populations were cattle 16 percent, horses 29 percent, pigs 38 percent, poultry 48 percent.

supply of milk to children and the sick, and draught animals for crop production. Assuming, as is believed to be reasonable, that approximately 10 percent of the estimated losses of dairy and draught cattle might be replaced during the first year, 80 percent of these replacements should be allocated for the provision of minimum milk supplies (calculated at a flat rate of .25 pint per head per day) in towns of over 50,000 inhabitants in each country and 20 percent to meet the needs of Eastern European countries for draught animals, replacements for this purpose to be equal to 2 percent of total pre-war draught animals of each country concerned.

50. It is of the highest importance that breeding and utility animals should be both of the right breeds, that is those known in and appropriate to the region for which they are destined, and accustomed to conditions of climate and farm management as near as possible to those to which they will be transferred. It is for this reason, as much as for convenience in transport, that the enemy countries are proposed as a source of supply. It should be noted that in enemy countries, with one or two exceptions, livestock population has remained high or increased during the war, introducing a disparity with Allied countries which can hardly be allowed to continue, and that this increase has been made possible by, among other factors, imports of feeding stuffs from Allied countries which will cease with the end of occupation. It is recommended that in the case of valuable breeding stock removed by the enemy, steps should be taken to secure the return of individual animals.

#### *Veterinary Supplies*

51. The bases for the estimates of veterinary requirements are (a) the number of animals to be treated and (b) the number of veterinary surgeons capable of applying the treatment. For convenience in calculation and subsequently in supply and distribution it is recommended that these bases be applied to estimating the number of minimum units of (a) drugs and (b) instruments and dressings required by each country. Biological products, sera and vaccines will also be required, especially in the case of epizootics, for which there may also be a need for field laboratories. It is, however, impossible to state requirements in advance owing to the impossibility of forecasting the character of the emergency, the number of animals which will require treatment and owing also to the highly perishable nature of the products.

### *Drug Units*

52. It is recommended that these be of 4 kinds adapted to the treatment of horses, cattle, sheep and pigs respectively and consisting of quantities sufficient for the minimum needs for 100,000 animals for 6 months. The allocation to each country should be based on the livestock population as estimated in 1943.

53. *Units of Instruments and Dressings* should, it is recommended, be of three kinds:

- A. A very restricted list of perishable materials in the proportion of 1 unit to each veterinary surgeon.
- B. An extended list, including some of the more costly instruments, in the proportion of 1 unit for every 100 veterinary surgeons the whole unit intended for retention at a central veterinary institution.
- C. A list covering the minimum complete equipment for an individual veterinary surgeon in the proportion of 1 unit for every 100 veterinary surgeons.

Lists A and B should be multiplied in accordance with the number of veterinary surgeons in each country and put forward as that country's requirements. List C should be multiplied by 1 percent of the total number of veterinary surgeons in all Allied countries and held as a pool for allocation to any country in which exceptional damage has left veterinary surgeons without the means of carrying on their profession. It should, however, be noted that the rate of provision for lists B and C, while appropriate to countries where the veterinary services are adequate and have been comparatively undisturbed should be increased for countries where veterinary surgeons are few and communications difficult or where extensive destruction has taken place.

Consideration should be given to the Reports on Veterinary Supplies and Veterinary Administration prepared by the Veterinary Subcommittee of the Inter-Allied Post-War Requirements Committee.

### **Recommendations of the Expert Panel on Fisheries**

54. The basis for requirements for the rehabilitation of fisheries is the need to enable the fishing fleets of the Allied countries in Europe to resume as soon as possible the catching of fish and so make available to their people, and in some cases to the people of other European countries, a source of abundant and valuable protein food and edible oil at a time when proteins and oils in alterna-

tive forms are likely to be in very restricted supply. In order to make this possible it is necessary to secure the refitting of the maximum number of vessels possible in the first year of relief.

Quantitative estimates, both of capital equipment and continuing needs, including nets, twine, lines, ropes, sailcloth and their raw materials, engines, instruments, electrical equipment fishing gear, preservatives, paint, tar, varnish, coal, petroleum products and other consumable stores, must be based on the number, size and class of vessels assumed to be available to the country concerned and fishing for European supply during the first year of civilian relief and on each number of new vessels as it may be possible to build or obtain either in or for the country concerned during the same period. Specification of equipment should be according to customary national fishing methods. It is assumed that though vessels now fishing from continental ports will have been kept seaworthy and will have a minimum of fishing gear, this gear will be in urgent need of renewal. Vessels which have been dismantled or used for naval service by the enemy will require complete re-equipment.

