

East Pakistan in moving supplies inland via water and truck transport to areas distant from Chalna, Chittagong and Dacca. Phase III would place UN personnel in the field to monitor distribution of supplies and insure that all in need received help without discrimination.

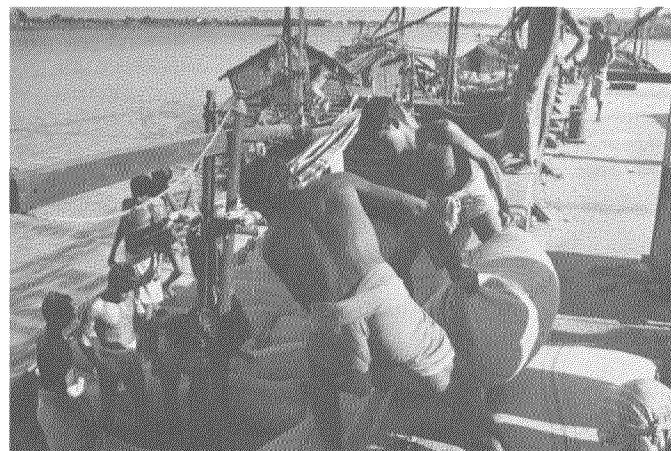
On August 11, the UN completed its organization and staffing plan and implementation of Phase I, which called for 38 personnel in Dacca. By that date some of the 38 people slated for Dacca assignment had already arrived and taken up their duties.

On August 23, 1971, Mr. Paul-Marc Henry, formerly Assistant Administrator of the United Nations Development Program, was named Assistant Secretary General for UN Humanitarian Relief Operations to East Pakistan headquartered in New York. Mr. Henry made several survey trips to East Pakistan in the ensuing months to identify requirements and to give direction to the emerging UN relief program. His responsibility included mobilizing and expediting international assistance, directing headquarters operations, and coordinating participation of UN agencies and Secretariat units. He advocated assistance to East Pakistan on a crash basis and his dynamic approach gave impetus to the development of a workable relief effort. His approach is credited with increasing the effectiveness of the effort as personnel and supplies became available and coordination problems solved.

Recruitment for Phase II of the personnel program was begun in September and by mid-October the UN had a total of 85 employees in East Pakistan, including those of the UNICEF staff. Action was begun on Phase III which, if pursued to a conclusion, would have increased the total UNEPRO staff to 185 by the end of 1971. UNEPRO, however, experienced difficulty in obtaining approval from the Government of East Pakistan to place field staff in outlying areas and regions subject to strong guerrilla influence. During November, Mr. Henry succeeded in obtaining a general agreement from East Pakistan officials to carry out a direct feeding role and to place its personnel anywhere in the country. At that time UNEPRO proceeded to set up four regional automotive centers and 17 relief and automotive sub-centers.

Among the major problems faced by the UN, beyond that of obtaining sufficient quantity of food, medicine and equipment, were the severe shortage of coastal and river vessels, continued destruction of rail and road facilities; port congestion; shortage of trucks and vehicles to deliver supplies inland, and shortage of tools, parts and personnel to maintain trucks and other vehicles.

By mid-November, eight coastal vessels and nine minibulkers, financed by the USG under agreement with the Government of Pakistan, were delivering foodgrains and relief supplies under UNEPRO auspices. Eight others had been scheduled. The minibulkers proved to be a more efficient mode of transportation across the Bay of Bengal and "up-river" than the



Available country boats were also used to deliver needed food to isolated areas up river. These are being loaded near Dacca.

coasters. At that time 100 UNEPRO trucks (donated by the USG and other governments) were moving shipments inland, another 162 trucks had arrived and were in the process of being made operational, and 138 others were on the high seas.

