

THE STATE-WAR-NAVY COORDINATING COMMITTEE
WASHINGTON, D. C.

Mr John C. deWilde, STATE, Steering Member (S-261)

Major Gordon O. Fraser, CAD (W-73865)

Lieut. Colonel Albert F. Metzger (N-2773) USMC

- 14 Nov - Working Party report awaiting War
minder approval. Expected within the day.
14 Nov - War approved.

SCE-6 approved by NAVY 19 Nov. 1946.
SCE-6 approved by STATE 20 Nov. 1946

6 Dec - War recommending paper be referred back
to Working Party for revision.

16 Dec - Working Party report circulated for Subcommittee
approval. (SCE 6/2)

^{Charles}
MR McNARON SSaP (W-73615)
Capt Denver I. Allen (W-74502)
Mr Wanner (S-3703)

STATE-WAR-NAVY COORDINATING COMMITTEE
SCE 6/2 - NAVY approved 18 Dec 1946.
STATE approved 23 Dec 1946

28 Jan
SCE 6/3 - Circulated for Subcommittee approval.
31 Jan - P40 approved

5 Feb - SCE 6/4 circulated for WAR and NAVY approval

7 Feb - SCE 6/5 circulated for Subcom approval.

25 FEB SCE 6/3 RETURNED TO W.P. WITH 6/4 & 6/5.

4 Mar SCE 6/3 - memo to Holders

14 Mar - SCE 6/3 amended - circulated to Blouca as
Source 337/1

6/3 - 12 Mar 47 - Capt Sinclair

S E C R E TCOPY NO. 55SANACC 337/37 November 1947Page 19STATE-ARMY-NAVY-AIR FORCE COORDINATING COMMITTEEGERMAN CIVILIAN RATIONReferences: a. SWNCC 337/1
b. SWNCC 337/2Note by the Secretaries

1. The enclosure, a memorandum by the State Member, is circulated for information in connection with the above references.
2. In view of this action references a and b are hereby removed from the SANACC agenda.

H. W. MOSELEY
W. A. SCHULGEN
V. L. LOWRANCE
SecretariatSANACC 337/3S E C R E T

S E C R E T

E N C L O S U R E

A MEMORANDUM BY THE STATE MEMBER

Subject: Paper No. 337/1 German Civilian Ration.
Paper No. 337/2 Priority of Food Shipments
to Germany.

1. I request that the two papers identified above be withdrawn from further consideration by SANACC.

2. The subject matter of the above papers was involved in the Anglo-American talks on Ruhr coal production which took place in September. It has been thoroughly discussed at high levels by the State Department and the Department of the Army. A letter on the subject has been sent by those Departments to the Secretary of Agriculture. I believe that these developments render any further consideration of the problems by SANACC unnecessary at the present time.

3. If it should prove necessary to renew consideration of these problems by SANACC, I believe it would be desirable to initiate action by the introduction of new papers on the subject rather than to attempt to revive the papers described.

S E C R E T

E N C L O S U R E

A MEMORANDUM BY THE STATE MEMBER

Subject: Paper No. 337/1 German Civilian Ration.
Paper No. 337/2 Priority of Food Shipments
to Germany.

1. I request that the two papers identified above be withdrawn from further consideration by SANACC.
2. The subject matter of the above papers was involved in the Anglo-American talks on Ruhr coal production which took place in September. It has been thoroughly discussed at high levels by the State Department and the Department of the Army. A letter on the subject has been sent by those Departments to the Secretary of Agriculture. I believe that these developments render any further consideration of the problems by SANACC unnecessary at the present time.
3. If it should prove necessary to renew consideration of these problems by SANACC, I believe it would be desirable to initiate action by the introduction of new papers on the subject rather than to attempt to revive the papers described.

S E C R E T

SECRETCOPY NO. 57SWNCC 337/220 June 1947Pages 14 - 18, incl.SCB
FileSTATE-WAR-NAVY COORDINATING COMMITTEEPRIORITY OF FOOD SHIPMENTS TO GERMANYNote by the Secretaries

At the request of the Secretaries of State, War and the Navy, the Enclosures have been referred to the Subcommittee for Europe for study and report as a matter of URGENCY.

H. W. MOSELEY

W. A. SCHULGEN

V. L. LOWRANCE

Secretariat

2557

6/27 - Friday - Working By met and discussed State draft circulated at the meeting.
Mr. Schenck says Mr. Matthews

7/3/47 Col Flamin says he has his changes to State draft about ready to circulate to the W.C.

SWNCC 337/2SECRET

SECRETENCLOSURE

19 June 1947

MEMORANDUM TO THE SWNC SUBCOMMITTEE FOR EUROPE

Subject: Priority of Food Shipments to Germany

The Secretaries of State, War and Navy, at their meeting on June 19, 1947, agreed that the problem of priority for food shipments to Germany should be referred to SWNCC for urgent study and recommendation.

The Subcommittee for Europe is hereby directed to undertake this study and report to SWNCC as a matter of urgency. For the information and guidance of the Subcommittee, there is set forth in Appendix "A" an extract of the letter of June 13, 1947, from the Secretary of War to the Secretary of State, and in Appendix "B" a memorandum of June 18, 1947, from Mr. James A. Stillwell, Deputy Coordinator of Emergency Export Programs of the White House to the Secretary of State.

H. W. Moseley
Secretary, SWNCC

SWNCC 337/2

- 14 -

Enclosure

SECRET

S E C R E TAPPENDIX "A"EXTRACT FROM LETTER OF JUNE 13, 1947,
FROM SECRETARY OF WAR TO SECRETARY OF STATEFAMINE

We are in the most critical condition in preventing wholesale famine in the U.S.-U.K. zones.

The official ration is 1550 calories. How meagre this official ration is may be seen by the fact that the British ration is 2900 calories a day, while the average American consumes 3300 calories a day.

The official ration of 1550 calories, however, is not being made available. The average ration for the combined zones for the past six weeks has been 1200 calories, and in many places it is as low as 900 calories. This is slow famine. Stocks of food are so low that even if planned shipments from this country are fulfilled, the likelihood of getting back to the 1550 level is poor.

We have this further fact, that we and the British are committed to raise the ration to 1800 calories by October 1st. Our chance of fulfilling this commitment is very dim, unless we can supply one million more tons to the two zones in the next crop than are being supplied in the current crop year.

No other European country, except Austria, is faced with conditions anything like as critical. Experienced observers, including Herbert Hoover, who have surveyed the situation in the other countries of Western Europe have reported that in none of them are there signs of serious undernourishment. Nowhere are food stocks so low or rations so slim as in Germany.

Occupation has no chance of success if these conditions continue. This state of affairs has been foreseen, and I have urged repeatedly that priority be recognized for food shipments to Germany. The basis for the priority is that the prevention of

S E C R E T

S E C R E T

famine in the U.S.-U.K. zones of Germany is our particular responsibility, jointly with the British, together with the fact that food conditions prevalent in the two zones are the worst of anywhere in Europe.

We will not get the priority unless we have your help. As I see it, the priority will be needed in allocation of food supplies for export, in loading at the ports, and in shipping.

S E C R E TAPPENDIX "B"

June 18, 1947

MEMORANDUM FROM THE DEPUTY COORDINATOR OF EMERGENCY
EXPORT PROGRAMS TO THE SECRETARY OF STATE

Subject: Secretary Patterson's Proposal on Priority Grain Shipments to Occupied Areas

The practical limit of our export capacity during the next crop year, July 1, 1947, through June 30, 1948 is about 16,000,000 tons of all grains and flour. Of this amount tentative figures show that allocations of 4,300,000 tons to the U.S.-U.K. Zones of Germany; 2,300,000 tons to the U.S. Zones in the Pacific; 500,000 tons to Austria; 300,000 tons to the French Zone of Germany; and 125,000 tons to the U.S. Military Zone in Italy will be required. This is a total of 7,525,000 tons, or practically 50 percent of the entire program.

The total demands on the U.S. are far greater than the 16,000,000 tons. Italy, for instance, has requested a minimum of 2,600,000 tons but in the above analysis the tentative allocation is only 1,400,000 tons. Obviously, we must raise this to somewhere near the requested figure. In the case of France, it may be necessary to ship well over 2,000,000 tons of grain during the coming year, whereas in the above analyses only 1,200,000 tons was estimated. India has requested considerably more than was tentatively earmarked for her in the above analyses. India's ration is now less than the ration in Japan.

This tentative study includes about 600,000 tons for the U.K., and an additional 200,000 tons for her dependent areas. Some relief might be gained from this quarter since the U.K. receives practically all of the Canadian and Australian exports plus considerable quantities from Argentina. She also has the best stock position of any importing country.

Quantities tentatively earmarked for Belgium, Brazil, China, Colombia, Cuba, Denmark, Egypt, Finland, Greece, Ireland, Mexico,

SWNCC 337/2

- 17 -

Appendix "B"

S E C R E T

S E C R E T

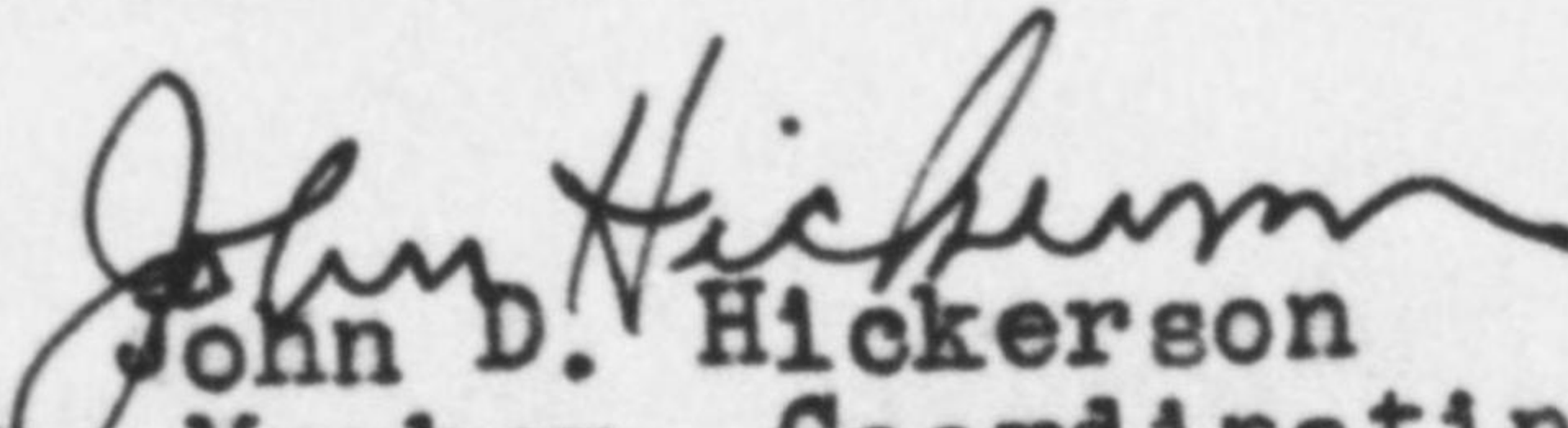
the Netherlands, Norway, Peru, the Philippines, Portugal, Sweden and Switzerland are comparatively minor and are certainly areas we cannot overlook. There are also tentative allocations to Czechoslovakia, Poland and Rumania totaling 146,000 tons which might possible be diverted but which would not materially improve the occupied areas position.

Under present operations the zones of Germany are receiving priority attention, but in face of the excessive floods and the present maritime strike situation it now appears that we will be about 10 days late in shipping the June schedule of 663,000 tons.

March 12, 1947

Memorandum from State Member European Subcommittee

SWNCC 337, SCE 6/3 as amended by the report of the Working Party dated 4 March 1947 is herewith approved.


John D. Hickerson
State Member, Coordinating
Subcommittee for Europe

CE:CKidd:eh

26 February 1947

2655

MEMORANDUM FOR: Mr. John G. dewilde, State Department,
Steering Member (S-2616)
Major Gordon O. Fraser, GAD (N-73855)
Mr. Charles G. McHaren, SARP (N-73615)
Capt. Denver I. Allen, Medical
Department (N-74502)
Lt. Colonel Albert F. Metis, USMC, 2773
Navy Department (N-2773)

Subject: Reappointment of a Working Party,
SWNC Subcommittee for Europe

- References:
- a. SWNCC 357/D
 - b. SCE 6/3
 - c. SCE 6/4
 - d. SCE 6/5

At the request of the Chairman, State-War-Navy
Coordinating Subcommittee for Europe, reference b is
referred back to the above-named working party for
revision in light of the changes proposed in references
a and d and for integration of the views of the three
departments in this matter.

H. V. KANDEL,
Acting Secretary,
European Subcommittee

SCE 6 Series
File



Capt Sinclair

THE STATE-WAR-NAVY COORDINATING COMMITTEE
WASHINGTON, D. C.

10 February 1947

MEMORANDUM FOR THE STATE MEMBER, EUROPEAN SUBCOMMITTEE
WAR MEMBER, EUROPEAN SUBCOMMITTEE
NAVY MEMBER, EUROPEAN SUBCOMMITTEE

SCE 6/5 dated 6 February 1947 is circulated for consideration by the European Subcommittee in connection with SCE 6/3 and SCE 6/4.

It is requested that you indicate hereon your comment or concurrence with respect to SCE 6/3 as amended by SCE 6/4 and SCE 6/5, and return to the undersigned, Room 2027 New War Department Building.

H. W. Karbel
H. W. KARBEL,
Acting Secretary,
European Subcommittee

APPROVED: *Capt Sinclair*

DATE: 13 February 1947

10 February 1947

MEMORANDUM FOR THE STATE MEMBER, EUROPEAN SUBCOMMITTEE
WAR MEMBER, EUROPEAN SUBCOMMITTEE
NAVY MEMBER, EUROPEAN SUBCOMMITTEE

SCE 6/5 dated 6 February 1947 is circulated for consideration by the European Subcommittee in connection with SCE 6/3 and SCE 6/4.

It is requested that you indicate hereon your comment or concurrence with respect to SCE 6/3 as amended by SCE 6/4 and SCE 6/5, and return to the undersigned, Room 2027 New War Department Building.

H. W. KARBEL,
Acting Secretary,
European Subcommittee

APPROVED: _____

DATE: _____

S E C R E T

COPY NO. 25

SCE 6/5

6 February 1947

Page 31

STATE-WAR-NAVY COORDINATING SUBCOMMITTEE FOR EUROPE

GERMAN CIVILIAN RATION

- References: a. SCE 6/3
- b. SCE 6/4

Note by the Secretary

The enclosure, a memorandum by the War Department Member for Civil Affairs, is circulated to the Subcommittee for consideration in connection with the above references.

H. W. KARBEL,
Acting Secretary,
European Subcommittee

SCE 6/5

S E C R E T

S E C R E T

E N C L O S U R E

GERMAN CIVILIAN RATION

Memorandum by the War Department Member
for Civil Affairs, European Subcommittee

5 February 1947

1. I approve SCE 6/3 subject to the following amendments:

a. Page 20, para 5 a, last sentence -- delete the word "jointly".

b. Page 28, Appendix "C", para 1 a, last sentence -- delete the word "jointly".

c. Page 23, Appendix "A", para 3 -- first sentence should read: "In August 1945".

d. Page 24, Appendix "A", para 4, second sentence -- delete "most recent" and substitute therefor "October 1946".

e. Page 21, para 6 a -- delete the word "concurrence" and substitute therefor "approval". Add after the words "Joint Chiefs of Staff" the phrase "from a military point of view".

f. Page 21, para 6 b (2) -- amend to read as follows: "Negotiations to be initiated by the U.S. military Governor for Germany with his British counterpart for obtaining the agreement of the British Government to the implementation of conclusion 5 a above."