55. Estimates of the number of new vessels which should be supplied, if they can be made available, and of materials for the construction of new vessels should be based on the difference between the pre-war fishing fleet of the country concerned and the number and type of vessels believed to survive, taking into account that surplus capacity existed in the fishing fleets of some countries.

Estimates of the quantities of materials such as salt, ice and containers needed for handling fish, will be based on the utilization of estimated quantities of fish landed or imported during the first year of civilian relief. Tinplate and other materials for factory processing will be based on the utilized plant capacity.

56. A common basis for materials for the rehabilitation of fisheries which are also required for the rehabilitation of coastwise and inland transport vessels should be agreed with the standing technical Subcommittee on Industrial Rehabilitation.

#### B. PRIORITIES OF AGRICULTURAL REQUIREMENTS (TAG/E(44)50(a))

1. The standing technical Subcommittee on Agriculture has been asked to make recommendations as to the priorities to be attached to the delivery of different types of agricultural requirements in the first year of relief. This subject has been discussed in meetings of the Expert Panels on Crops, Livestock and Agricultural Machinery and the following statement embodying their recommenda-

tions has been agreed by the standing technical Subcommittee on Agriculture at its meeting on 12 July, 1944.

2. It may be remembered that the question of priorities was discussed provisionally in the Inter-Allied Agricultural Supplies Subcommittee and that the following list was drawn up:

- (a) Seeds
- (b) Veterinary medicine and sera
- (c) Insecticides and fungicides
- (d) Fuel and lubricants for existing farm machinery
- (e) Farm implements (if their absence would make cultivation or harvesting impossible)
- (f) Feeding stuffs
- (g) Fertilizers
- (h) Containers and processing apparatus  
(if their absence is seriously impeding food distribution).
- (i) Livestock.

It was agreed that dairy cattle and draught animals should have a higher priority if ocean transport were not required.

3. The order of priorities suggested in the Inter-Allied Committee was based in a general way on the need for optimum food production in Allied countries in the first year of relief. It did not take into account any of the following factors:

- (a) Seasonal priorities in general
- (b) Difference in seasonal priorities as between southern and northern Europe. (It may be recalled that the Greek harvest begins in May, the Norwegian in September.)
- (c) The timetable of seasonal priorities which would result from assuming the beginning of relief at a definite date
- (d) National priorities depending on circumstances other than seasonal (e.g. exceptional losses of draught power, available local supplies of fertilizer, etc.)

4. It is suggested that some attempt to cover points (a), (b), (c) might be made by the construction of a table based on the list given in paragraph 2, by subdividing such items as seeds into spring and autumn sown, and machinery into cultivating and harvesting types; by assuming that the war ends in November and by adding indications of delivery dates for southern and northern Europe.

### DRAFT TABLE OF PRIORITIES

	<i>Southern Europe</i>	<i>Northern (a) Europe</i>
1. Spring seeds .....	1 January	1 February
2. Veterinary supplies .....	Whenever possible	
3. Insecticides and fungicides (other than winter wastes and fungicides for autumn sown seeds) .....	1 March	1 March
4. Fuel and lubricants .....	1 December	1 January
5. Cultivating machinery (b) (including draught power) ..	1 December	1 January
6. Feeding stuffs (c) .....	Whenever possible	
7. Fertilizers (product) .....	1 January	1 February
8. Fertilizers (raw materials) ..	1 December	1 December
9. Farm dairy equipment (d) .....	as soon as possible	
10. Hay making machinery .....	1 April	1 May
11. Harvesting machinery (also binder twine) .....	1 May	1 June
12. Sacks for cereals .....	1 May	1 July
Sacks for potatoes .....	1 May	1 July
13. Autumn sown seeds .....	1 September	1 August
14. Fungicides for autumn sown seeds .....	1 September	1 August
15. Live animals for breeding .....	as soon as circumstances permit	
16. Live animals for draught and milk .....	These items are not strictly seasonal but should be delivered continuously	

(a) Seed for sowing under glass 1 January.