A November 19 UN press release indicated that its non-discriminatory distribution was moving ahead and that it expected it to achieve its maximum level early in 1972, provided conditions of free access and a tolerable degree of security could be achieved. A late November Situation Report indicated a number of Phase III personnel were on their way to Dacca; food and supplies were being donated in large quantities and the East Pakistan aman (rice) crop soon to be harvested promised to be a good one. In fact all reliable sources reported that because of the anticipated harvest and worldwide response, famine had been averted for the time being.

On November 23, however, the UN advised that its relief activities were being hampered by military-type actions, including violent attacks on UNEPRO ships (three minibulkers were mined by Mukti Bahini forces) and trucks (several were commandeered by the Pakistan Army). It was at this juncture that UNEPRO issued instructions to divert to Singapore supplies food, trucks and other equipment on the high seas destined for Chittagong. On December 3, 1971, war broke out between India and Pakistan and the UN relief program was suspended. At the end of the 14 day war, East Bengal declared itself independent. Subsequently the UN initiated a new relief effort to be known as United Nations Relief Operation Dacca (UNROD). Food, cash and equipment previously pledged by the international community in connection with the civil strife on which delivery had been suspended provided the base for the new UN program.

The U.S. Government entered into an agreement with UNICEF to provide 70,000 metric tons of high protein food to feed Pakistani children in East Pakistan and in India. One-half of this amount, 35,000 tons, was scheduled for shipment to East Pakistan. Prior to the outbreak of war with India, 14,480 tons had been delivered. The balance will be scheduled for shipment as conditions permit. The remaining shipments will be sweetened with sugar for increased food value and improved taste, for which AID will reimburse U.S. Department of Agriculture \$650,000. The sugar additive will provide quick energy, help to increase children's resistance to prevalent digestive maladies and help them to recover from such disorders. These

high protein food blends consist of either corn/soya/milk or wheat/soy combinations.

Under UNICEF's distribution program each child receives a daily portion of 3-1/2 ounces, which contains almost all essential nutrients for one day. In addition to the daily portion, each is allowed up to three portions to take home for brothers and sisters unable to come to distribution centers. These food blends can be boiled, baked, or fried. They can also be used as beverages by adding water, or be added to soups, gruels, bread and other foods. CARE helps UNICEF with this program by providing personnel and program services. UNICEF reimbursed CARE for personnel costs and salaries.

"Children in Dacca receiving AID-donated CSM through UNICEF program."



ASSISTANCE PROVIDED BY THE UNITED STATES GOVERNMENT

On March 26 the State Department indicated it was watching developments in East Pakistan closely and with concern. Statements followed expressing U.S. concern for the loss of life, damage and hardship suffered by the people of Pakistan and the hope that peace would soon be restored. The State Department also expressed hope that the Government of Pakistan would avail itself of aid from the international community and offered to assist in any international humanitarian effort of this kind.

When the UN offer to carry out an international relief program was accepted by the Government of Pakistan, the USG gave full support to the United Nations Operations. Because of the anticipated need for massive importation of food, a U.S. Department of Agriculture specialist was sent immediately to survey East Pakistan's two major ports to recommend ways of relieving port congestion and expediting movement of grain and other supplies.

Two agreements were signed with the GOP on June 16 and 28, each involving cash grants by the Agency for International Development of \$1 million. This money was used for chartering foreign manned coastal and river vessels to transport food and supplies to needy areas. One agreement applied specifically to cyclone affected areas, whereas the other was for all of East Pakistan. Another AID cash grant for leasing coasters and minibulkers was made on August 9 in the amount of \$2 million. It was amended on September 2 to include two tugs at an additional cost of \$325,000. Of the 25 vessels contracted for, 17 were in service as of late November. Use of these vessels was suspended at that time due to increase in hostile actions and damage suffered as a result by three of the minibulkers.

During 1971, the USG delivered to East Pakistan 532,275 metric tons of regular food aid valued at \$48.5 million, which is not included in the table of US relief assistance below. The availability of this food, together with that delivered for flood,

cyclone and civil strife emergencies prevented the widely predicted famine in East Pakistan.