SCE 6/5

- 31 -

Enclosure

S E C R E T

SCE 6/5

WAR DEPARTMENT
 WAR DEPARTMENT SPECIAL STAFF
 CIVIL AFFAIRS DIVISION
 WASHINGTON 25, D. C.

5 February 1947

MEMORANDUM FOR THE SECRETARY, SCE:
 (THRU: Colonel Miter, Secretary, CAD)

SUBJECT: SCE 6/3 - German Civilian Ration

1. I approve SCE 6/3 subject to the following amendments:
 - a. Page 20, para 5 a, last sentence -- delete the word "jointly."
 - b. Page 28, Appendix "C", para 1 a, last sentence -- delete the word "jointly."
 - c. Page 23, Appendix "A", para 3 -- first sentence should read: "In August 1945."
 - d. Page 24, Appendix "A", para 4, second sentence -- delete "most recent" and substitute therefore "October 1946."
 - e. Page 21, para 6 a -- delete the word "concurrence" and substitute therefore "approval." Add after the words "Joint Chiefs of Staff" the phrase "from military point of view."
 - f. Page 21, para 6 b (2) -- amend to read as follows: "Negotiations to be initiated by the U.S. military Governor for Germany with his British counterpart for obtaining the agreement of the British Government to the implementation of conclusion of 5 a above."

(31)

Fahey
 DANIEL COX FAHEY, JR.
 CAD Member, European Subcommittee

5 February 1947

MEMORANDUM FOR THE WAR MEMBER, EUROPEAN SUBCOMMITTEE
NAVY MEMBER, EUROPEAN SUBCOMMITTEE

SCE 6/4 dated 4 February 1947 is circulated for consideration by the European Subcommittee.

It is requested that you indicate your comment or concurrence hereon with respect to SCE 6/3 as amended by SCE 6/4 and return to the undersigned, Room 2027 New War Department Building.

H. W. KARBEL,
Acting Secretary,
European Subcommittee

APPROVED: _____

DATE: _____

S E C R E T

COPY NO. 25

SCE 6/4

4 February 1947

Page 30

STATE-WAR-NAVY COORDINATING SUBCOMMITTEE FOR EUROPE

GERMAN CIVILIAN RATION

References: a SWNCC 337/D
b SCE 6/3

Note by the Secretary

The enclosure, a memorandum by the State Member, State-War-Navy Coordinating Subcommittee for Europe, is circulated to the European Subcommittee in connection with their consideration of SCE 6/3.

H. W. KARBEL,
Acting Secretary,
European Subcommittee.

SECRETENCLOSURE

January 30, 1947

Memorandum from State Member European SubcommitteeReference: SWNCC Paper SCE 6/3,
27 January 1947

For the reasons set forth below, I feel that paragraph 5c of the Conclusion and paragraph 1c of the telegram to OMGUS should be amended as follows:

It is the policy of the United States Government, while sharing the responsibility for Austrian imports, to accord Austria, if feasible, better treatment than Germany, since Austria is regarded as a country liberated from Nazi Germany. While practical difficulties may be encountered in carrying out this policy if The daily normal consumer ration in Germany is should accordingly not be raised to 1800 calories, unless plans should can be made, if possible, to provide, during the period of United States Government responsibility, for a ration and consumption standard in Austria equal to or higher than that planned for Germany.

A very difficult political situation arose in Austria last autumn when announcement was made of an increase in the ration level for Germany before any such announcement could be made for Austria. This situation was hurriedly remedied by improvised action on the part of State Department, War Department, and UNRRA, but the recurrence of such a situation should be prevented for the future. The suggested amendment will take care of this. The present language is not sufficiently definite

SCE 6/4

- 30 -

Enclosure

SECRET

SCE 6/4

January 30, 1947

Memorandum from State Member, European SubcommitteeReference: SWNCC Paper SCE 6/3,
27 January 1947

For the reasons set forth below, I feel that paragraph 5c of the Conclusion and paragraph 1c of the telegram to OMGUS should be amended as follows:

It is the policy of the United States Government, while sharing the responsibility for Austrian imports, to accord Austria, if feasible, better treatment than Germany, since Austria is regarded as a country liberated from Nazi Germany. ~~While practical difficulties may be encountered in carrying out this policy if~~ The daily normal consumer ration in Germany ~~is~~ should accordingly not be raised to 1800 calories, unless plans ~~should~~ can be made, ~~if possible,~~ to provide, during the period of United States Government responsibility, for a ration and consumption standard in Austria equal to or higher than that planned for Germany.

A very difficult political situation arose in Austria last autumn when announcement was made of an increase in the ration level for Germany before any such announcement could be made for Austria. This situation was hurriedly remedied by improvised action on the part of State Department, War Department, and UNRRA, but the recurrence of such a situation should be prevented for the future. The suggested amendment will take care of this. The present language is not sufficiently definite.

H. Freeman Matthews
H. Freeman Matthews
Director

Office of European Affairs

January 30, 1947

Memorandum from State Member European Subcommittee

Reference: SWNCC Paper SCE 6/3,
27 January 1947

For the reasons set forth below, I feel that paragraph 5c of the Conclusion and paragraph 1c of the telegram to OMGUS should be amended as follows:

It is the policy of the United States Government, while sharing the responsibility for Austrian imports, to accord Austria, if feasible, better treatment than Germany, since Austria is regarded as a country liberated from Nazi Germany. While practical difficulties may be encountered in carrying out this policy if The daily normal consumer ration in Germany is should accordingly not be raised to 1800 calories, unless plans should can be made, if possible, to provide, during the period of United States Government responsibility, for a ration and consumption standard in Austria equal to or higher than that planned for Germany.

A very difficult political situation arose in Austria last autumn when announcement was made of an increase in the ration level for Germany before any such announcement could be made for Austria. This situation was hurriedly remedied by improvised action on the part of State Department, War Department, and UNRRA, but the recurrence of such a situation should be prevented for the future. The suggested amendment will take care of this. The present language is not sufficiently definite.

H. Freeman Matthews
Director
Office of European Affairs

aj
CE:EALightner, Jr.
CKidd:eh

STANDARD FORM NO. 64

Office Memorandum • UNITED STATES GOVERNMENT

TO : SWNCC - Major Karbel, Acting Secretary, DATE: March 3, 1947
 European Subcommittee, SWNCC
 FROM : GA - J.C. de Wilde, Steering Member, Working Party, appointed
 to prepare paper on the German Civilian Ration. Jcw
 SUBJECT: Revision of Paper on German Civilian Ration
 (Reference SCE 6/3, 6/4, and 6/5)

The Working Party has agreed to the following revisions of SCE 6/3:

- a. Page 20, para. 5a, last sentence, amend to read:
 "Therefore, subject to the availability of funds and supplies, the United States Government should take steps to establish, with the British Government, as soon as possible and in any event not later than July 1, 1947 and maintain a daily ration of 1800 calories for the normal consumer in the merged United States and United Kingdom zones in Germany."
- b. Page 20, para. 5c, add to para. 5c the following sentence:
 "The U.S. Military Governor should not consent to a rise in the ration level of the US-UK zones beyond the prevailing level in Austria without prior approval of the United States Government. If the latter judges that such a rise would have serious political repercussions in Austria outweighing in importance the beneficial effects of a rise in the German ration level, it will seek to obtain the consent of the British Government to a postponement of the rise in Germany until the ration can be correspondingly raised in Austria."
- c. Page 21, para. 6a, amend to read:
 "After approval by the Joint Chiefs of Staff from a military point of view, the State-War-Navy Coordinating Committee approve the above conclusions."
- d. Page 21, para. 6b (2) amend to read as follows:
 "Negotiations be initiated by the State Department with the British Government for obtaining its agreement to the implementation of Conclusion 5a above, subject to the conditions laid

down in

- 2 -

down in Conclusions 5b and 5c above."

- a
- b
- e. Page 23, Appendix A, para. 3, change "1946" to read "1945".
- f. Page 24, Appendix A, para. 4, second sentence - delete "most recent" and substitute therefor "October 1946".
- g. Page 28, Appendix C, para. 1a, last sentence, amend to read as follows:
 (5) "Therefore, subject to the availability of funds and supplies, the United States Government should take steps to establish, with the British Government, as soon as possible and in any event not later than July 1, 1947 and maintain a daily ration of 1800 calories for the normal consumer in the merged United States and United Kingdom zones in Germany."
- h. Page 29, Appendix C, para. 1c, add the sentence
 (6) "The U.S. Military Governor should not consent to a rise in the ration level of the US-UK zones beyond the prevailing level in Austria without prior approval of the United States Government. If the latter judges that such a rise would have serious political repercussions in Austria outweighing in importance the beneficial effects of a rise in the German ration level, it will seek to obtain the consent of the British Government to a postponement of the rise in Germany until the ration can be correspondingly raised in Austria."
- i. Page 29, Appendix C, Para. 2b, amend to read as follows:
 (7) "Negotiations be initiated by the State Department with the British Government for obtaining its agreement to the implementation of conclusion 52 above, subject to the conditions laid down in Conclusions 5b and 5c above."
- (8) j. Page 29, Appendix C, delete para. 4.

The above include certain of the changes included in SCE 6/5. They supersede SCE 6/4 and 6/5 and the new paper should consist solely of SCE 6/3 as amended by the above.

GA:HDWynner:ar
 3-3-47

Ed Barrett



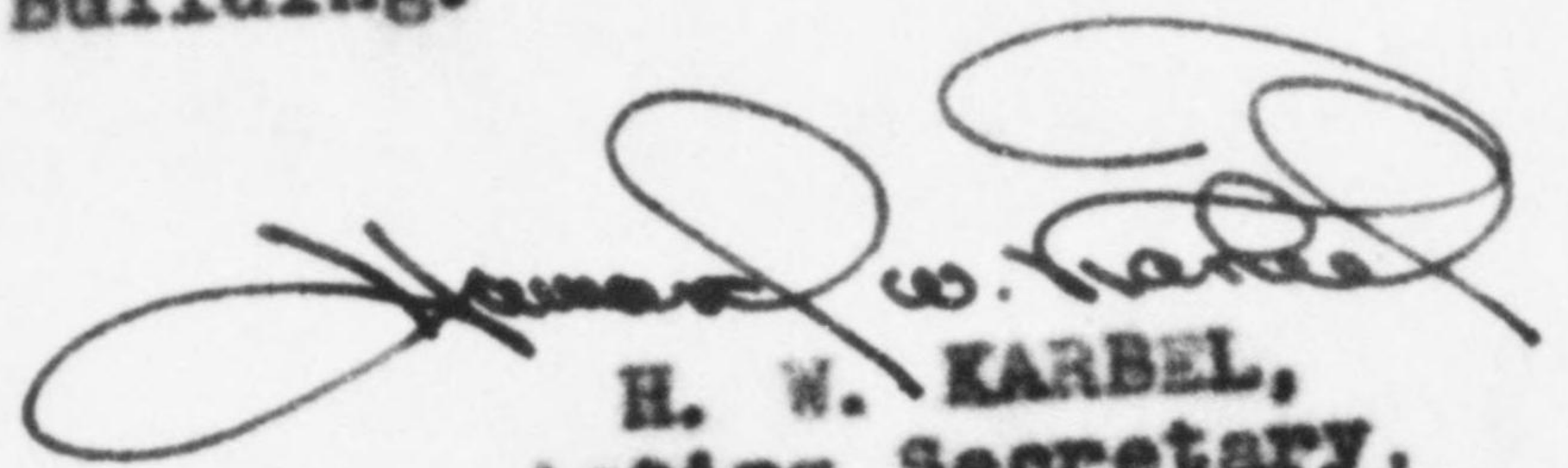
THE STATE-WAR-NAVY COORDINATING COMMITTEE
WASHINGTON, D. C.

10 February 1947

MEMORANDUM FOR THE STATE MEMBER, EUROPEAN SUBCOMMITTEE
WAR MEMBER, EUROPEAN SUBCOMMITTEE
NAVY MEMBER, EUROPEAN SUBCOMMITTEE


SCE 6/5 dated 6 February 1947 is circulated for consideration by the European Subcommittee in connection with SCE 6/3 and SCE 6/4.

It is requested that you indicate hereon your comment or concurrence with respect to SCE 6/3 as amended by SCE 6/4 and SCE 6/5, and return to the undersigned, Room 2027 New War Department Building.


H. W. KARBEL,
Acting Secretary,
European Subcommittee

APPROVED: _____

DATE: _____


Copy for CAD War Dept



Col. Barrett

E

THE STATE-WAR-NAVY COORDINATING COMMITTEE
WASHINGTON, D. C.

5 February 1947

MEMORANDUM FOR THE WAR MEMBER, EUROPEAN SUBCOMMITTEE
NAVY MEMBER, EUROPEAN SUBCOMMITTEE

SCE 6/4 dated 4 February 1947 is circulated for consideration by the European Subcommittee.

It is requested that you indicate your comment or concurrence hereon with respect to SCE 6/3 as amended by SCE 6/4 and return to the undersigned, Room 2027 New War Department Building.

H. W. KARBEL,
Acting Secretary,
European Subcommittee

APPROVED: _____

DATE: _____

COPY FOR CAD





SECRET
WAR DEPARTMENT
CIVIL AFFAIRS DIVISION
WASHINGTON 25, D. C.

13 February 1947

MEMORANDUM FOR MAJOR H. W. KARBEL, ACTING SECRETARY EUROPEAN
SUBCOMMITTEE, SWNCC

SUBJECT: SCE 6/3, 6/4 and 6/5.

1. The CAD member concurs in SCE 6/3 as modified by SCE 6/5. In regard to SCE 6/4, the War Department has no real objection to the modification of SCE 6/3 proposed therein, however the language of paragraph 5 c of the Conclusions of SCE 6/3 is more acceptable to the War Department for the following reasons:

a. The emphasis of U. S. feeding policy with regard to Austria and Germany should be toward keeping the Austrian ration higher than the German ration rather than keeping the German ration lower than that in Austria.

b. Failure on the part of UNRRA, the British, the French and the Russians to cooperate fully with the U. S. in providing sufficient food supplies to Austria to maintain a ration and consumption level equal to or higher than that in the Bizonal Area in Germany will require that the US either reduce the ration in Germany or make up for any deficiencies on the part of other members of the occupying powers in Austria if the policy as stated in the suggested revision of SCE 6/3 is to be carried out. With food consumption in the Bizonal Area of Germany having been brought up to the bare subsistence level only four months ago, it would be most undesirable to have to again reduce the ration.