(b) The priority of agricultural hand tools would probably be as high as that of cultivating machinery, but inclusion in this list has been postponed until clearer indications of the demand for hand tools have been obtained.

(c) Feeding stuffs cover both those included in whole grain and oilseeds for human consumption and any feeding stuffs as such which it may be necessary to import to fill the gap in time before crushing and milling can be carried out.

(d) Priorities of food processing equipment in general will be dealt with in a future memorandum.

5. It is felt, however, that in addition to such a general timetable, each country should prepare a national timetable showing not only the month in which each item should be delivered but the relative importance attached to commodities entered for delivery on the same date. This might be indicated by a percentual division of the tonnage of agricultural requirements for each month's deliveries. The proportion of the total tonnage of relief supplies devoted to agricultural requirements in each month would have to be decided after considering the relative priority of other items in the national relief program. It is also unlikely that deliveries of agricultural supplies would be of the same total weight month by month. These questions can, however, be deferred till quantitative

PERCENTAGE DIVISION (BY WEIGHT) OF MONTHLY DELIVERIES OF  
AGRICULTURAL REQUIREMENTS

NAME OF COUNTRY.....	PERIOD BEGINNING .....	Months	Seeds %	Veterinary Supplies %	Pesticides	Fuel and Lubricants %	(i) Machinery %	Binder Twine %	Feeding Stuffs %	(ii) Fertilizers %	(iii) Food Processing Equipment %	Containers %	(iv) Livestock %
		1.											
		2.											
		3.											
		4.											
		5.											
		6.											

( i ) To be divided into (a) cultivating, (b) hay-making, (c) harvesting.  
(ii) To be divided into (a) raw material, (b) product.  
(iii) To be divided into (a) farm, (b) factory.  
(iv) To be divided into (a) breeding, (b) milk, (c) draught.

requirements are available. It is possible, however, to provide at once for the preparation of separate tables of agricultural requirements only, for every country, depending on the month in which deliveries begin. This would provide the Administration of UNRRA with the practical plan which could be used to draw up a shipping program which would cover supplies for the first six months. During this period it would be possible to establish a new detailed plan worked out for the second six months, according to the needs of every country after liberation. This method of establishing priorities gives every country the opportunity to take into consideration the commodities most urgently required in the right proportion for each month, as it is improbable that all the shipping space available for one month and for one country would be used for one commodity only. Usually the monthly supplies would consist of several different commodities.

Blank forms on the lines indicated are attached. It should be understood that the total for each month will add up *horizontally* to 100, but that no vertical addition is possible as the figure shown for each month may be a percentage of a different total.

6. In considering priorities both general and national it may be helpful to consider agricultural requirements as falling into three classes:

- (a) Those needed to maintain and operate what may be looked on as the existing capital equipment of agriculture (veterinary supplies for existing animals; fuel, lubricants and binder twine for existing machinery; seeds for land under cultivation; pesticides; processing and transport equipment for foodstuffs actually being produced).
- (b) Those needed to increase food production for the benefit of the urban population (fertilizers, machinery to bring more land under cultivation, feeding stuffs to increase yields, especially of milk).
- (c) Those needed for the rehabilitation of the agricultural industry.

#### C. AGRICULTURAL SUBSTITUTES AND ALTERNATIVES (TAG/E(44)52)

At a meeting of the Committee of the Council for Europe, held on 1 June 1944, the Committee agreed to ask the Subcommittees to prepare recommendations as to substitutes and alternatives which could be regarded as interchangeable and as to the policy to be adopted in regard to priorities, after the completion of their Re-

ports on Bases of Requirements, in so far as these points had not already been covered by those Reports.

The question of priorities is dealt with in another paper. The question of substitutes and alternatives is referred to in some measure in the paper on Bases (TAG/E(44)30) and also came up for consideration in the course of discussions in the Inter-Allied Agricultural Committee. The following summary of the conclusions so far reached may be a useful basis for further discussions:

#### 1. *Seeds*

There are, here, no substitutes and the only alternatives are alternative sources. This question was dealt with at some length in the Report of the Inter-Allied Seeds Subcommittee where the best source was indicated first, with possible alternatives. (See paragraph 14 of the Bases of Agricultural Requirements TAG/E(44)30.) There may be limited possibilities of sowing land with spring crops, where, owing to military operations, there has been failure to sow in the autumn, but such a possibility should not be exaggerated.

