

necessary relief of civilians and it is only as the military forces advance forward that the civil authorities can take over. On the other hand, the stupendous nature of the tasks to be faced was not fully grasped at the beginning of early inter-Allied discussions, and it was not until recently that the United Nations were able to take steps to organize their resources to meet the full force of the problem. The impulses that had drawn the Allied Powers together in the prosecution of the War itself, such as expressed in Lend-Lease and Mutual Aid, have doubtless played their part in uniting them in regard to immediate and post-war relief and rehabilitation. At the opening of the Second Session of UNRRA at Montreal, September, 1944, the Prime Minister of Canada, the Right Honourable W. L. Mackenzie King, said "The supreme task of UNRRA, it seems to me, is to make the benefits of Mutual Aid so apparent to all Nations as to render enduring the new world order which we so fervently pray may succeed the old"

### The First UNRRA Conference (Atlantic City)

**The Organization and Policy of UNRRA.**—UNRRA (the United Nations Relief and Rehabilitation Administration) was organized and its general policies formulated on Nov. 10, 1943, at Atlantic City, New Jersey, U.S.A. Representatives of 44 United and Associated Nations had met in Washington on Nov. 9, 1943, to sign an Agreement establishing UNRRA. In this Agreement the nations expressed their determination to bring relief to the victims of war immediately upon the liberation of the countries enslaved by the enemy.

The scope of relief and rehabilitation under UNRRA was confined to practical and necessary limits. The Administration is not a *permanent* international relief organization but is designed to cope with an emergency, and to make available food and supplies considered essential to alleviate conditions of starvation and disease, whether these exist to-day or develop in the course of the War.

Executive and administrative functions are assigned by the Agreement to a Director General, whose position is analogous to that of the general manager of a corporation. A capable and outstanding American, Governor H. H. Lehman of New York, was appointed to this office.

A Council composed of one member from each of the 44 member countries was established. Its immediate tasks were:—

- (1) To outline the nature and scope of relief activities to be undertaken;
- (2) To define the relationship of UNRRA with existing inter-governmental supply and shipping agencies, so that effective prosecution of the War would not be impeded;
- (3) To decide the policies to be followed in distributing relief supplies in liberated areas, and to ensure that supplies should be equitably apportioned;
- (4) To establish methods of determining the needs of liberated peoples;
- (5) To prescribe the procedures for obtaining supplies;
- (6) To work out a method for the equitable sharing of the burden among the contributing nations;
- (7) To frame the rules that are to govern the conduct of UNRRA itself, to give interested nations effective representation in the development of policies, and to facilitate the work of the Director General in carrying out these policies.

These tasks, all involving decisions of considerable difficulty, were approached in an encouraging spirit of co-operation and with a minimum of emphasis on prestige. There was no attempt during the conference at domination by the large powers or obstruction on the part of the small. Consequently, it was possible in all matters to find satisfactory and workable solutions.