Fahey
DANIEL COX FAHEY, JR.
Chief, Planning Branch

SECRET



February 12, 1947

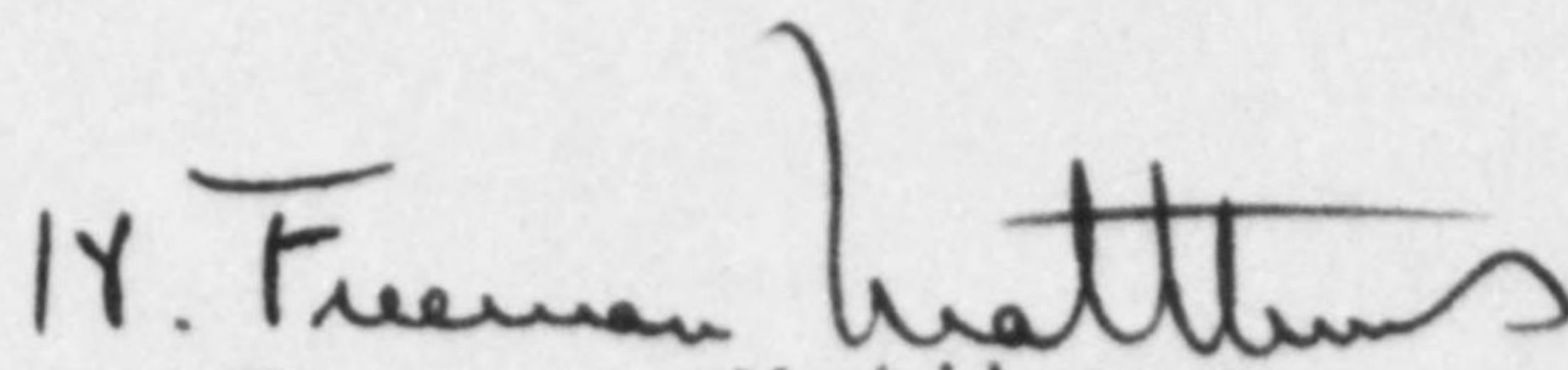
Memorandum from State Member European Subcommittee

Reference: SWNCC Paper SCE 6/3,
SWNCC Paper SCE 6/4.

As an alternative to the proposed amendment to SWNCC SCE 6/3 submitted by the State Member, I should like to submit the following text, to be added to paragraph 5c of the Conclusions and to paragraph 1(c) of the cable, Appendix "C", and to withdraw the earlier amendment circulated as SCE 6/4:

"OMGUS should not consent to a rise in the ration level of the US-UK zones beyond the prevailing level in Austria without prior approval of the United States Government. If the latter judges that such a rise would have serious political repercussions in Austria outweighing in importance the beneficial effects of a rise in the German ration level, it will seek to obtain the consent of the British Government to a postponement of the rise in Germany until the ration can be correspondingly raised in Austria."

In justification of this amendment I should like to point out that a difficult political situation arose in Austria last autumn when announcement was made of an increase in the ration level for Germany before any such announcement could be made for Austria. The situation was belatedly remedied by improvised action on the part of the State Department, War Department and UNRRA, but the recurrence of such a situation should, if possible, be prevented in the future. The proposed amendment will provide a safeguard permitting appropriate action to be taken in the light of political considerations at the time of any proposed increase in the ration level.


H. Freeman Matthews
Director
Office of European Affairs

February 17, 1947

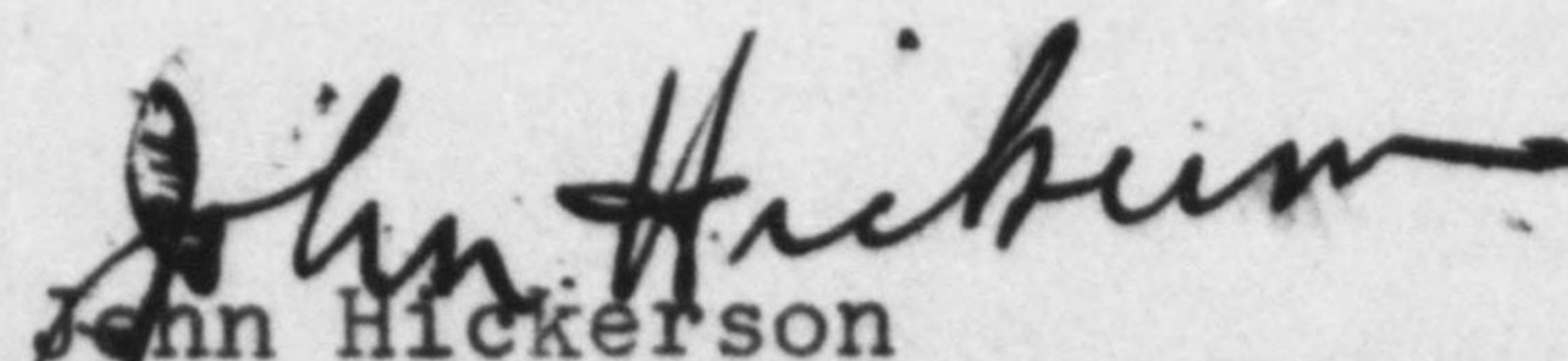
Memorandum from State Member European Subcommittee

Reference: SWNCC Paper SCE 6/3 as amended by SCE 6/4 and SCE 6/5

In SCE 6/5 the War Department Member of the European Committee has approved the SWNCC paper on the German civilian ration subject to amendments A, B, C, D, E, and F. The State Department Member concurs in the War Department amendments A to E, inclusive. With reference to amendment F, however, it is believed that if paragraph 6b(2) is to be amended, reference should be made to paragraph 5b as well as paragraph 5a of the Conclusion, since the former is in essence a condition of the latter. In other words, paragraph 5b indicates that under certain conditions it would be unwise or impracticable to implement paragraph 5a. It is suggested, therefore, that paragraph 6b(2) on page 21 of SCE 6/3 be amended to read as follows:

"Negotiations to be initiated by the State Department with the British Government for obtaining its agreement to the implementation of Conclusion 5a above subject to the conditions laid down in Conclusion 5b above".

The amendment here proposed substitutes "the State Department with the British Government" for the "United States Military Governor for Germany with his British counterpart", since it is believed that the negotiations involved can be more conveniently and satisfactorily conducted in Washington than in Berlin, and do not fall within the competence of the United States and British Zonal Commanders in Germany.


John Hickerson
Acting Director

Office of European Affairs

Wood



THE STATE-WAR-NAVY COORDINATING COMMITTEE
WASHINGTON, D. C.

28 January 1947

MEMORANDUM FOR THE STATE MEMBER, EUROPEAN SUBCOMMITTEE
WAR MEMBER, EUROPEAN SUBCOMMITTEE
NAVY MEMBER, EUROPEAN SUBCOMMITTEE

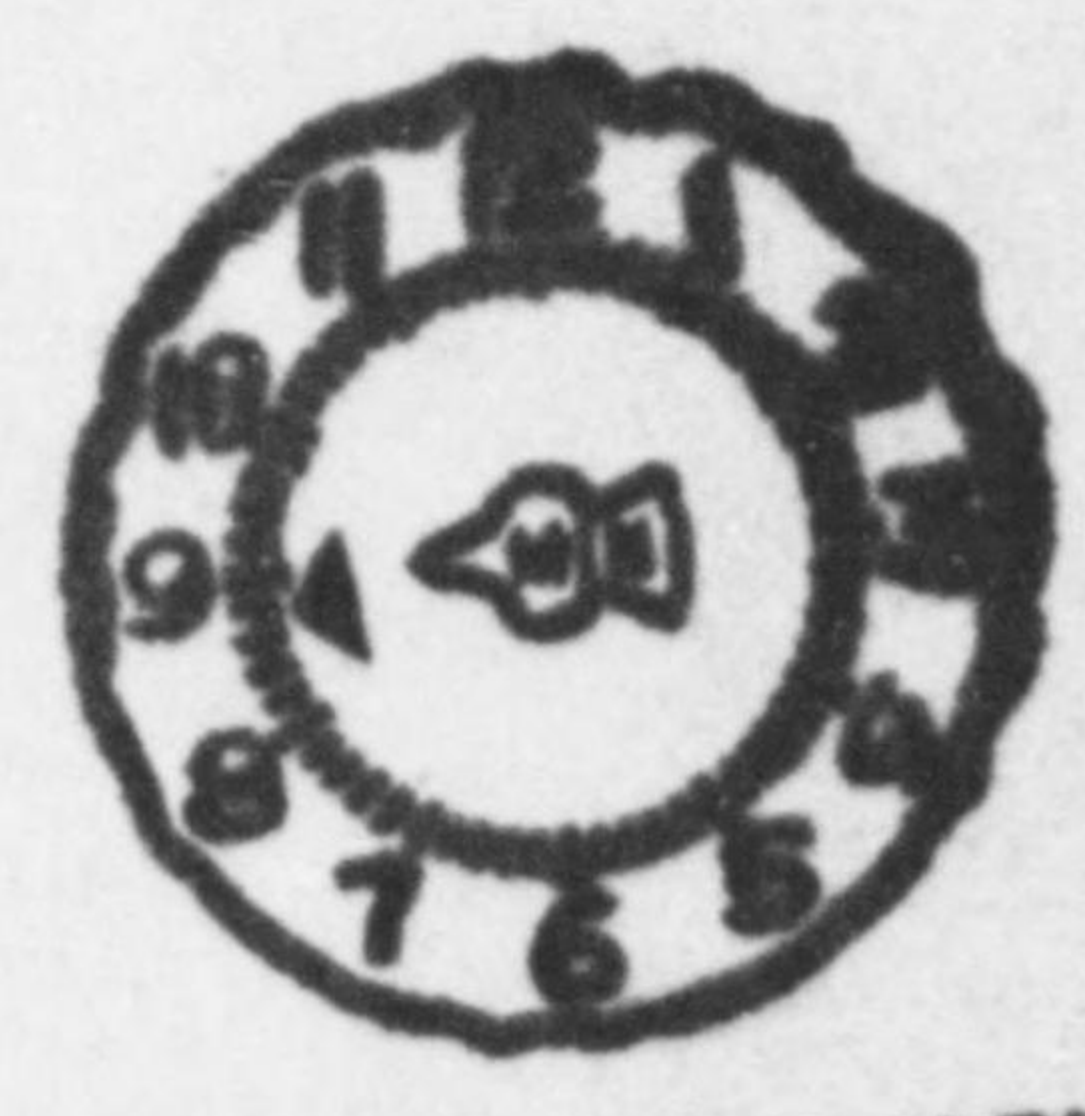
SCE 6/3 dated 27 January 1947 is circulated for consideration by the European Subcommittee as a matter of priority.

It is requested that you indicate your comment or concurrence hereon and return to the undersigned.

H. W. Karbel
H. W. KARBEL,
Acting Secretary,
European Subcommittee

APPROVED: *[Signature]*
DATE: *30 Jan 47*

JAN 31 1947



STATE WAR & NAVY COORDINATING COMMITTEE

28 January 1947

MEMORANDUM FOR THE STATE MEMBER, EUROPEAN SUBCOMMITTEE
WAR MEMBER, EUROPEAN SUBCOMMITTEE
NAVY MEMBER, EUROPEAN SUBCOMMITTEE

SCE 6/3 dated 27 January 1947 is circulated for consideration by the European Subcommittee as a matter of priority.

It is requested that you indicate your comment or concurrence hereon and return to the undersigned.

H. W. KARBEL,
Acting Secretary,
European Subcommittee

APPROVED: _____

DATE: _____

*Maj. Karbel*S E C R E TCOPY NO. 254 March 1947STATE-WAR-NAVY COORDINATING SUBCOMMITTEE FOR EUROPEMEMORANDUM FOR HOLDERS OF SCE 6/3GERMAN CIVILIAN RATIONNote by the Secretary

1. Holders of SCE 6/3 dated 27 January 1947 are requested to make the following changes therein:
 - a. Page 23, Appendix "A", paragraph 3, change "1946" to read "1945".
 - b. Page 24, Appendix "A", paragraph 4, second sentence, delete "most recent" and substitute therefor "October 1946".
 - c. Substitute the attached revised pages 20, 21, 28, and 29 for the ones contained therein and destroy the superseded pages by burning.
2. The above changes are the results of a directive to the Working Party to reconsider and revise SCE 6/3 in light of the changes proposed in SCE 6/4 and SCE 6/5 and for integration of the views of the three departments in this matter.
3. SCE 6/3, as amended herein, is referred to the European Subcommittee for approval.

V. F. FIELD,
Acting Secretary,
European Subcommittee

S E C R E T

S E C R E T

COPY NO. 25

SCE 6/3

27 January 1947

Pages 19 - 29, incl.

STATE-WAR-NAVY COORDINATING SUBCOMMITTEE FOR EUROPE

GERMAN CIVILIAN RATION

Reference: SCE 6/2

Note by the Secretary

The enclosure, a revision of SCE 6/2 by the Working Party,
is circulated for consideration by the European Subcommittee.

H. W. KARBEL,
Acting Secretary,
European Subcommittee.

SCE 6/3

S E C R E T

SECRETENCLOSUREGERMAN CIVILIAN RATION

Report by the
State-War-Navy Coordinating Subcommittee for Europe

THE PROBLEM

1. To formulate a policy with respect to raising the German civilian ration for the normal consumer to 1800 calories daily in accordance with paragraph 10 of the Memorandum of Agreement for the economic fusion of the United States and United Kingdom zones of Germany signed by the Secretary of State and the British Foreign Secretary on December 2, 1946 and effective as of January 1, 1947.

DEFINITIONS

2. Definitions for the purpose of this paper are as follows:

a. The normal consumer ration is the basic ration authorized for issue to all adult individuals. Special adult consumer categories, such as heavy workers, may be authorized supplements to this basic ration.

b. A normal consumer is defined as an adult person who receives only the basic adult ration.

FACTS BEARING ON THE PROBLEM

3. See Appendix "A".

DISCUSSION

4. See Appendix "B".

CONCLUSIONS

5. It is concluded that:

a. The present German ration level of 1550 calories per day for the normal consumer is insufficient for the attainment of U.S. occupation objectives, particularly the promotion of democracy and the revival of a self-sustaining

SEE 6/3

- 19 -

Enclosure

SECRET

SECRET

economy. While the continued stringency of world food supplies will prevent any immediate increase in these rations, there is some hope that the world food situation will have improved sufficiently during the next six months to permit increased food consumption in the deficit areas. Therefore, subject to the availability of funds and supplies, the United States Government should take steps to establish, with the British Government, as soon as possible and in any event not later than ^{October 1, 1947} July 1, 1947 and maintain a daily ration of 1800 calories for the normal consumer in the merged United States and United Kingdom zones in Germany.

b. If, however, world food supplies available are determined by the United States Government to be insufficient to maintain this target ration in Germany and at the same time assure the non-farm consumer in the liberated countries of Western Europe on the average of "rehabilitation standard" of nutrition, the target ration in Germany will have to be correspondingly lowered. Only the most serious deterioration in the supply situation, however, should permit the lowering of the ration in Germany below the present level of 1550 calories per day and every effort should be made to maintain at least the 1550 level.

c. It is the policy of the United States Government, while sharing the responsibility for Austrian imports, to accord Austria, if feasible, better treatment than Germany, since Austria is regarded as a country liberated from Nazi Germany. While practical difficulties may be encountered in carrying out this policy if the daily normal consumer ration in Germany is raised to 1800 calories, plans should be made, if possible, to provide, during the period of United States Government responsibility, for a ration and consumption standard in Austria higher than that planned for Germany. The U.S. Military Governor should not consent to a rise in the ration level of the US-UK zones beyond the

SECRET

prevailing level in Austria without prior approval of the United States Government. If the latter judges that such a rise would have serious political repercussions in Austria outweighing in importance the beneficial effects of a rise in the German ration level, it will seek to obtain the consent of the British Government to a postponement of the rise in Germany until the ration can be correspondingly raised in Austria.

RECOMMENDATIONS

6. It is recommended that:

a. After approval by the Joint Chiefs of Staff from a military point of view, the State-War-Navy Coordinating Committee approve the above conclusions.

b. After approval by the State-War-Navy Coordinating Committee:

(1) the conclusions be transmitted to the Secretaries of State, War, Navy and Agriculture for information and guidance, and where appropriate, for necessary implementation, including requests for such appropriated funds as may be necessary.