#### 2. *Fertilizers*

A certain amount of substitution within the same chemical group is possible (e.g., basic slag for super phosphates) but regional preferences have, as a rule, a scientific basis and should, as far as possible, be met.

The supply of raw materials is, in a sense, an alternative to the supply of the product but time, shipping-space and productive capacity really decide which is the most desirable.

#### 3. *Pesticides*

Some materials (e.g., derris) are practically unobtainable and more or less efficient substitutes exist. Detailed work on this subject is proceeding with the help of experts.

#### 4. *Sacks and Containers*

The alternatives in order of priority are (a) jute or cotton sacks, (b) paper sacks, (c) bulk transport. In the interests of food preservation it is urged that jute or cotton sacks should be provided as far as possible. The use of paper for jute or cotton sacks is, however, fairly satisfactory for some types of contents, and as paper for this purpose is obtainable in some European countries it may have to be used. Further investigations are being made as to the limits of its efficient use and the bare minimum of fibre sacks which will have to be imported if agricultural produce is to be moved. In some countries raw material or fabric may be preferred to made-up sacks.

#### 5. *Agricultural Machinery*

There is a certain variety in types of machine used for the same purpose. In general it is agreed that the type most suitable and familiar in each region should be supplied, and that the need for horse-drawn implements should especially be borne in mind. Investigation is proceeding as to whether, if the most suitable type is not available, something less suitable (e.g., light, wheeled tractors for heavy crawlers) should be supplied or whether it would be useless. The answer can only be based on a study of individual implements and regions.

#### 6. *Fuel and Lubricants*

Agricultural machinery, and in particular, tractors, may run on paraffin, petrol, heavy oil or producer-gas. It is not proposed to supply any new machinery using producer-gas. It is recommended that, as far as possible, requests for diesel-driven tractors should be met. Paraffin or petrol-driven tractors can fairly easily be adapted from one to the other fuel, if the necessity arises. In the absence of special requests, paraffin has been recommended.

#### 7. *Binder Twine*

It is assumed that wherever possible fiber (sisal) twine should be supplied. It is known that paper and metal twine are being produced and extensively used in Europe. Neither appears to be highly efficient. The metal in particular is unsatisfactory. It may be necessary, at least for countries in which paper twine is produced and which have the necessary raw materials, to continue its use, but there are many countries in which it will not be available.

#### 8. *Food Processing Plant*

The question of substitutes or alternatives has not yet been considered. It is now before the Expert Panel on Food Processing.

#### 9. *Agricultural Machinery and Fertilizer Factory Equipment*

Here again, no alternatives have been considered, but as industries ancillary to food production, it is proposed to refer consideration to the Food Processing Panel to which appropriate technical experts can be invited.

#### 10. *Food Transport Equipment*

Obvious alternatives seem to be between road, water and rail transport; and between bulk transport (e.g., in milk tank cars) and transport in small containers. Consideration should also be given to alternative forms of storage, including cold storage.

### 11. *Feeding Stuffs*

The alternative to supplies of feeding stuffs is supplies of human food. Oilcake and offals are equivalent to milk, cereals to milk, meat and eggs. (On an average four pounds of oilcake, in addition to a maintenance ration, is equivalent to 10 pounds of milk.)

There is, further, a certain range in the choice of feeding stuffs to be supplied, although regional preferences should receive due weight.

- (a) The type of oilcake will depend on the type of oilseed most readily available and imported for the purpose of oil extraction for human food. Where possible a variety of types should be supplied.
- (b) The type of cereal may also vary with the world-supply situation and transport possibilities.
- (c) Offals will depend on the constituents of the loaf in each country.
- (d) To some extent, cereals may be substituted for offals and vice versa.

The suitability of the various alternatives will depend on their combination with one another and on the type of coarse fodder obtainable in each region.

### 12. *Live Animals*

In the Report of the Inter-Allied Livestock Committee indications were given as to the most suitable breeds and sources, with in some cases a second choice of either breed, source or both. Beyond this little choice is possible unless a long-term view is taken and the milk-draught animal is exchanged for a policy of milk production plus mechanization. In the case of draught animals, there are regions in which horses or mules may be looked upon as alternatives to tractors.

### 13. *Veterinary Supplies*

Some drugs are in short supply and alternatives are available. As far as possible, those which are difficult to obtain have been eliminated from the lists put forward by the Inter-Allied Veterinary Subcommittee, but experts are being consulted as to whether any further indication on substitutes can be made.