In April, the USG resumed food shipments committed for cyclone relief. New food surveys followed to determine increased needs for victims of the civil strife, and additional USG food commitments were made to UNICEF, World Food Program, UNEPRO and the Government of East Pakistan.

Deliveries had been only partially completed under agreement with UNICEF and WFP when the India/Pakistan war began. Full implementation however was anticipated without new agreements when conditions permitted call forward of the commodities. For that reason the total value of this food is included in the summary of USG assistance below.

One of the food commitments by the USG was for 100,000 tons of wheat and 75,000 metric tons of rice to be distributed under joint agreement between the Government of East Pakistan and UNEPRO. None of this grain had been scheduled for shipment prior to the outbreak of war on December 3. Although these commodities are now being made available to UNROD under a new agreement, their value will be credited in a subsequent report on the new situation in East Bengal.

An announced USG commitment of 500,000 metric tons of grain and 25,000 of oil planned for sale to the Government of Pakistan under Title I (with proceeds to be turned over to the GOP for relief projects in East Pakistan) was suspended. The value of this food, (\$44 million) therefore has been deleted from the summary of USG aid.

USAID representatives assisted UNEPRO in surveying food needs by making assessment visits to cyclone affected areas and other pockets of food shortage. U.S. AID Mission personnel worked in Dacca focusing on: coordination of the U.S. field activities in support of the UN operations; agriculture; boats and engineering; negotiation of relief and food agreements; food and transport needs; and procurement. U.S. Ambassador Joseph Farland closely observed developments and made recommendations to Washington on the kind and magnitude of further USG assistance needed.

On August 9 Secretary of State Rogers, accompanied by Mr. Maurice J. Williams, Deputy Administrator of the Agency for International Development, met in New York with Secretary General U Thant, senior UN and specialized agency officials for extended discussion of the Pakistan situation. On that occasion, Secretary Rogers presented a check for \$1 million to the Secretary General to assist in administrative costs of the UN relief operation.

On August 14, Secretary Rogers announced that Mr. Williams had been designated to coordinate all U.S. relief assistance to East Pakistan. He reemphasized that USC assistance was being provided through and in support of the UN.

Mr. Williams made two trips to East and West Pakistan for discussions with the Pakistan Government, U.S. Embassy, USAID, and UNEPRO officials on relief problems and bottlenecks. His conclusion, which coincided with that of the UN, other international and church related relief organizations and news reports, was that famine (for the present) had been averted, except in special pockets of need. Mr. Williams attributed this to recent large imports of grain from the U.S., the departure of more than 9 million Bengali refugees for India, and the anticipated good "aman" harvest.

Mr. Russell S. McClure, AID Disaster Relief Coordinator, was also in East Pakistan from October 19 through October 27 to review logistical problems and to help UNEPRO in that critical area. He visited Dacca, Narayanganj, Chittagong, Jessore and Khulna particularly to observe port congestion and problems of delivering food up-country caused by continued disruption of communications and rail and truck transport.

On August 22, 1971, President Nixon named six American citizens to an advisory panel on South Asian relief to help direct the US Government East Pakistan refugee effort in East Pakistan and India. Named to the panel were: James Perkins, former president of Cornell University; George Elsey, president of the American Red Cross; Joseph E. Johnson, former president of the Carnegie Endowment for International Peace; Glen Haydon of St. Joseph's Mercy Hospital, Mason City, Iowa;

Maxwell Robb, attorney and former president of the U.S. Committee for Refugees; and Mrs. Jeanne R. Ferst, Atlanta, Georgia, a civic leader.

The panel held its first meeting in Washington, D.C. on September 3, 1971 and met several times thereafter. They were kept informed of the situation in both East Pakistan and India, of the assistance provided and planned by the USC, of UN actions and of the responses from the international community. The panel made numerous suggestions and recommendations to increase the effectiveness of the relief programs.