(2) Negotiations be initiated by the State Department with the British Government for obtaining its agreement to the implementation of Conclusion 5a above, subject to the conditions laid down in Conclusions 5b and 5c above.

(3) SWNCC take immediate steps in the light of this paper to review existing civilian feeding policies for other U.S. Occupied Areas.

(4) The Joint Chiefs of Staff be requested to transmit the message in Appendix "C" to the Military Governor, Office of Military Government (U.S.), Berlin.

SCE 6/3

- 21 -
(Revised 4 March 1947)

Enclosure

SECRET

S E C R E TAPPENDIX "A"FACTS BEARING ON THE PROBLEM

1. Civilian feeding in the United States zone in Germany is being carried out under the following basic policy directives;

a. Paragraph 21, JCS 1067/6, 26 April 1945:

"a. You will estimate requirements of supplies necessary to prevent starvation or widespread disease or such civil unrest as would endanger the occupying forces.

"b. You will take all practicable economic and police measures to assure that German resources are fully utilized.

"c. You will take no action that would tend to support basic living standards in Germany on a higher level than that existing in any one of the neighboring United Nations and you will take appropriate measures to ensure that basic living standards of the German people are not higher than those existing in any one of the neighboring United Nations when such measures will contribute to raising the standards of any such nation."

b. Paragraph 15 of the Political and Economic Principles of the Berlin Protocol, 2 August 1945:

"Allied Controls shall be imposed upon the German economy but only to the extent necessary:

(a) to carry out programs of industrial disarmament and demilitarization of reparations and of approved exports and imports.

(b) to assure the production and maintenance of goods and services required to meet the needs of the occupying forces and displaced persons in Germany and essential to maintain in Germany average living standards not exceeding the average of standards of living of European Countries (European countries means all European Countries excluding the United Kingdom and the Union of Soviet Socialist Republics)."

SCE 6/3

- 22 -

Appendix "A"

S E C R E T

S E C R E T

c. Paragraph 2, War Department cable WARX 77592,

20 October 1945:

"2. In conformity with United States Government policy to treat Austria similar to a liberated area, United States Government will not support by imports a level of feeding in Germany which cannot be maintained in Austria. The present temporary minimum ration for the normal consumer in Austria has been established by the Council of Foreign Ministers at 1550 calories, to be raised to 2000 calories or more as local or imported supplies become available."

2. On 14 October 1946, common food ration scales, providing a base level of 1550 calories of rationed foods per person per day for the normal consumer, were established in the United States and British zones in Germany. As part of the agreement to merge the two zones economically, it has been agreed by the United States and British occupation authorities to maintain common food ration scales in the two zones. The United States and British Deputy Military Governors for Germany have agreed to the desirability of increasing the daily normal consumer ration to 1800 calories as soon as possible. (See Enclosure, SWNCC 337/D)

3. In August 1946, the Combined Nutrition Committee (composed of representatives of the British, French and United States Military Governments in Germany) established the minimum levels of food intake necessary for growth of children, health of the population, reasonable essential output of work and prevention of civil unrest in Germany as 2000 calories per normal consumer per day total food intake as distinguished from ration food, and corresponding levels for other consumer categories. These levels have been concurred in, as the minimum required to maintain health and a reasonable output of work, by the Surgeon General, United States Army.

SCE 6/3

- 23 -

Appendix "A"

S E C R E T

S E C R E T

4. The nutritional status of the German people in the Western Zones in Germany has been deteriorating progressively since the reduction of the food ration last March and April in the Zones. The ~~most recent~~ ^{October 1946} survey of the Combined Nutrition Committee indicated that the nutritional condition of the German people in the Western Zones had reached the lowest point since the beginning of the occupation.

5. It is the policy of this Government to promote the development of democracy and a self-sustaining economy in Germany. The Commanding General, Office of Military Government (US), states that it is his considered judgment that the present food ration levels in Germany must be increased by FY 1948 to prevent presently continuing physical deterioration from permanently damaging the general health of the German population to a point where realization of the continuing objectives of the occupation will prove impossible. It is further stated by the Commanding General, Office of Military Government (US), that a normal consumer ration of 1800 calories per person per day will make possible a total food intake of 2000 calories per person per day, the amount prescribed by the Combined Nutrition Committee and the Surgeon General, United States Army as being necessary to maintain health and permit reasonable essential output of work by the Germans.

6. Paragraph 10 of the Memorandum of Agreement signed by the Secretary of State of the United States and The Foreign Secretary to His Majesty's Government of Great Britain on 2 December 1946, states: "Food. The two Governments will support, to the full extent that appropriated and other funds will permit, an increase in the present ration standard to 1800 calories for the normal consumer as soon as the world food supply permits. This standard is accepted as the minimum which will support a reasonable economic recovery in Germany. However, in view of the current world food supply, a ration standard of 1550 calories for the normal consumer must be accepted at present."

S E C R E T

7. Paragraph 6 of the Memorandum of Agreement further provides, subject to the provision of the necessary appropriations, that the Governments of the United States and the United Kingdom will become responsible on an equal basis for costs of approved imports brought into account after 31 December 1946, insofar as these cannot be financed from other sources. This will mean that the U.S. will be responsible for financing one-half of the food import requirements for 42.5 million people instead of 18.7 million persons in the U. S. zone.

8. The War Department has no authorization or instructions to implement the agreement of the U.S. and British Governments mentioned in paragraph 6 above, with respect to providing an 1800 calorie ration in the U.S. and British zones in Germany. Until such instructions are received the War Department has no authority to request appropriation of funds sufficient to carry out the U.S. Government's responsibility in the merged U.S. and U.K. zones in Germany as provided in the Memorandum of Agreement of 2 December 1946, between the U.S. and British Governments on the economic fusion of the zones.

SCE 6/3

- 25 -

Appendix "A"

S E C R E T

SECRETAPPENDIX "B"DISCUSSION

1. While a ration of 1550 calories per day for the normal German consumer in the U.S. Zone was initially considered the minimum necessary for the prevention of disease and unrest, it is clear that this ration level cannot long be maintained without seriously and permanently impairing the health of the population and thus jeopardizing the long-term objectives of the occupation. In particular, the promotion of democracy in the U.S. Zone will be seriously threatened by maintaining a very low health level. Production necessary to revive a self-sustaining German economy cannot be achieved unless workers are given reasonably satisfactory rations. Progress in the revival of a self-sustaining German economy is important to the reduction of the costs of occupation and to the general improvement in the economies of Germany's neighbors.

2. An increase in the German civilian ration from 1550 calories per day to 1800 calories per day should be planned on the premise that supply conditions will be such as to also permit the continued maintenance in the Western European liberated countries (France, Belgium, the Netherlands, Luxemburg, and Norway) of a reasonable level of food consumption. "A reasonable level of food consumption" should be defined as 2350 calories per day total intake for the average non-farm consumer (an 1800 calorie ration for the normal German consumer would be equal to about 2100 or 2200 calories per day total intake for the average German non-farm consumer). The 2350 calorie level is defined by the Food and Agriculture Organization as a "rehabilitation level".

3. Unfortunately, considerable difficulty has been experienced in recent months in carrying out the policy of maintaining a higher level of food consumption in Austria than in Germany,

SECRET

S E C R E T

due to the dependence of Austria on UNRRA food supplies which have not been sufficient to meet the ration of 1550 calories per day for the normal consumer as maintained in Germany. With the termination of UNRRA's operations, the War Department is assuming interim responsibility for food supplies for the U.S. Zone of Austria. Plans are being made by the Department of State to request an appropriation from Congress to cover a portion of the estimated deficit in the Austrian balance of international payments for 1947. According to original plans, this deficit was calculated on the assumption that food imports should be sufficient to maintain a ration level of 1550 calories for the normal consumer. The State Department has revised these estimates to permit sufficient food imports to provide a ration to the normal consumer of at least 1800 calories per day which will insure that as a minimum Germany is accorded no better treatment than Austria.

SCE 6/3

- 27 -

Appendix "B"

S E C R E T

S E C R E T

APPENDIX "C"

From: War Department
To: Military Governor, OMGUS, Berlin
Info: USFA, Vienna
Nr:
Reference: CG 5933, October 21, 1946

1. The following policy has been adopted by SWNCC with respect to establishing a target ration of 1800 calories per day for the normal consumer in Germany:

a. The present German ration level of 1550 calories per day for the normal consumer is insufficient for the attainment of U.S. occupation objectives, particularly the promotion of democracy and the revival of a self-sustaining economy. While the continued stringency of world food supplies will prevent any immediate increase in these rations, there is some hope that the world food situation will have improved sufficiently during the next six months to permit increased food consumption in the deficit areas. Therefore, subject to the availability of funds and supplies, the United States Government should take steps to establish, with the British Government, as soon as possible and in any event not later than ^{oct 1,} ~~July 1,~~ 1947 and maintain a daily ration of 1800 calories for the normal consumer in the merged United States and United Kingdom zones in Germany.

b. If, however, world food supplies available are determined by the United States Government to be insufficient to maintain this target ration in Germany and at the same time assure the non-farm consumer in the liberated countries of Western Europe on the average of "rehabilitation standard" of nutrition, the target ration in Germany will have to be correspondingly lowered. Only the most serious deterioration in the supply situation, however, should permit the lowering of the ration in Germany below the present level of 1550 calories per day and every effort should be made to maintain at least the 1550 level.

SCE 6/3

- 28 -
(Revised 4 March 1947)

Appendix "C"

S E C R E T

S E C R E T

c. It is the policy of the United States Government, while sharing the responsibility for Austrian imports, to accord Austria, if feasible, better treatment than Germany, since Austria is regarded as a country liberated from Nazi Germany. While practical difficulties may be encountered in carrying out this policy if the daily normal consumer ration in Germany is raised to 1800 calories, plans should be made, if possible, to provide, during the period of United States Government responsibility, for a ration and consumption standard in Austria higher than that planned for Germany. The U.S. Military Governor should not consent to a rise in the ration level of the US-UK zones beyond the prevailing level in Austria without prior approval of the United States Government. If the latter judges that such a rise would have serious political repercussions in Austria outweighing in importance the beneficial effects of a rise in the German ration level, it will seek to obtain the consent of the British Government to a postponement of the rise in Germany until the ration can be correspondingly raised in Austria.

2. SWNCC has also approved recommendations that

a. the above conclusions be transmitted to the Secretaries of State, War, Navy, and Agriculture for information and guidance, and where appropriate, for necessary implementation, including requests for such appropriated funds as may be necessary; and

b. Negotiations be initiated by the State Department with the British Government for obtaining its agreement to the implementation of conclusion 1a above, subject to the conditions laid down in conclusions 1b and 1c above.

3. The foregoing supersedes paragraph 2, WARX 77582, 20 October 1945.

3CE 6/3

- 29 -
(Revised 4 March 1947)

Appendix "C"

S E C R E T

SWNNC

Major Karbel:

Attached is the
working party redraft of
SCE 6/2 on the German
civilian ration. Please
note change in title.

H.D. Wyner

S E C R E T

SCE 6/3

Maj. G.O. Fraser
11 January 1947GERMAN CIVILIAN RATION
Reference: SCE 6/2THE PROBLEM

1. To formulate a policy with respect to raising the German civilian ration for the normal consumer to 1800 calories daily in accordance with paragraph 10 of the Memorandum of Agreement for the economic fusion of the United States and United Kingdom zones of Germany signed by the Secretary of State and the British Foreign Secretary on December 2, 1946 and effective as of January 1, 1947.

DEFINITIONS

2. Definitions for the purpose of this paper are as follows:
- a. The normal consumer ration is the basic ration authorized for issue to all adult individuals. Special adult consumer categories, such as heavy workers, may be authorized supplements to this basic ration.
 - b. A normal consumer is defined as an adult person who receives only the basic adult ration.

FACTS BEARING ON THE PROBLEM

3. (See Appendix A)

DISCUSSION

4. (See Appendix B)

CONCLUSION

5. It is concluded that:
- a. The present German ration level of 1550 calories per day for the normal consumer is insufficient for the attainment of U.S. occupation objectives, particularly the promotion of democracy and the revival of a self-sustaining economy. While the continued stringency of world food supplies will prevent any immediate increase in these rations, there is some hope that
the world

- 2 -

the world food situation will have improved sufficiently during the next six months to permit increased food consumption in the deficit areas. Therefore, subject to the availability of funds and supplies, the United States Government should take steps to establish, with the British Government, as soon as possible and in any event not later than July 1, 1947 and maintain jointly a daily ration of 1800 calories in the merged United States and United Kingdom zones in Germany.

b. If, however, world food supplies available are determined by the United States Government to be insufficient to maintain this target ration in Germany and at the same time assure the non-farm consumer in the liberated countries of Western Europe on the average of "rehabilitation standard" of nutrition, the target ration in Germany will have to be correspondingly lowered. Only the most serious deterioration in the supply situation, however, should permit the lowering of the ration in Germany below the present level of 1550 calories per day and every effort should be made to maintain at least the 1550 level.

c. It is the policy of the United States Government, while sharing the responsibility for Austrian imports, to accord Austria, if feasible, better treatment than Germany, since Austria is regarded as a country liberated from Nazi Germany. While practical difficulties may be encountered in carrying out this policy if the daily normal consumer ration in Germany is raised to 1900 calories, plans should be made, if possible, to provide, during the period of United States Government responsibility, for a ration and consumption standard in Austria higher than that planned for Germany.

RECOMMENDATIONS

6. It is recommended that:

a. After concurrence by the Joint Chiefs of Staff the State-War-Navy Coordinating Committee approve the above conclusions.

conclusions.

b. After approval by the State-War-Navy Coordinating Committee

(1) the conclusions be transmitted to the Secretaries of State, War, Navy and Agriculture for information and guidance, and ^{where} ~~when~~ appropriate, for necessary implementation, including requests for such appropriated funds as may be necessary.

(2) Negotiations be initiated with the British Government for obtaining its agreement to the ~~establishment of a daily ration of 1800 calories for the normal consumer in the bi-zonal area in Germany as soon as possible and in any event not later than July 1, 1947.~~
implementation of Conclusion 52. above.

(3) SWNCC take immediate steps in the light of this paper to review existing civilian feeding policies for other U.S. Occupied Areas.

(4) The Joint Chiefs of Staff be requested to transmit the message in ~~the~~ Appendix ^C_A to the Military Governor, Office of Military Government (U.S.) Berlin.

APPENDIX A

1. Civilian feeding in the United States zone in Germany is being carried out under the following basic policy directives: --

a. Paragraph 21, JCS 1067/6, 26 April 1945.

"a. You will estimate requirements of supplies necessary to prevent starvation or widespread disease or such civil unrest as would endanger the occupying forces.

"b. You will take all practicable economic and police measures to assure that German resources are fully utilized.

"c. You will take no action that would tend to support basic living standards in Germany on a higher level than that existing in any one of the neighboring United Nations and you will take appropriate measures to ensure that basic living standards of the German people are not higher than those existing in any one of the neighboring United Nations when such measures will contribute to raising the standards of any such nations."

b. Paragraph 15 of the Political and Economic Principles of the Berlin Protocol, 2 August 1945.

"Allied Controls shall be imposed upon the German economy but only to the extent necessary:

(a) to carry out programs of industrial disarmament and demilitarization of reparations and of approved exports and imports.