## VI. REQUIREMENTS FOR INDUSTRIAL REHABILITATION

### SUBCOMMITTEE ON INDUSTRIAL REHABILITATION STATEMENT

(TIR/E (44) 20)

1. An agreement on the bases of requirements was the first task of the standing technical Subcommittee on Industrial Rehabilita-

tion, which was appointed on 18 May 1944, and has held four meetings on the subject pursuant to a resolution of the Committee of the Council for Europe of the 28 March 1944. The resolution directed the standing technical Subcommittee to "examine the bases adopted by the Inter-Allied Committee and recommend to the Committee of the Council for Europe how far these bases need modification before eventual submission to the Council, in the light of:

- (a) the resolutions adopted by the Council at Atlantic City;
- (b) the estimates of requirements employed by the Military Authorities for the first six months;
- (c) other information available since the bases were originally agreed."

2. The resolution also stated "that the Committee of the Council for Europe should address themselves to the task of approving bases of requirements for the twelve months succeeding the six months military period." Industrial Rehabilitation is, however, a continuous process and it is difficult to split the problem of supplies required into two different periods. The Subcommittee has, therefore, approached the problem from a somewhat wider point of view by recommending the standards of minimum requirements that should be introduced as soon as possible after the Allied territories have been liberated. In planning the introduction of these requirements, the problem of industrial rehabilitation should normally be treated as one large problem of the combined liberated territories rather than as a number of separate problems, each pertaining to the particular country concerned. Certain exceptions to this may be desirable if decentralization appears to offer advantages, but the interests of the family of United Nations should always over-ride the national interests.

3. Sir William Goode, British Director of Relief, stated in his Report of 1 January 1920: "Of one thing I am absolutely convinced, and that is that to continue to provide food without at the same time providing raw materials on which to re-establish industry, is merely to aggravate the problem of Europe."

In the light of this experience after the last war, the Subcommittee wishes to record its profound conviction of the crucial importance of industrial rehabilitation in the UNRRA program. This is apparent not only from experience in the last war but also in territories liberated during this war. It is clear that unless and until the liberated countries can be helped to stand on their own feet from the point of view of industrial rehabilitation, relief in the

form of final consumer goods will confer no lasting benefit, while the need for it will continue longer. The choice made between the alternatives of consumer goods and imports of say, machinery, materials or equipment will settle the rate at which acute shortages can be overcome.

4. The Subcommittee has noted the views of the Director General in paper CCE(44) 18, that bases of requirements should be limited strictly to the scope of relief and rehabilitation as defined in Resolution No. 12, and that they should take account as far as possible of the general and well-known fact that nearly all supplies will be short in relation to total needs.

5. The Subcommittee has also noted the necessity for speed in the preparation of bases, realizing that, as the Director General points out in paper CCE(44)19, the completion of their task will speed up the procurement of supplies not only by UNRRA, but by the countries seeking allocations from the Combined Boards.

6. The Subcommittee strongly endorses the Council's view that every effort should be made to secure "the maximum production and interchange of any surplus supplies which can be made available within each region, by promoting appropriate national and international action on the part of member governments."

7. In its task of framing bases of requirements, the Subcommittee has been deeply impressed with the complexity of the problems of industrial rehabilitation which are so varied from industry to industry and from country to country, and so different from the problems in other departments of relief and rehabilitation that the methods adopted elsewhere of arriving at bases of requirements are inapplicable in this field. There is no objective criterion, for instance, analagous to the bases used for food. Moreover, the margin of possible variation in the demand for materials and equipment is, on account of potential industrial devastation, much greater than in any other field.

8. The above considerations have greatly influenced the Subcommittee in favor of a broad general approach to the problem of bases as against detailed bases for each commodity. In its review of the valuable work done on this subject by the Inter-Allied Committee, the Subcommittee came to the conclusion that a great deal of this work could and should be utilized by the Administration in its present task. Nevertheless the changed conditions since this work was done, and the differences between the task of UNRRA and that of the Inter-Allied Committee preclude the adoption of

the detailed bases of requirements worked out by the Inter-Allied Committee and call for a more general approach. The Subcommittee further understands that subsequent to the adoption of a broad general statement, close contact at all stages would be maintained by the Administration with the Allied Governments under the new arrangement sanctioned by the Washington Headquarters, in accordance with which the Administration is to make the initial calculations of requirements in London or Washington\* in consultation with the Allied representatives whose advice and assistance is to be sought wherever possible.