In addition to the South Asian Bureaus of State and AID and AID's Disaster Relief Office, several other USC agencies participated in authorizing, procuring and shipping food, medicines, trucks, jeeps and vegetable seeds to East Pakistan. Assisting offices included

AID Office of Private Overseas Programs—Voluntary Agencies Division,

AID Food for Peace Office (Frank R. Ellis, Deputy Coordinator of FFP visited EP to help survey food needs);

AID Resources Transportation Division;

AID Administrative Services;

The Departments of Agriculture, Defense, Health, Education and Welfare.

AID reimbursed other departments of the government for costs of their assistance and provided cash grants to the UN and Government of Pakistan, and financed costs of supplies, air and surface freight. FY 71 costs were charged to the AID Contingency Fund. FY 72 costs however were charged to a special \$200 million Congressional appropriation for South Asian Humanitarian Relief for displaced people in East Pakistan and refugees who fled to India.

Following is an adjusted breakdown of the USG cash and kind assistance for civil strife (March 1971 to December 1971) reflecting deletions made for suspended food commitments prompted by events of December 3. For this reason, no overall comparison can be made with previously announced figures on total USG assistance.

Note: Even though some food supplies for the 1970 flood and cyclone were delivered after March 25, 1971 (date Civil Strife commenced), their value is included in the preceding flood and cyclone case studies.

Also, while \$4,325,000 in cash grants were made for leasing coastal vessels and tugs, only \$3,325,000 is included in this report. The remaining \$1 million is accounted for in the cyclone disaster financial summary, since it was to be used only in the cyclone areas.

| | Cash Contributions | | Value of Food Including Ocean Freight |
|--|--------------------|-------------|---------------------------------------|
| | Fiscal 1971 | Fiscal 1972 | |
| | \$ Value | | |
| US-Owned rupees | | | |
| 16,653,000 for local administrative costs of the UN relief operation | | 3,500,000 | |
| 25 million rupees allocated to support emergency relief to provide employment and income | | 5,000,000 | |
| 2,820,180 rupees to CRS for rehab. project | | 344,000 | |
| 1,050,000 rupees to UNICEF for child feeding program expenses | | 221,000 | |

| | Cash Contributions | | Value of Food Including Ocean Freight |
|---|--------------------|-------------|---------------------------------------|
| | Fiscal 1971 | Fiscal 1972 | |
| | \$ Value | | |
| AID Contingency Fund (Dollars) | | | |
| Chartering coastal vessels all of EP | 1,000,000 | | |
| Allocation of AID Funds for Special Refugee Relief Assistance (East Pakistan Refugees) Allotment (Dollars) | | | |
| Chartering coastal vessels, minibulkers and two tugs for use throughout East Pakistan | | 2,325,000 | |
| Cash grants to UN for administrative/ personnel costs | | 1,868,000 | |
| Air transport cost WHO medical supplies to Dacca at request UN | | 90,000 | |
| 10 jeeps, 1 3T truck, 1 station wagon for UN operations | | 42,000 | |
| 200 trucks purchase from US Military in Europe, plus one year's spare parts, tools for UN, including painting | | | |

| | Cash Contributions | | Value of Food Including Ocean Freight |
|--|--------------------|----------------|---|
| | Fiscal 1971 | Fiscal 1972 | |
| | \$ Value | | |
| and UN markings, and air/surface transport | | 1,950,000 | |
| Refugee Relief Assistance (East Pakistan Refugees) Allotment—continued | | | |
| Purchase and airlift 16,000 pounds seeds | | 92,000 | |
| PASA with USDA for payment of \$1.3 million to add sugar and flavoring to PL-480 food provided to UNICEF for feeding Pakistan children in India and within East Pakistan. One-half cost for Pakistan. | | 650,000 | |
| PL-480 Food for Peace Commodities | | | |
| 44,537 MT wheat and oil and nonfat dry milk through the World Food Program | | | 5,988,000 |
| 35,000 MT corn/soya/ milk mix and wheat/ soy blend to UNICEF for child feeding program of which 15,000 MT were | | | |

| | Cash Contributions | | Value of Food Including Ocean Freight |
|--|--------------------|----------------|---|
| | Fiscal 1971 | Fiscal 1972 | |
| | \$ Value | | |
| delivered prior to 12/3/71. | | | 10,180,000 |
| Other Food | | | |
| Value of 400,000 pounds Civil Defense biscuits contributed through CARE | | | 160,000 |
| | \$1,000,000 | \$16,082,000 | \$16,328,000 |
| Total amount USG assistance | | \$33,410,000 | |