(b) to assure the production and maintenance of goods and services required to meet the needs of the occupying forces and displaced persons in Germany and essential to maintain in Germany average living standards not exceeding the average of standards of living of European Countries (European countries means all European countries excluding the United Kingdom and the Union of Soviet Socialist Republics)."

c. Paragraph 2, War Department cable WARX 77592, 20 October 1945.

"2. In conformity with United States Government policy to treat Austria similar to a liberated area, United States Government

will not support by imports a level of feeding in Germany which cannot be maintained in Austria. The present temporary minimum ration for the normal consumer in Austria has been established by the Council of Foreign Ministers at 1550 calories, to be raised to 2000 calories or more as local or imported supplies become available."

2. On 14 October 1946, common food ration scales, providing a base level of 1550 calories of rationed foods per person per day for the normal consumer, were established in the United States and British zones in Germany. As part of the agreement to merge the two zones economically, it has been agreed by the United States and British occupation authorities to maintain common food ration scales in the two zones. The United States and British Deputy Military Governors for Germany have agreed to the desirability of increasing the daily normal consumer ration to 1800 calories as soon as possible. (See Enclosure, SWNCC 337/D).

3. In August 1946, the Combined Nutrition Committee (composed of representatives of the British, French and United States Military Governments in Germany) established the minimum levels of food intake necessary for growth of children, health of the population, reasonable essential output of work and prevention of civil unrest in Germany as 2000 calories per normal consumer per day total food intake as distinguished from ration food, and corresponding levels for other consumer categories. These levels have been concurred in, as the minimum required to maintain health and a reasonable output of work, by the Surgeon General, United States Army.

4. The nutritional status of the German people in the Western Zones in Germany has been deteriorating progressively since the reduction of the food ration last March and April in the Zones. The most recent survey of the Combined Nutrition Committee indicated that the nutritional condition of the German people in the Western Zones had reached the lowest point since the beginning of the occupation.

5. It is the policy of this Government to promote the development of democracy and a self-sustaining economy in Germany. The Commanding General, Office of Military Government (US), states that it is his considered judgment that the present food ration levels in Germany must be increased by FY 1948 to prevent presently continuing physical deterioration from permanently damaging

the general health of the German population to a point where realization of the continuing objectives of the occupation will prove impossible. It is further stated by the Commanding General, Office of Military Government (US), that a normal consumer ration of 1800 calories per person per day will make possible a total food intake of 2000 calories per person per day, the amount prescribed by the Combined Nutrition Committee and the Surgeon General, United States Army as being necessary to maintain health and permit reasonable essential output of work by the Germans.

6. Paragraph 10 of the Memorandum of Agreement signed by the Secretary of State of the United States and The Foreign Secretary to His Majesty's Government of Great Britain on 2 December 1946, states: "Food. The two Governments will support, to the full extent that appropriated and other funds will permit, an increase in the present ration standard to 1800 calories for the normal consumer as soon as the world food supply permits. This standard is accepted as the minimum which will support a reasonable economic recovery in Germany. However, in view of the current world food supply, a ration standard of 1550 calories for the normal consumer must be accepted at present."

7. Paragraph 6 of the Memorandum of Agreement further provides, subject to the provision of the necessary appropriations, that the governments of the United States and the United Kingdom will become responsible on an equal basis for costs of approved imports brought into account after 31 December 1946, insofar as these cannot be financed from other sources. This will mean that the U. S. will be responsible for financing one-half of the food import requirements for 42.5 million people instead of 18.7 million persons in the U. S. zone.

8. The War Department has no authorization or instructions to implement the agreement of the U. S. and British Governments mentioned in paragraph ⁶ above, with respect to providing an 1800 calorie ration in the U. S. and British zones in Germany. Until such instructions are received the War Department has no authority to request appropriation of funds sufficient to carry out the U. S. Government's responsibility in the merged U. S. and U. K. zones in Germany as provided in the Memorandum of Agreement of 2 December 1946, between the U. S. and British Governments on the economic fusion of the zones.

APPENDIX B

1. While a ration of 1550 calories per day for the normal German consumer in the U. S. Zone was initially considered the minimum necessary for the prevention of disease and unrest, it is clear that this ration level cannot long be maintained without seriously and permanently impairing the health of the population and thus jeopardizing the long term objectives of the occupation. In particular, the promotion of democracy in the U. S. Zone will be seriously threatened by maintaining a very low health level. Production necessary to revive a self-sustaining German economy cannot be achieved unless workers are given reasonably satisfactory rations. Progress in the revival of a self-sustaining German economy is important to the reduction of the costs of occupation and to the general improvement in the economies of Germany's neighbors.

2. An increase in the German civilian ration from 1550 calories per day to 1800 calories per day should be planned on the premise that supply conditions will be such as to also permit the continued maintenance in the Western European liberated countries (France, Belgium, the Netherlands, Luxemburg, and Norway) of a reasonable level of food consumption. "A reasonable level of food consumption" should be defined as 2350 calories per day total intake for the average non-farm consumer (an 1800 calorie ration for the normal German consumer would be equal to about 2100 or 2200 calories per day total intake for the average German non-farm consumer). The 2350 calorie level is defined by the Food and Agriculture Organization as a "rehabilitation level".

3. Unfortunately, considerable difficulty has been experienced in recent months in carrying out the policy of maintaining a higher level of food consumption in Austria than in Germany, due to the dependence of Austria on UNRRA food supplies which have not been sufficient to meet the ration of 1550 calories per day for the normal consumer as maintained in Germany. With the termination of UNRRA's operations on ~~January 1, 1947~~, the War Department ^{IS} _A ¹⁴⁷ assumed interim responsibility for food supplies for the U. S. Zone of Austria. Plans are being made by the Department of State to request an appropriation from Congress to cover a portion of the estimated deficit in the Austrian balance of international payments for 1947. ~~According to present plans, this deficit is being calculated~~ ^{was}

According to original plans, this deficit was calculated on the assumption that food imports should be sufficient to maintain a ration level of 1550 calories for the normal consumer. The State Department has revised these estimates to permit sufficient food imports to provide a ration to the normal consumer of at least 1800 calories per day which will insure that as a minimum Germany is accorded no better treatment than Austria.

APPENDIX C

From: War Department
To: Military Governor, OMGUS, Berlin
Info: USFA, Vienna
Nr:
Reference: CC 5933, October 21, 1946

I. The following policy has been adopted by SWNCC with respect to establishing a target ration of 1800 calories per day for the normal consumer in Germany:

1. (Insert the three paragraphs listed under "Conclusion")
- 2.
- 3.

III. SWNCC has also approved recommendations that

- (1) the above conclusions be transmitted to the Secretaries of State, War, Navy, and Agriculture for information and guidance, and ^{where} ~~when~~ appropriate, for necessary implementation, including requests for such appropriated funds as may be necessary; and
- (2) negotiations be initiated with the British Government for obtaining its agreement to the ^{implementation} ~~establishment~~ of paragraph a. under I. above. ~~of a daily ration of 1800 calories for the normal consumer in Germany as soon as possible and in any event not later than July 1, 1947.~~

The foregoing supersedes paragraph 2, WARX 77582, 20 October 1945.

^v
[^] Pursuant to recommendation (2) above, you should approach your British opposite soonest to implement paragraph a. under I. above.

THE STATE-WAR-NAVY COORDINATING COMMITTEE
WASHINGTON, D. C.

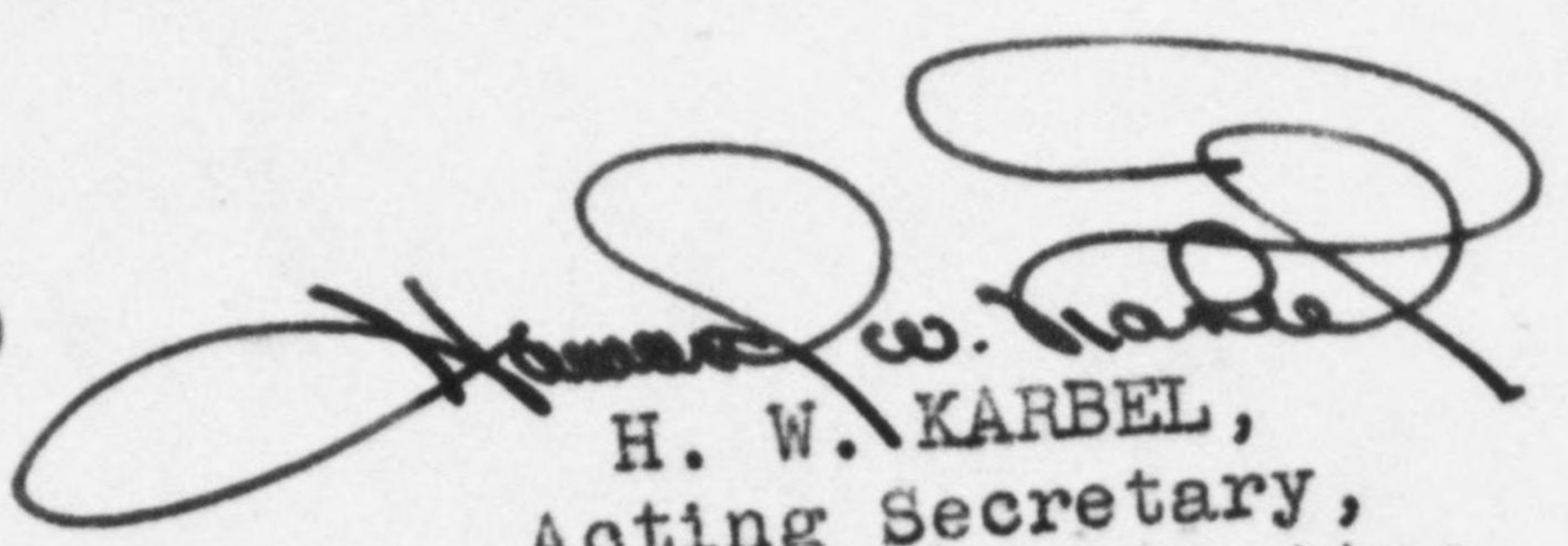
16 December 1946

MEMORANDUM FOR THE STATE MEMBER, EUROPEAN SUBCOMMITTEE
WAR MEMBER, EUROPEAN SUBCOMMITTEE
NAVY MEMBER, EUROPEAN SUBCOMMITTEE

SCE 6/2, dated 16 December 1946, is circulated for consideration by the European Subcommittee.

It is requested that you indicate your concurrence or comment hereon and return to the undersigned, Room 2027 New War Department Building.

I concur:
GA: Jcdw. (deWilde)
CE: Juk.


H. W. KARBEL,
Acting Secretary,
European Subcommittee

APPROVED: NF Matthews, STATE MEMBER

DATE: Dec 23, 1946



Col Ward

P40

THE STATE-WAR-NAVY COORDINATING COMMITTEE
WASHINGTON, D. C.

16 December 1946

MEMORANDUM FOR THE STATE MEMBER, EUROPEAN SUBCOMMITTEE
WAR MEMBER, EUROPEAN SUBCOMMITTEE
NAVY MEMBER, EUROPEAN SUBCOMMITTEE

SEC 6/2, dated 16 December 1946, is circulated for consideration by the European Subcommittee.

It is requested that you indicate your concurrence or comment hereon and return to the undersigned, Room 2027 New War Department Building.

Howard W. Karbel
H. W. KARBEL,
Acting Secretary,
European Subcommittee

APPROVED: *Col Ward*
DATE: *18 Dec 46*

COPY TO ACCOMPANY ORIGINAL

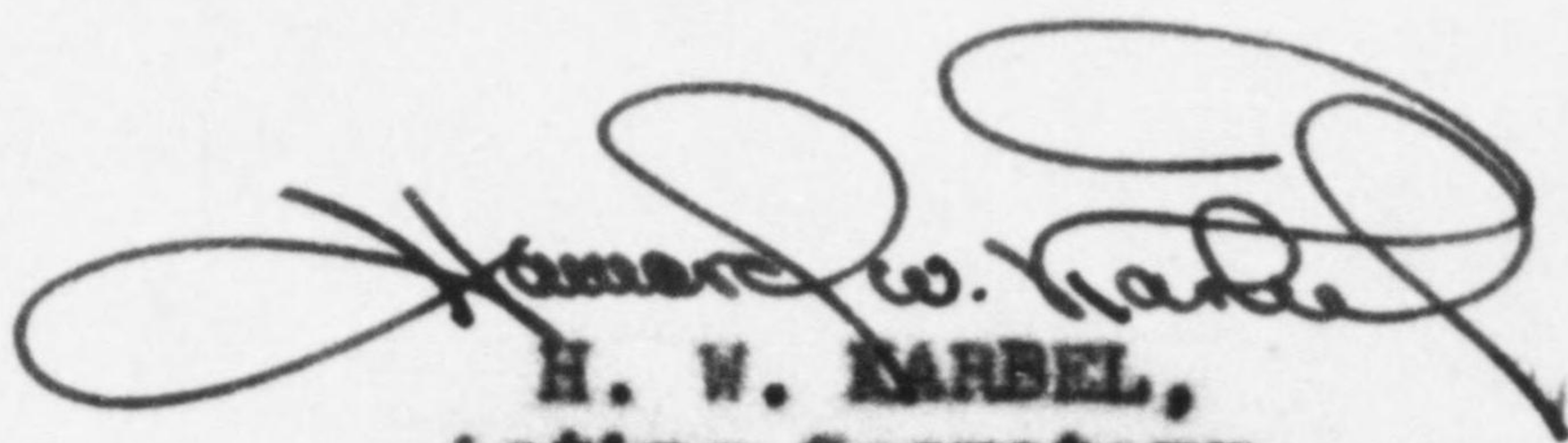
THE STATE-WAR-NAVY COORDINATING COMMITTEE
WASHINGTON, D. C.

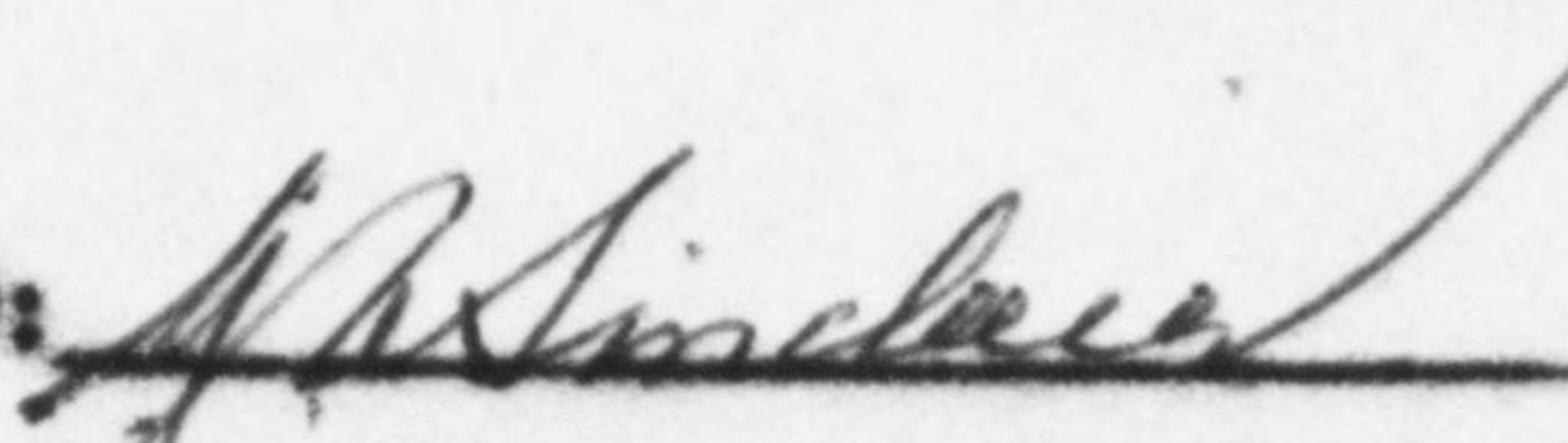
16 December 1946

MEMORANDUM FOR THE STATE MEMBER, EUROPEAN SUBCOMMITTEE
WAR MEMBER, EUROPEAN SUBCOMMITTEE
NAVY MEMBER, EUROPEAN SUBCOMMITTEE

SCE 6/2, dated 16 December 1946, is circulated for consideration by the European Subcommittee.