9. The bases of requirements appropriate for industrial rehabilitation depend in the first instance on the scope of UNRRA in this field. When the Administration was asked by the Subcommittee to state its own view on this question a reply was received, a part of which is stated below:

### *INTERPRETATION OF UNRRA'S RESPONSIBILITIES*

#### *A. Industries Affected*

The industries which are the responsibility of UNRRA fall into two broad classes:

1. Those producing goods of a kind needed for relief—i.e. food, fuel, clothing, medical supplies, shelter, and other basic necessities, medical and other essential services. These may include industries ancillary thereto, e.g. necessary raw materials production, etc.
2. Those concerned with the provision of public services—i.e. water, sanitation, electricity, gas, transportation, communication. These may include industries ancillary thereto, e.g. necessary raw materials production, etc.

#### *B. Extent of UNRRA's Responsibility*

UNRRA's responsibility in respect of both groups included in paragraph A is limited to repair and restoration to meet immediate basic needs, and does not involve new construction or reconstruction work. Those responsibilities will be further affected by the season during which civilian responsibility will be assumed, the extent of repair accomplished during the period of military responsibility, the availability of supplies and the extent of UNRRA's financial resources.

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\*N.B. "or Washington" inserted in text by the Committee for Europe at their seventh meeting.

10. The Subcommittee believes that the following supplementary principles should also be recognized by the Administration if they are not implied in the above:

- (a) Each country should be encouraged to improvise to the greatest extent possible with indigenous materials so as to reduce its demand for relief imports.
- (b) For any given activity all the needed factors of production such as fuels and raw materials should be provided in balanced proportions.

11. The limitation of the scope of industrial rehabilitation in paragraph 9 will, in the opinion of the Subcommittee, raise many difficulties in practice, unless the liberated territories maintain such administrative controls as will assure the most effective utilization of UNRRA supplies.

12. Following the recommendation of the Council, in Atlantic City Resolution 12, the Subcommittee wishes to emphasize strongly the desirability of accumulating stocks and supplies in appropriate places in the form of a pool not earmarked for any particular area but to be used in European territories according to the needs ascertained at the time of liberation.

13. As the rehabilitation of industry by UNRRA should, where possible, be planned to form part of such long-term plans as may be in course of preparation by the Governments of liberated territories, only for reasons of extreme urgency, lack of funds and materials, or the absence of a long-term plan on the part of the territory's government, should machinery be installed which will obviously have to be scrapped and removed at the end of the relief period. Requirements which are to be obtained in advance of liberation, therefore, should be limited, in default of sufficiently detailed information, to those for which satisfactory utility can be assured without detailed engineering surveys on the spot. Provision should be made at the earliest possible time after liberation for the determination and subsequent procurement of requirements which cannot be adequately programmed in advance but for which needs are as urgent as those subject to earlier recognition.

14. Obviously it is very difficult to make any estimation of bases for Industrial Rehabilitation without taking into consideration the degree of devastation in the country concerned due to military action. The following guiding principles should, however, be considered:

- (a) Countries whose industries have suffered most severely from enemy occupation, and war damage, the peoples of

which have taken an active part in fighting and resisting the enemy should be given high priority in industrial rehabilitation and more considerable relief.

- (b) Industrial rehabilitation should be provided in the first place for the liberated territories of the United Nations countries.\*

15. The list shown below of economic activities eligible for UNRRA assistance indicates in accordance with the Director General's request, reported in paper CCE (44) 18, the types of activities to which special consideration should be given. The Subcommittee has thought it desirable to submit these rough indications of priorities rather than to enter into a long discussion of this difficult question, the detailed answers to which depend in practice entirely on the degree of devastation, the special needs of particular countries, and the economic facts of the situation when liberation takes place. In view of this, the assignment of detailed procurement and shipping priorities should be made after direct consultation between the Administration and the receiving Government concerned.

16. First priority should be given to the following activities which are all of equally high importance:

*Inland Transport and Communications.* The essential replacements, maintenance and organization of communications and all inland transportation media including railway, highway, water, and terminal warehousing, and storage facilities, the equipment to include both fixed and mobile stock. The needed level of inland transportation is to be provided in each country through the media which can be most economically supplied.