ASSISTANCE PROVIDED BY U.S. VOLUNTARY AGENCIES

Most of the U.S. Voluntary agencies cyclone relief programs were suspended on March 25. Some organizations resumed and added to their projects as changed conditions permitted. The following is a record of actions and contributions by them which were not included in the previous case study on the cyclone:

American National Red Cross

(See the cyclone case study.) ANRC provided personnel following the civil strife disaster to work with the League of Red Cross Societies developing rehabilitation, reconstruction and feeding programs. See description under LICROSS.

CARE

CARE provided funds and utilized its staff of 15 in a housing program and to assist UNICEF with its child feeding project. Additional funds and value of CARE contributions after March 25 totalled \$327,000

Catholic Relief Services

(See cyclone study) CRS continued working with CORR and Caritas on reconstruction projects, helping care for the needy, and to encourage self-help, paid rupees to local people working on projects. Value of additional CRS assistance totalled \$42,270

Christian Reformed World Relief Committee

Cash donations in support of CWS and Mennonite Central Committee programs \$12,000

Church World Service

(See cyclone case study) Since March 25, 1971, CWS has been sending its donations to the World Council of Churches and East and West Pakistan Christian Councils. Value of contributions March 25 to December 31, 1971 \$37,000

Community Development Foundation/Save the Children Federation

(See cyclone case study) Cash raised by CDF since March 1971 \$66,860

Direct Relief Foundation

(See cyclone case study) Since March 1971 DRF provided medicines valued at \$20,427

Medical Assistance Programs, Inc.

See cyclone case study. In addition to cyclone reported contributions, MAP provided medicines valued at \$68,187

Lutheran World Relief Mennonite Central Committee Salvation Army

(See cyclone case study)

Seventh-Day Adventist Welfare Service

(See cyclone case study) SAWS reported cash donations of \$33,100 and clothing and medicine valued at \$173,042 for its relief program in East Pakistan. \$86,750 was credited in the cyclone report. Balance \$119,392

Southern Baptist Convention, Foreign Mission Board

Contributions not previously reported under cyclone relief \$14,272

World Relief Commission

WRC made cash grants for local purchases of clothing, boats, livestock and housing projects not previously reported under the cyclone relief valued at \$15,000

TOTAL VALUE U.S. ASSISTANCE FROM VOLUNTARY AGENCIES \$722,228

ASSISTANCE PROVIDED BY OTHER NATIONS AND INTERNATIONAL ORGANIZATIONS

INTERNATIONAL ORGANIZATIONS

United Nations—See page 46

League of Red Cross Societies (LICROSS)

As soon as conditions permitted, the League resumed its long-term rehabilitation program for cyclone victims and undertook new projects. Funds pledged by sister societies to support these projects, estimated at \$3.5 million, have been in-

cluded in the previous Cyclone Disaster Report and are not duplicated here. LICROSS has three primary relief and rehabilitation project activities in East Bengal. These are:

1. Administer the Holy Family Hospital, Dacca

Six administrative and technical personnel were assigned to this hospital in support of local staff.

2. Activate Cyclone Warning System

The present cyclone warning system in East Pakistan was reviewed by a team of LICROSS experts. LICROSS goal is to develop and finance an 8 to 12 hour advance warning system for coastal region populations. The initial step is the reactivation of the cyclone radar station at Cox's Bazaar.