It is requested that you indicate your concurrence or comment hereon and return to the undersigned, Room 2027 New War Department Building.


H. W. KARBEL,
Acting Secretary,
European Subcommittee

APPROVED: 

DATE: 18 December 1946

16 December 1946

MEMORANDUM FOR THE STATE MEMBER, EUROPEAN SUBCOMMITTEE
WAR MEMBER, EUROPEAN SUBCOMMITTEE
NAVY MEMBER, EUROPEAN SUBCOMMITTEE

SEC 6/2, dated 16 December 1946, is circulated for consideration by the European Subcommittee.

It is requested that you indicate your concurrence or comment hereon and return to the undersigned, Room 2027 New War Department Building.

H. W. KARBEL,
Acting Secretary,
European Subcommittee

APPROVED: _____

DATE: _____

COPY NO. 25

S E C R E T

SCE 6/2

16 December 1946

Pages 10 - 18, incl.

STATE-WAR-NAVY COORDINATING SUBCOMMITTEE FOR EUROPE

GERMAN CIVILIAN RATION FOR FISCAL YEAR 1948

- References: a. SWNCC 337/D
- b. SCE 6 Series

Note by the Secretary

The enclosure, a revision of SCE 6 by the Working Party, is circulated for consideration by the European Subcommittee.

H. W. KARBEL,
Acting Secretary

SCE 6/2

S E C R E T

S E C R E TE N C L O S U R EGERMAN CIVILIAN RATION FOR FISCAL YEAR 1948Report by the Working Party,
State-War-Navy Coordinating Subcommittee for EuropeTHE PROBLEM

1. To formulate a policy with respect to the establishing of a target ration for the fiscal year 1948 at 1800 calories of ration controlled foods per day for the normal consumer in the United States zone, Germany.

DEFINITIONS

2. Definitions for the purpose of this paper are as follows:

a. The normal consumer ration is the basic ration authorized for issue to all adult individuals. Special adult consumer categories, such as heavy workers, may be authorized supplements to this basic ration.

b. A normal consumer is defined as an adult person who receives only the basic adult ration.

FACTS BEARING ON THE PROBLEM

3. Civilian feeding in the United States zone in Germany is being carried out under the following basic policy directives:

a. Paragraph 21, JCS 1067/6, 26 April 1945.

"a. You will estimate requirements of supplies necessary to prevent starvation or widespread disease or such civil unrest as would endanger the occupying forces.

"b. You will take all practicable economic and police measures to assure that German resources are fully utilized.

"c. You will take no action that would tend to support basic living standards in Germany on a higher level than that existing in any one of the neighboring United Nations and you will take appropriate measures to ensure that basic living standards of the German people are not

S E C R E T

higher than those existing in any one of the neighboring United Nations when such measures will contribute to raising the standards of any such rations."

b. Paragraph 15 of the Political and Economic Principles of the Berlin Protocol, 2 August 1945.

"Allied Controls shall be imposed upon the German economy but only to the extent necessary:

(a) to carry out programs of industrial disarmament and demilitarization of reparations and of approved exports and imports.

(b) to assure the production and maintenance of goods and services required to meet the needs of the occupying forces and displaced persons in Germany and essential to maintain in Germany average living standards not exceeding the average of standards of living of European Countries. (European countries means all European countries excluding the United Kingdom and the Union of Soviet Socialist Republics)."

c. Paragraph 2, War Department cable WARX 77592, 20 October 1945.

"2. In conformity with United States Government policy to treat Austria similar to a liberated area, United States Government will not support by imports a level of feeding in Germany which cannot be maintained in Austria. The present temporary minimum ration for the normal consumer in Austria has been established by the Council of Foreign Ministers at 1550 calories, to be raised to 2000 calories [intake] or more as local or imported supplies become available."

4. On 14 October 1946, common food ration scales, providing a base level of 1550 calories of rationed foods per person per day for the normal consumer, were established in the United States and British zones in Germany. As part of the agreement to merge the two zones economically, it has been agreed by the United States and British occupation authorities to maintain common food ration

SCE 6/2

- 11 -

Enclosure

S E C R E T

S E C R E T

scales in the two zones. The United States and British Deputy Military Governors for Germany have agreed to the desirability of increasing the daily normal consumer ration to 1800 calories as soon as possible. (See Enclosure, SWNCC 337/D)

5. In August 1946, the Combined Nutrition Committee (composed of representatives of the British, French and United States Military Governments in Germany) established the minimum levels of food intake necessary for growth of children, health of the population, reasonable essential output of work and prevention of civil unrest in Germany as 2000 calories per normal consumer per day total food intake as distinguished from ration food, and corresponding levels for other consumer categories. These levels have been concurred in, as the minimum required to maintain health and a reasonable output of work, by the Surgeon General, United States Army.

6. The nutritional status of the German people in the Western Zones in Germany has been deteriorating progressively since the reduction of the food ration last March and April in the Zones. The most recent survey of the Combined Nutrition Committee indicated that the nutritional condition of the German people in the Western Zones had reached the lowest point since the beginning of the occupation.

7. It is the policy of this Government to promote the development of democracy and a self-sustaining economy in Germany. The Commanding General, Office of Military Government (US), states that it is his considered judgment that the present food ration levels in Germany must be increased by FY 1948 to prevent presently continuing physical deterioration from permanently damaging the general health of the German population to a point where realization of the continuing objectives of the occupation will prove impossible. It is further stated by the Commanding General, Office of Military Government (US), that a normal consumer ration of 1800 calories per person per day will make possible a total food intake of 2000 calories per person per day,

S E C R E T

the amount prescribed by the Combined Nutrition Committee and the Surgeon General, United States Army as being necessary to maintain health and permit reasonable essential output of work by the Germans.

8. Paragraph 10 of the Memorandum of Agreement signed by the Secretary of State of the United States and The Foreign Secretary to His Majesty's Government of Great Britain on 2 December 1946 states: "Food. The two Governments will support, to the full extent that appropriated and other funds will permit, an increase in the present ration standard to 1800 calories for the normal consumer as soon as the world food supply permits. This standard is accepted as the minimum which will support a reasonable economic recovery in Germany. However, in view of the current world food supply, a ration standard of 1550 calories for the normal consumer must be accepted at present."

DISCUSSION

9. While a ration of 1550 calories per day for the normal German consumer in the U.S. Zone was initially considered the minimum necessary for the prevention of disease and unrest, it is clear that this ration level cannot long be maintained without seriously and permanently impairing the health of the population and thus jeopardizing the long term objectives of the occupation. In particular, the promotion of democracy in the U.S. Zone will be seriously threatened by maintaining a very low health level. Production necessary to revive a self-sustaining German economy cannot be achieved unless workers are given reasonably satisfactory rations. Progress in the revival of a self-sustaining German economy is important to the reduction of the costs of occupation and to the general improvement in the economies of Germany's neighbors.

10. An increase in the German civilian ration from 1550 calories per day to 1800 calories per day should be planned on the premise that supply conditions will be such as to also permit the continued maintenance in the Western European liberated

S E C R E T

S E C R E T

countries (France, Belgium, the Netherlands, Luxemburg, and Norway) of a reasonable level of food consumption. "A reasonable level of food consumption" should be defined as 2350 calories per day total intake for the average non-farm consumer (an 1800 calorie ration for the normal German consumer would be equal to about 2100 or 2200 calories per day total intake for the average German non-farm consumer). The 2350 calorie level is defined by the Food and Agriculture Organization as a "rehabilitation level".

11. Unfortunately, considerable difficulty has been experienced in recent months in carrying out the policy of maintaining a higher level of food consumption in Austria than in Germany, due to the dependence of Austria on UNRRA food supplies which have not been sufficient to meet the ration of 1550 calories per day for the normal consumer as maintained in Germany. With the termination of UNRRA's operations on January 1, 1947, the War Department will assume such interim responsibility for food supplies as SWNCC determines. Plans are being made by the Department of State to request an appropriation from Congress to cover a portion of the estimated deficit in the Austrian balance of international payments for 1948. According to present plans, this deficit is being calculated on the assumption that food imports should be sufficient to maintain a ration level of 1550 calories to the normal consumer. The State Department is to revise these estimates to permit sufficient food imports to provide a ration to the normal consumer higher than 1800 calories per day in order to preserve this Government's policy of treating Austria better than Germany.

CONCLUSIONS

12. It is concluded that:

a. The present German ration level of 1550 calories per day for the normal consumer is insufficient for the attainment of U.S. occupation objectives, particularly the promotion of democracy and the revival of a self-sustaining economy. While the continued stringency of world food supplies will prevent any increase in these rations during

S E C R E T

the fiscal year 1947, there is some hope that the world food situation in the fiscal year 1948 will have improved sufficiently to permit increased food consumption in the deficit areas. The United States Government, therefore, should plan, as a matter of policy and subject to availability of funds and supplies, to achieve and maintain during the fiscal year 1948 a daily ration of 1800 calories for the normal consumer in the United States Zone of Germany.

b. If, however, world food supplies available over the fiscal year 1948, appear at any time insufficient to achieve this target ration in Germany and at the same time assure the non-farm consumer in the liberated countries of Western Europe on the average of "rehabilitation standard" of nutrition, the target ration in Germany will have to be correspondingly lowered. Only the most serious deterioration in the supply situation, however, should permit the lowering of the ration in Germany below the present level of 1550 calories per day and every effort should be made to maintain at least the 1550 level.

c. It is the policy of the United States Government to accord Austria better treatment than Germany, since Austria is regarded as a country liberated from Nazi Germany. The United States Government should therefore plan to provide for a ration and consumption standard in Austria higher than that planned for Germany.

RECOMMENDATIONS

13. It is recommended that:

a. After concurrence by the Joint Chiefs of Staff the State-War-Navy Coordinating Committee approve the above conclusions.

b. After approval by the State-War-Navy Coordinating Committee

SCE 6/2

- 15 -

Enclosure

S E C R E T

S E C R E T

(1) the conclusions be transmitted to the Secretaries of State, War, Navy, and Agriculture for information and guidance, and when appropriate, for necessary implementation.

(2) The Joint Chiefs of Staff be requested to transmit the message in the Appendix to the Military Governor, Office of Military Government (U.S.), Berlin.

SCE 6/2

- 16 -

Enclosure

S E C R E T

S E C R E TA P P E N D I X

From: War Department
To: Military Governor, OMGUS, Berlin
Info: USFA, Vienna
Nr:
Reference: CC 5933, October 21, 1946.

The following policy has been adopted by SWNCC with respect to establishing a target ration of 1800 calories per day for the fiscal year 1948 for the normal consumer in the United States zone of Germany:

1. The present German ration level of 1550 calories per day for the normal consumer is insufficient for the attainment of U.S. occupation objectives, particularly the promotion of democracy and the revival of a self-sustaining economy. While the continued stringency of world food supplies will prevent any increase in these rations during the fiscal year 1947, there is some hope that the world food situation in the fiscal year 1948 will have improved sufficiently to permit increased food consumption in the deficit areas. The United States Government, therefore, should plan, as a matter of policy, and subject to availability of funds and supplies to achieve and maintain during the fiscal year 1948 a daily ration level of 1800 calories for the normal consumer in the United States Zone of Germany.

2. If, however, world food supplies available over the fiscal year 1948, appear at any time insufficient to achieve this target ration in Germany and at the same time assure the non-farm consumer in the liberated countries of Western Europe on the average a "rehabilitation standard" of nutrition, the target ration in Germany will have to be correspondingly lowered. Only the most serious deterioration in the supply situation, however, should permit the lowering of the ration in Germany below the present level of 1550

SCE 6/2

- 17 -

Appendix

S E C R E T

S E C R E T

calories per day and every effort should be made to maintain at least the 1550 level.

3. It is the policy of the United States Government to accord Austria better treatment than Germany, since Austria is regarded as a country liberated from Nazi Germany. The United States Government should therefore plan to provide for a ration and consumption standard in Austria higher than that planned for Germany.

The foregoing supersedes paragraph 2, WARX 77592, 20 October 1945.

SCE 6/2

- 18 -

Appendix

S E C R E T

SCE 6/2

SECRETENCLOSUREGERMAN CIVILIAN RATION FOR FISCAL YEAR 1948STATEMENT OF THE PROBLEM

1. To formulate a policy with respect to the establishing of a target ration for the fiscal year 1948 at 1800 calories of ration controlled foods per day for the normal consumer in the United States zone, Germany.

DEFINITIONS

2. Definitions for the purpose of this paper are as follows:

a. The normal consumer ration is the basic ration authorized for issue to all adult individuals. Special adult consumer categories, such as heavy workers, may be authorized supplements to this basic ration.

b. ~~For the purpose of this paper~~ A normal consumer is defined as an adult person who receives only the basic adult ration.

FACTS BEARING ON THE PROBLEM

3. Civilian feeding in the United States zone in Germany is being carried out under the following basic policy directives:

a. Paragraph 21, JCS 1067/6, 26 April 1945.

"a. You will estimate requirements of supplies necessary to prevent starvation or widespread disease or such civil unrest as would endanger the occupying forces.

"b. You will take all practicable economic and police measures to assure that German resources are fully utilized.

"c. You will take no action that would tend to support basic living standards in Germany on a higher level than that existing in any one of the neighboring United Nations and you will take appropriate measures

to ensure that basic living standards of the German people are not higher than those existing in any one of the neighboring United Nations when such measures will contribute to raising the standards of any such nations."

b. Paragraph 15 of the Political and Economic Principles of the Berlin Protocol, 2 August 1945.

"Allied Controls shall be imposed upon the German economy but only to the extent necessary:

(a) to carry out programs of industrial disarmament and demilitarization of reparations and of approved exports and imports.

(b) to assure the production and maintenance of goods and services required to meet the needs of the occupying forces and displaced persons in Germany and essential to maintain in Germany average living standards not exceeding the average of standards of living of European Countries. (European countries means all European countries excluding the United Kingdom and the Union of Soviet Socialist Republics)."

g. Paragraph 2, War Department cable WARX 77592, 20 October 1945

"2. In conformity with United States Government policy to treat Austria similar to a liberated area, United States Government will not support by imports a level of feeding in Germany which cannot be maintained in Austria. The present temporary minimum ration for the normal consumer in Austria has been established by the Council of Foreign Ministers at 1550 calories, to be raised to 2000 calories ^[intake] or more as local or imported supplies became available."

4. On 14 October 1946, common food ration scales, providing a base level of 1550 calories of rationed foods per person per day for the normal consumer, were established in the United States and British zones in Germany. As part of the agreement to merge the two zones economically, it has been agreed by the United States and British occupation authorities to maintain common food ration scales in the two zones. The United States and British Deputy Military Governors for Germany have agreed to the desirability of increasing the daily normal consumer ration to 1800 calories as soon as possible. (See Enclosure, SWNCC 337/D).