*Public Utilities.* Public utilities including water and sewage, gas, electricity and communications, and other essential services needed for the production, transportation and distribution of relief supplies and services.

*Services Essential for General Industrial Maintenance and Repair.* This category includes the facilities needed for general maintenance and repair operations for essential transportation, utility, industrial and relief activity, fuel industries, automotive repair and maintenance, foundries and forges, machine and woodworking

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\*The view of the United States member is that the subject matter of paragraph 14 does not fall within the jurisdiction of the standing technical Subcommittee on Industrial Rehabilitation and particularly that it does not concern bases of requirements. For this reason he did not participate in the discussion of the re-wording of the statement submitted by the member of the Union of Soviet Socialist Republics. With the exception of this reservation on paragraph 14 he agrees with the principles expressed in the document.

shops, electrical repair and maintenance establishments, and any other related industries, deemed necessary in any of the countries.\*

17. \*\*Consumer goods and producers and capital goods industries are of the second order of priority. Supplies of raw materials and equipment may be furnished for them for the maintenance of civilian relief. Supplies may also be furnished for manufacturing, processing and repair and maintenance industries vital to the domestic production and utilization of such goods and services as are covered by UNRRA standards. The lists of particular consumer goods and fuel industries should be varied in consultation with the representatives of each country, so as to ensure the provision of requirements for any activity deemed necessary for the production of goods and services which are identical with or equivalent to the following examples (which are given for illustrative purposes and not in order of priority) :

- Clothing, including materials and accessories ;
- The manufacture and repair of shoes ;
- Soap ;
- Medical and health supplies ;
- Materials for emergency shelter, essential building repair and basic household equipment.

It is understood that all essential food industries such as flour milling, bread baking, milk plant, butter and cheese making, margarine and butter substitute manufacture, edible oil preparation, vegetable and fruit preservation, meat packing, fish preservation, cereal and alimentary paste manufacture, sugar refining, food containers, and food storage facilities, including refrigeration, may be adequately assisted with due consideration of the policies and bases recommended by other Subcommittees.

As regards producers and capital goods industries this category includes industries engaged in producing raw materials, equipment and other supplies necessary for the production of the essential goods, fuels, and services. The maintenance, repair, and operation

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\*The Council in adopting Resolution No. 55 provided for the modification of the bases contained herein by adding the following paragraph at the end of paragraph numbered 16: "In accordance with Resolutions 12 and 13, equal priority with the above should also be given to provision of the means for the rehabilitation of essential relief industries, such as those which provide food, shelter, clothing, medical supplies, and raw materials for them."

\*\*The Council in adopting Resolution No. 55 provided for the insertion of the following phrase at the beginning of paragraph numbered 17: "Subject to the recommendations in paragraph 16 as amended by the Council."

of these industries should be assisted to the extent that they contribute to the over-all UNRRA relief level. The representatives of each country should be consulted in order to determine the extent to which contributions are necessary in keeping with the UNRRA policy of decreasing the reliance of any liberated country, and to the extent possible of Europe, as a whole, on import requirements for relief purposes.

The individual Allied representatives should furthermore be consulted with regard to selection from or elaboration of, the list of following industries (which are given for illustrative purposes and are not in order of priority: iron and steel, electrical, essential metallic and non-metallic mining, chemical, fertilizer, tanning, textile, paper, building materials, agricultural equipment and supplies, tools, industrial and utility and transport equipment, etc.

18. As to the types of requirements which should be supplied, the Subcommittee recommends that there should be no limitation subject to the observance of the above priorities. Raw materials, and semi-manufactured materials, fuels, tools, equipment, machinery and spare parts, emergency or mobile units and any other appropriate forms of needed assistance are to be included.