3. Participate in Direct Feeding

Red Cross teams distributed food, clothing and blankets in cyclone affected areas including Barisal, Patuakhali, Noakhali and Chittagong District and the Sandwip and Hatia islands. The Red Cross reported several instances of being able to reach civil strife victims in isolated areas under control of Mukti Bahini forces where distribution difficulties had previously been encountered. The direct feeding program was undertaken in cooperation with the East Pakistan Red Cross Society, the United Nations Relief Organization and U.S. AID Mission.

League delegates P. C. Stanassis and Claes Hagstrom met with the Pakistan Red Cross Society and Pakistan officials in Islamabad and Dacca in June and July concerning the implementation of LICROSS projects. They visited the port of Chittagong, Bohla Island and other areas seriously affected by the civil disturbances.

LICROSS also began work locating, constructing and stocking Red Cross warehouses in cyclone affected areas and continued its plans for building storm proof community centers. Considerable work had been accomplished stocking warehouses prior to December 3. LICROSS sponsored several relief and medical

teams to work in East Bengal with the local Red Cross relief workers and volunteers. Team members were recruited from several national societies, including the U.S.

Caritas, International

Rehabilitation/reconstruction projects continued following the civil strife but at a reduced level. These projects included cyclone proof houses and community shelters, irrigation and drainage work, road construction and agricultural development in Char Jabbar, Noakhali District and Char Chapli, Patuakhali District. These are long term projects described in the case study on the cyclone, and their percentage of completion, prior to December 3, is not known. Work on the projects was done by able bodied survivors, providing them with employment and a source of income while rebuilding their homes and villages. Catholic Relief Services of the U.S. participated with CORR and Caritas on these projects. Funds used have been credited under the cyclone disaster and are not duplicated here.

A daily motor launch service from Mohipur in Patuakhali District set up under the CORR relief program provided medical and food services to people living on the island of Khepupara.

World Council of Churches

WCC sponsored cyclone relief activities through the Christian Council in East Bengal continued, but its reconstruction plans were suspended.

OTHER NATIONS

The cyclone case study reports over 75 nations as well as international organizations contributing cash and supplies to cyclone victims. Much of this aid overlapped assistance for civil strife victims. The following are contributions provided for cyclone and civil strife victims after March 25, 1971.

| | |
|---|--------------|
| Australia—cash to UN of \$287,687 plus \$863,061 for the purchase of rice and edible oil. | |
| Total contribution | \$ 1,150,748 |
| Belgium—a cash donation to UN | 419,200 |
| Canada—73,737 metric tons of wheat under the World Food Program valued at \$7 million plus \$495,050 in cash to the UN, total | \$ 7,495,050 |
| Chile—cash to UN | \$ 3,000 |
| Denmark—cash to UN | \$ 273,729 |
| France—cash to UN | \$ 452,899 |
| Italy—58,000 doses of cholera vaccine and cash for value of | \$ 213,000 |
| Iran—sent 3 million doses of cholera vaccine, value estimated by DRC | \$ 75,000 |
| Germany (Federal Republic) | |
| \$3,000,000 value for 27,000 metric tons of wheat plus 5 million Marks (about \$1.5 million) total .. | \$ 4,500,000 |
| Vatican—cast to UN | \$ 5,000 |
| Japan—for purchase of rice—180 million yen to UN, equivalent | \$ 500,000 |
| Netherlands—Cash to UN of \$670,000 plus supplies valued at \$1,560,000 and contribution to Red Cross of \$157,000, total | \$ 2,387,000 |
| New Zealand—supplies to UN valued at | \$ 13,500 |
| Norway—cash to UN | \$ 548,000 |
| Sweden—cash to UN of \$1.5 million plus Save the Children Fund contribution of \$600,000, total .. | \$ 2,100,000 |
| Spain—antibiotics valued at | \$ 60,000 |
| Turkey—Planeload of medical and relief supplies, no value given | |
| United Kingdom—cash and supplies totaling \$4.8 million plus another \$240,000 from Children's Aid total | \$ 5,040,000 |
| Total assistance provided by other governments since March 1971 | \$25,236,126 |