5. In August 1946, the Combined Nutrition Committee (composed of representatives of the British, French and United States Military Governments in Germany) established the minimum levels of food intake necessary for growth of children, health of the population, reasonable essential output of work and prevention of civil unrest in Germany as 2000 calories per normal consumer per day total food intake as distinguished from ration food, and corresponding levels for other consumer categories. These levels have been concurred in, as the minimum required to maintain health and a reasonable output of work, by the Surgeon General, United States Army.

6. The nutritional status of the German people in the Western Zones in Germany has been deteriorating progressively since the reduction of the food ration last March and April in the Zones. The most recent survey of the Combined Nutrition Committee indicated that the nutritional condition of the German people in the Western Zones had reached the lowest point since the beginning of the occupation.

7. It is the policy of this Government to promote the development of democracy and a self-sustaining economy in Germany. The Commanding General, Office of Military Government

(US), states that it is his considered judgment that the present food ration levels in Germany must be increased by FY 1948 to prevent presently continuing physical deterioration from permanently damaging the general health of the German population to a point where realization of the continuing objectives of the occupation will prove impossible. It is further stated by the Commanding General, Office of Military Government (US), that a normal consumer ration of 1800 calories per person per day will make possible a total food intake of 2000 calories per person per day, the amount prescribed by the Combined Nutrition Committee and the Surgeon General, United States Army as being necessary to maintain health and permit reasonable essential output of work by the Germans.

DISCUSSION

8. Paragraph 10 of the Memorandum of Agreement signed by the Secretary of State of the United States and The Foreign Secretary to His Majesty's Government of Great Britian on 2 December 1946 states: "Food. The two Governments will support, to the full extent that appropriated and other funds will permit, an increase in the present ration standard to 1800 calories for the normal consumer as soon as the world food supply permits. This standard is accepted as the minimum which will support a reasonable economic recovery in Germany. However, in view of the current world food supply, a ration standard of 1550 calories for the normal consumer must be accepted at present."

9. While a ration of 1550 calories per day for the normal German consumer in the U. S. Zone was initially considered the minimum necessary for the prevention of disease and unrest, it is clear that this ration level cannot long be maintained without seriously and permanently impairing the health of the population and thus jeopardizing the long term objectives of the occupation.

In particular, the promotion of democracy in the U. S. Zone will be seriously threatened by maintaining a very low health level. Production necessary to revive a self-sustaining German economy cannot be achieved unless workers are given reasonably satisfactory rations. Progress in the revival of a self-sustaining German economy is important to the reduction of the costs of occupation and to the general improvement in the economies of Germany's neighbors.

10. An increase in the German civilian ration from 1550 calories per day to 1800 calories per day should be planned on the premise that supply conditions will be such as to also permit the continued maintenance in the Western European liberated countries (France, Belgium, the Netherlands, Luxemburg, and Norway) of a reasonable level of food consumption. "A reasonable level of food consumption" should be defined as 2350 calories per day total intake for the average non-farm consumer (an 1800 calorie ration for the normal German consumer would be equal to about 2100 or 2200 calories per day total intake for the average German non-farm consumer). The 2350 calorie level is defined by the Food and Agriculture Organization as a "rehabilitation level".

11. Unfortunately, considerable difficulty has been experienced in recent months in carrying out the policy of maintaining a higher level of food consumption in Austria than in Germany, due to the dependence of Austria on UNRRA food supplies which have not been sufficient to meet the ration of 1550 calories per day for the normal consumer as maintained in Germany. With the termination of UNRRA's operations on January 1, 1947, the War Department will assume such interim responsibility for food supplies as SWNCC determines. Plans are being made by the Department of State to request an appropriation from Congress to cover a portion of the estimated deficit in the Austrian balance of international payments for 1948. According to present plans, this deficit is

being calculated on the assumption that food imports ^{should} ~~will~~ be sufficient to maintain a ration level of 1550 calories to the normal consumer. The State Department is to revise these estimates to permit sufficient food imports to provide a ration to the normal consumer higher than 1800 calories per day in order to preserve this Government's policy of treating Austria better than Germany.

CONCLUSIONS

12. It is concluded that:

a. The present German ration level of 1550 calories per day for the normal consumer is insufficient for the attainment of U. S. occupation objectives, particularly the promotion of democracy and the revival of a self-sustaining economy. While the continued stringency of world food supplies will prevent any increase in these rations during the fiscal year 1947, there is some hope that the world food situation in the fiscal year 1948 will have improved sufficiently to permit increased food consumption in the deficit areas. The United States Government, therefore, should plan, as a matter of policy and subject to availability of funds and supplies, to achieve and maintain during the fiscal year 1948 a daily ration of 1800 calories for the normal consumer in the United States Zone of Germany.

b. If, however, world food supplies available over the fiscal year 1948, appear at any time insufficient to achieve this target ration in Germany and at the same time assure the non-farm consumer in the liberated countries of Western Europe on the average of "rehabilitation standard" of nutrition, the target ration in Germany will have to be correspondingly lowered. Only the most serious deterioration in the supply situation, however, should permit the lowering of the ration in Germany below the present level of 1550 calories per day and every effort should be made to maintain at least the 1550 level.

g. It is the policy of the United States Government to accord Austria better treatment than Germany, since Austria is regarded as a country liberated from Nazi Germany. The United States Government should therefore plan to provide for a ration and consumption standard in Austria higher than that planned for Germany.

RECOMMENDATIONS

13. It is recommended that:

a. After concurrence by the Joint Chiefs of Staff the State-War-Navy Coordinating Committee approve the above conclusions.

b. After approval by the State-War-Navy Coordinating Committee

(1) the conclusions be transmitted to the Secretaries of State, War, Navy, and Agriculture for information and guidance, and when appropriate, for necessary implementation.

(2) The Joint Chiefs of Staff be requested to transmit the message in the Appendix to the ^{Military} ~~Commanding~~ ^{Governor} General, Office of Military Government (U.S.) Berlin.

SECRET

APPENDIX

From: War Department
 To: Military Governor, OMGUS, Berlin
 Info: USFA, Vienna
 Nr:
 Reference: CC 5933, October 21, 1946.

The following policy has been adopted by SWNCC with respect to establishing a target ration of 1800 calories per day for the fiscal year 1948 for the normal consumer in the United States zone of Germany:

1. The present German ration level of 1550 calories per day for the normal consumer is insufficient for the attainment of U. S. occupation objectives, particularly the promotion of democracy and the revival of a self-sustaining economy. While the continued stringency of world food supplies will prevent any increase in these rations during the fiscal year 1947, there is some hope that the world food situation in the fiscal year 1948 will have improved sufficiently to permit increased food consumption in the deficit areas. The United States Government, therefore, should plan, as a matter of policy, and subject to availability of funds and supplies to achieve and maintain during the fiscal year 1948 a daily ration level of 1800 calories for the normal consumer in the United States Zone of Germany.

2. If, however, world food supplies available over the fiscal year 1948, appear at any time insufficient to achieve this target ration in Germany and at the same time assure the non-farm consumer in the liberated countries of Western Europe on the average a "rehabilitation standard" of nutrition, the target ration in Germany will have to be corres-

pondingly lowered. Only the most serious deterioration in the supply situation, however, should permit the lowering of the ration in Germany below the present level of 1550 calories per day and every effort should be made to maintain at least the 1550 level.

3. It is the policy of the United States Government to accord Austria better treatment than Germany, since Austria is regarded as a country liberated from Nazi Germany. The United States Government should therefore plan to provide for a ration and consumption standard in Austria higher than that planned for Germany.

The foregoing supersedes paragraph 2, WARK 77592, 20 October 1945.

S E C R E TCOPY NO. 25SCE-6/1/D9 December 1946Page 9STATE-WAR-NAVY COORDINATING SUBCOMMITTEE FOR EUROPEDIRECTIVEGERMAN CIVILIAN RATION FOR FISCAL YEAR 1948References: a. SWNCC 337/D
b. SCE-6Note by the Secretary

In view of the enclosure, a memorandum by the War Member, European Subcommittee, SCE-6 is referred to the Working Party for restudy and reconsideration, and the following individuals have been designated as additional War Department members of the Working Party:

Mr. Charles G. McNaron, SS&P (W-73615)

Capt. Denver I. Allen, Medical Department (W-74502)

H. W. KARBEL,
Acting Secretary
European Subcommittee.SCE-6/1/DS E C R E T

S E C R E T

E N C L O S U R E

GERMAN CIVILIAN RATION FOR FISCAL YEAR 1948

Memorandum by the War Member, European Subcommittee

6 December 1946

1. SCE-6 does not represent the coordinated War Department position on this subject. Informal information leads me to believe that neither does it represent the coordinated Department of State position.

2. In view of the above, I recommend that:

a. SCE-6 be returned to the Working Party for restudy and reconsideration.

b. The following individuals be designated as additional War Department Members of the Working Party:

Mr. McNaron, SS&P, Ext 73615
Captain Denver I. Allen, Medical Department,
Ext 74502

SECRET

6 Dec 46.

MEMORANDUM FOR THE SECRETARY, SWNC SUBCOMMITTEE FOR EUROPE:

SUBJECT: SCE-6

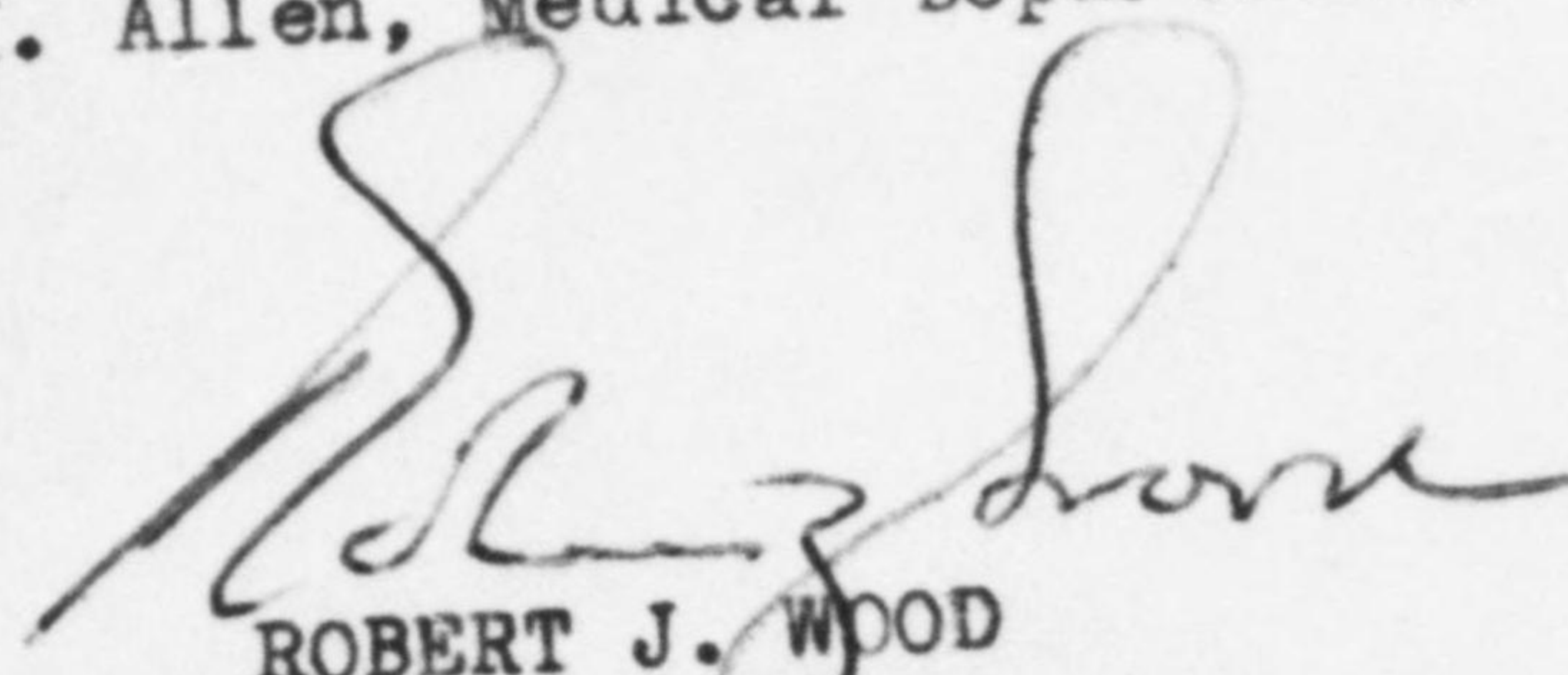
1. SCE-6 does not represent the coordinated War Department position on this subject. Informal information leads me to believe that neither does it represent the coordinated Department of State position.

2. In view of the above, I recommend that:

a. SCE-6 be returned to the Working Party for restudy and reconsideration.

b. The following individuals be designated as additional War Department Members of the Working Party:

Mr. McNaron, SS&P, Ext 73615
Captain Denver I. Allen, Medical Department,
Ext 74502



ROBERT J. WOOD
Colonel, GSC
Deputy Chief, Plans & Policy Group

SECRET



THE STATE-WAR-NAVY COORDINATING COMMITTEE
WASHINGTON, D. C.

15 November 1946

MEMORANDUM FOR THE STATE MEMBER, EUROPEAN SUBCOMMITTEE
WAR MEMBER, EUROPEAN SUBCOMMITTEE
NAVY MEMBER, EUROPEAN SUBCOMMITTEE

SCE 6, dated 15 November 1946, is circulated for consideration by the European Subcommittee.

It is requested that you indicate your comment or concurrence hereon and return to the undersigned, Room 178 State Department Building.

H. W. KARBEL,
Acting Secretary,
European Subcommittee

CE *Feb.*

APPROVED: *John Hickman*

DATE: *Nov 19, 1946*



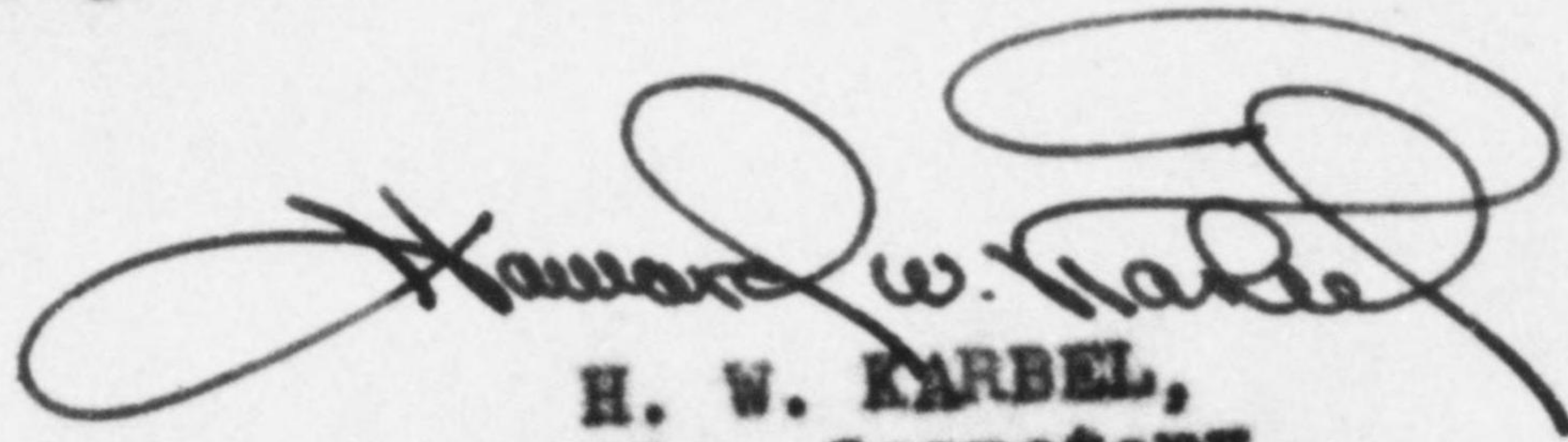
THE STATE-WAR-NAVY COORDINATING COMMITTEE
WASHINGTON, D. C.