19. The principles discussed provide a framework specifying the kinds of industry which are eligible for UNRRA assistance, the degree to which, and the order in which assistance should be given and the types of supplies which may be needed. Within this policy framework some indication may be given of the application of these principles to particular groups of industries and activities in order to fulfill the request of the Committee of the Council for Europe and illustrate how far the bases adopted by the Inter-Allied Committee need modification before they are submitted to the Council. The commodity bases of the Inter-Allied Committee, in so far as they are rigidly determined and are presented in such detail that the calculation of requirements is a simple arithmetical problem, cannot easily be fitted into this framework. For the reasons stated above the Subcommittee believes that the procedure of the Inter-Allied Committee, while it may have been perfectly justified for the purposes of that Committee, is unsuitable for the present purpose which requires the more general approach herein exemplified. While specific bases of estimates of requirements seem to be difficult to establish the principle of absolute fairness and justice in allocation of rehabilitation goods particularly those in scarce supply must be maintained with all recipient countries, in accord-

ance with the Director General's statement in paragraph 5 of paper CCE(44)18). Statements of the Administration revealing the quantity and quality of rehabilitation goods received by the various countries under UNRRA should be issued to this effect.

#### *Inland Transport and Communications*

1. The following principles should guide the estimation of requirements of equipment and material for inland transport:

- (a) to prevent any further deterioration during the relief period by providing for necessary maintenance;
- (b) to effect such replacement of damage known to have occurred in individual countries as is required for the restoration of the transport to a level that would make them able to cope with the urgent demands of the relief period;
- (c) to provide, from a pool, a certain amount of equipment and materials which will be necessary in the light of anticipated damage.

2. With respect to 1 (a) above, the appropriate rate of deterioration in Allied countries should be taken into consideration. With respect to 1 (b) and 1 (c) above, the Subcommittee recognizes that estimates of requirements can only be based on the latest available intelligence from civilian and military sources (including the latest estimates of anticipated damage resulting from military operations) as well as full knowledge of the supplies provided by the military to meet anticipated damage.

3. The general bases stated in (1) above should be applied to all forms of transport and communications with variations where appropriate. For road transport, for example, this would involve making due allowance for the present number of vehicles in occupied countries (both in operation and capable of being brought back into use through repair), for wastage, for terminal distribution and for other factors special to individual countries.

4. As a further illustration, the general bases can also be applied to telecommunications. Telecommunication equipment should be provided with the aim of restoring the telecommunication system to the extent necessary for the essential operations of a community.

#### *Public Utilities and Services*

1. The following principles should guide the estimation of requirements of equipment and materials for public utilities:—

- (a) to prevent any further deterioration during the relief period by providing the necessary maintenance.
- (b) to effect such replacement of damage which has occurred in individual countries as is required for the restoration of the public utilities of the country to a level that would make it able to cope with the urgent public utility and service demands for the relief period.
- (c) to provide, from a pool, a certain amount of equipment and material which will be necessary in the light of anticipated damage.

2. With respect to 1(a) above, the appropriate rate of deterioration in Allied countries shall be taken into consideration. With respect to 1(b) and 1(c) above the Subcommittee recognizes that estimates of requirements can only be based on the latest available intelligence from civilian and military sources (including the latest estimates of anticipated damage resulting from military operations) as well as full knowledge of the supplies provided by the military to meet anticipated damage.

3. Pools of equipment for the restoration of facilities for water, sewage, land drainage, electricity and gas, must necessarily be based on the above considerations.

#### *Industrial Maintenance and Repair*

The basis for the calculation of requirements of supplies and equipment needed for this important group of industries should be the desirability of ensuring in them a volume of activity adequate to provide the proper range of facilities for essential industries, particularly those producing relief goods (either for domestic consumption or for supply to other liberated areas).

The above illustrations suggest how the general principles which the Subcommittee favors can be applied so as to deduce the kinds of industry and the volume of activity to be supported from the standards of final consumer goods and services which UNRRA can legitimately provide. In a similar way the same principles can be applied, once the desired level of output in the proper industries is set, to deduce the total requirements of fuels, raw materials and semi-processed goods, factory equipment and machinery which are necessary to enable this level of output to be maintained. Thus, the total requirements of rubber, for example, would be based on the demand at the approved level of output of the rubber-using industries, such as tire manufacture and surgical supplies. Similarly the requirements of building materials would be based on the vol-

ume of output of the building industry which UNRRA considered essential to cover the need of repairs to hospitals, public services, etc., and the need for emergency shelter.\* The requirements of fuel would be based on the demands of the essential transportation and public utility services and of essential industries together with the UNRRA approved allocations to consumers and an allowance for distribution needs.

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\*The Council in adopting Resolution No. 55 provided for the insertion at the end of this sentence of the following phrase: “, as outlined in Resolution 13.”