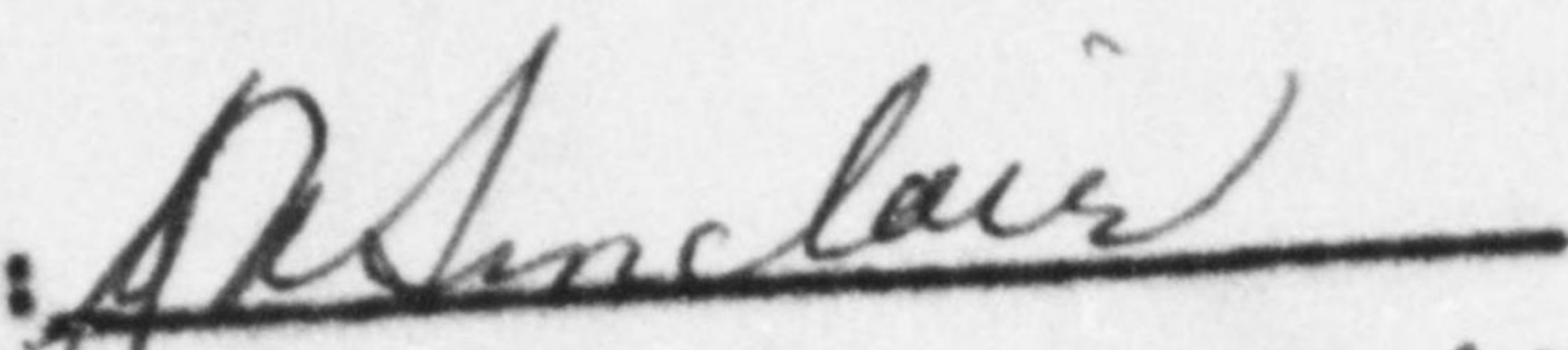
15 November 1946

MEMORANDUM FOR THE STATE MEMBER, EUROPEAN SUBCOMMITTEE
WAR MEMBER, EUROPEAN SUBCOMMITTEE
NAVY MEMBER, EUROPEAN SUBCOMMITTEE

SCE 6, dated 15 November 1946, is circulated for con-
sideration by the European Subcommittee.

It is requested that you indicate your comment or
concurrence hereon and return to the undersigned, Room 178
State Department Building.


H. W. KARBEL,
Acting Secretary,
European Subcommittee

APPROVED: 

DATE: 19 November 1946

15 November 1946

MEMORANDUM FOR THE STATE MEMBER, EUROPEAN SUBCOMMITTEE
WAR MEMBER, EUROPEAN SUBCOMMITTEE
NAVY MEMBER, EUROPEAN SUBCOMMITTEE

SCE 6, dated 15 November 1946, is circulated for consideration by the European Subcommittee.

It is requested that you indicate your consent or concurrence hereon and return to the undersigned, Room 178 State Department Building.

H. W. KARBEL,
Acting Secretary,
European Subcommittee

APPROVED: _____

DATE: _____

S E C R E T

COPY NO. 25

SCE 6

18 November 1946

Pages 1 to 8, incl.

STATE-WAR-NAVY COORDINATING SUBCOMMITTEE FOR EUROPE

GERMAN CIVILIAN RATION FOR FISCAL YEAR 1948
Reference: SWNCC 337/D

The enclosure, a report by the Working Party in response to the above reference, is circulated for consideration by the State-War-Navy Coordinating Subcommittee for Europe.

H. W. KARBEL,
Acting Secretary,
European Subcommittee

SCE 6

S E C R E T

S E C R E TE N C L O S U R EGERMAN CIVILIAN RATION FOR FISCAL YEAR 1948STATEMENT OF THE PROBLEM

1. To formulate a policy with respect to the establishing of a target ration for the fiscal year 1948 at 1800 calories of ration controlled foods per day for the normal consumer in the United States zone, Germany.

FACTS BEARING ON THE PROBLEM

2. Civilian feeding in the United States zone in Germany is being carried out under the following basic policy directives:

a. Paragraph 21, JCS 1067/6, 26 April 1945.

"a. You will estimate requirements of supplies necessary to prevent starvation or widespread disease or such civil unrest as would endanger the occupying forces.

"b. You will take all practicable economic and police measures to assure that German resources are fully utilized.

"c. You will take no action that would tend to support basic living standards in Germany on a higher level than that existing in any one of the neighboring United Nations and you will take appropriate measures to ensure that basic living standards of the German people are not higher than those existing in any one of the neighboring United Nations when such measures will contribute to raising the standards of any such rations."

b. Paragraph 15 of the Political and Economic Principles of the Berlin Protocol, 2 August 1945.

"Allied Controls shall be imposed upon the German economy but only to the extent necessary:

SCE 6

- 1 -

Enclosure

S E C R E T

S E C R E T

(a) to carry out programs of industrial disarmament and demilitarization of reparations and of approved exports and imports.

(b) to assure the production and maintenance of goods and services required to meet the needs of the occupying forces and displaced persons in Germany and essential to maintain in Germany average living standards not exceeding the average of standards of living of European Countries. (European countries means all European countries excluding the United Kingdom and the Union of Soviet Socialist Republics)."

c. Paragraph 2, War Department cable WARX 77592, 20 October 1945

"2. In conformity with United Nations Government policy to treat Austria as a liberated area, United States Government will not support by imports a level of feeding in Germany which cannot be maintained in Austria. The present temporary minimum ration for the normal consumer in Austria has been established by the Council of Foreign Ministers at 1550 calories, to be raised to 2000 calories or more as local or imported supplies become available."

3. On 14 October 1946, common food ration scales, providing 1550 calories per person per day for the normal consumer, were established in the United States and British zones in Germany. As part of the agreement to merge the two zones economically, it has been agreed by the United States and British occupation authorities to maintain common food ration scales in the two zones. The United States and British Deputy Military Governors for Germany have agreed to the desirability of increasing the daily normal consumer ration to 1800 calories as soon as possible. (See Enclosure, SWNCC 337/D).

SCE 6

- 2 -

Enclosure

S E C R E T

S E C R E T

4. In August 1946, the Combined Nutrition Committee (composed of representatives of the British, French and United States Military Governments in Germany) established the minimum levels of food intake necessary for growth of children, health of the population, reasonable essential output of work and prevention of civil unrest in Germany as 2000 calories per person per day total food intake by normal consumers and corresponding levels for other consumer categories. These levels have been concurred in, as the minimum required to maintain health and a reasonable output of work, by the Surgeon General, United States Army.

5. The nutritional status of the German people in the Western Zones in Germany has been deteriorating progressively since the reduction of the food ration last March and April in the Zones. The most recent survey of the Combined Nutrition Committee indicated that the nutritional condition of the German people in the Western Zones had reached the lowest point since the beginning of the occupation.

6. It is the policy of this Government to promote the development of democracy and a self-sustaining economy in Germany. The Commanding General, Office of Military Government (US), states that it is his considered judgment that the present food ration levels in Germany must be increased by FY 1948 to prevent presently continuing physical deterioration from permanently damaging the general health of the German population to a point where realization of the continuing objectives of the occupation will prove impossible. It is further stated by the Commanding General, Office of Military Government (US), that a normal consumer ration of 1800 calories per person per day will make possible a total food intake of 2000 calories per person per day, the amount prescribed by the Combined Nutrition Committee and the Surgeon General, United States Army as being necessary to maintain health and permit reasonable essential output of work by the Germans.

SCE 6

- 3 -

Enclosure

S E C R E T

SECRET

7. The Fiscal Year 1948 budget request submitted to the War Department by the Office of Military Government for Germany (US) includes a request for sufficient funds to provide food imports necessary to maintain a 1550 calorie normal consumer ration for German civilians in the United States Zone in Germany. The amount requested is \$140,150,102. It is estimated by OMGUS that these requested funds plus proceeds from exports will fall short by \$20,000,000 of maintaining the German civilian normal consumer ration at a level of 1800 calories per day.

DISCUSSION

8. While a ration of 1550 calories per day for the normal German consumer in the American Zone has been considered the minimum necessary for the prevention of disease and unrest, it is clear that this ration level cannot long be maintained without seriously and permanently impairing the health of the population and thus jeopardizing the long term objectives of the occupation. In particular, the promotion of democracy in the American Zone will be seriously threatened by maintaining a very low health level. Production necessary to revive a self-sustaining German economy cannot be achieved unless workers are given reasonably satisfactory rations. Progress in the revival of a self-sustaining German economy is important to the reduction of the costs of occupation and to the general improvement in the economies of Germany's neighbors.

9. An increase in the German civilian ration from 1550 calories per day to 1800 calories per day should be planned on the premise that supply conditions will be such as to also permit the continued maintenance in the Western European liberated countries (France, Belgium, the Netherlands, Luxemburg, and Norway) of a reasonable level of food consumption. "A reasonable level of food consumption" should be defined as 2350 calories per day total intake for the average non-farm consumer (an 1800 calorie ration for the normal German consumer would be equal to about 2100 or

SFE 6

- 4 -

Enclosure

SECRET

SECRET

2200 calories per day total intake for the average German non-farm consumer). The 2350 calorie level is defined by the Food and Agriculture Organization as a "rehabilitation level".

10. Unfortunately, considerable difficulty has been experienced in recent months in carrying out the policy of maintaining a higher level of food consumption in Austria than in Germany, due to the dependence of Austria on UNRRA food supplies which have not been sufficient to meet the ration of 1550 calories per day for the normal consumer as maintained in Germany. With the termination of UNRRA's operations on January 1, 1947, the War Department will assume interim responsibility for providing adequate food supplies for the United States Zones of Austria; this interim responsibility is expected to end before the beginning of the fiscal year 1948 and plans are being made to request an appropriation from Congress to cover a portion of the estimated deficit in the Austrian balance of international payments for 1948. According to present plans, this deficit is being calculated on the assumption that food imports will be sufficient to maintain a ration level of 1550 calories to the normal consumer. These estimates should be revised in order to permit sufficient food imports to provide a ration to the normal consumer higher than 1800 calories per day in order to preserve this Government's policy of treating Austria better than Germany.

CONCLUSIONS

11. It is concluded that:

a. The present German ration level of 1550 calories per day for the normal consumer is insufficient for the attainment of U.S. occupation objectives, particularly the promotion of democracy and the revival of a self-sustaining economy. While the continued stringency of world food supply will prevent any increase in these rations during the fiscal year 1947, there is some hope that the world food situation in the fiscal year 1948 will have improved sufficiently to permit increased food consumption in the deficit areas.

S E C R E T

The United States Government, therefore, should plan, as a matter of policy, to achieve and maintain during the fiscal year 1948 a daily ration of 1800 calories for the normal consumer in the United States Zone of Germany.

b. If, however, world food supplies available over the fiscal year 1948, appear at any time insufficient to achieve this target ration in Germany and at the same time assure the non-farm consumer in the liberated countries of Western Europe on the average a "rehabilitation standard" of nutrition, the target ration in Germany will have to be correspondingly lowered. Only the most serious deterioration in the supply situation, however, should permit the lowering of the ration in Germany below the present level of 1550 calories per day and every effort should be made to maintain at least the 1550 level.

c. It is the policy of the United States Government to accord Austria better treatment than Germany, since Austria is regarded as a country liberated from Nazi Germany. The United States Government should therefore plan to provide for a ration and consumption standard in Austria higher than that planned for Germany.

RECOMMENDATIONS

12. It is recommended that:

a. After concurrence by the Joint Chiefs of Staff the State-War-Navy Coordinating Committee approve the above conclusions.

b. After approval by the State-War-Navy Coordinating Committee

(1) the conclusions be transmitted to the Secretaries of State, War, Navy, and Agriculture for information and guidance, and when appropriate, for necessary implementation.

(2) The Joint Chiefs of Staff be requested to transmit the message in the Appendix to the Commanding General, Office of Military Government (U.S.) Berlin.

S E C R E TA P P E N D I X

From: War Department
To: CG OMGUS, Berlin
Nr:
Reference: CC 5933, October 21, 1946.

The following policy has been adopted by SWNCC with respect to establishing a target ration of 1800 calories per day for the fiscal year 1948 for the normal consumer in the United States zone of Germany:

1. The present German ration level of 1550 calories per day for the normal consumer is insufficient for the attainment of U.S. occupation objectives, particularly the promotion of democracy and the revival of a self-sustaining economy. While the continued stringency of world food supplies will prevent any increase in these rations during the fiscal year 1947, there is some hope that the world food situation in the fiscal year 1948 will have improved sufficiently to permit increased food consumption in the deficit areas. The United States Government, therefore, should plan, as a matter of policy, to achieve and maintain during the fiscal year 1948 a daily ration of 1800 calories for the normal consumer in the United States Zone of Germany.

2. If, however, world food supplies available over the fiscal year 1948, appear at any time insufficient to achieve this target ration in Germany and at the same time assure the non-farm consumer in the liberated countries of Western Europe on the average a "rehabilitation standard" of nutrition, the target ration in Germany will have to be correspondingly lowered. Only the most serious deterioration in the supply situation, however, should permit the lowering of the ration in Germany below the present level of 1550 calories per day and every effort should be made to maintain at least the 1550 level.

S E C R E T

3. It is the policy of the United States Government to accord Austria better treatment than Germany, since Austria is regarded as a country liberated from Nazi Germany. The United States Government should therefore plan to provide for a ration and consumption standard in Austria higher than that planned for Germany.

SCE 6

- 8 -

Enclosure

S E C R E T

DRAFT
SWNCC 337/

STATE-WAR-NAVY COORDINATING COMMITTEE

GERMAN CIVILIAN RATION FOR FISCAL YEAR 1948

Reference: 337/D

Statement of the Problem

1. To formulate a policy with respect to the establishing of a target ration for the fiscal year 1948 at 1800 calories of ration controlled foods per day for the normal consumer in the United States zone, Germany.

Facts Bearing on the Problem

2. Civilian feeding in the United States zone in Germany is being carried out under the following basic policy directives:

a. Para 21, JCS 1067/6, 26 April 1945.

"a. You will estimate requirements of supplies necessary to prevent starvation or widespread disease or such civil unrest as would endanger the occupying forces."

"b. You will take all practicable economic and police measures to assure that German resources are fully utilized."

"c. You will take no action that would tend to support basic living standards in Germany on a higher level than that existing in any one of the neighboring United Nations and you will take appropriate measures to ensure that basic living standards of the German people are not higher than those existing in any one of the neighboring United Nations when such measures will contribute to raising the standards of any such rations."

b. Para 15 of the Political and Economic Principles of the Berlin Protocol, 2 August 1945.

-2-

"Allied Controls shall be imposed upon the German economy but only to the extent necessary:

(a) to carry out programs of industrial disarmament and demilitarization of reparations and of approved exports and imports.

(b) to assure the production and maintenance of goods and services required to meet the needs of the occupying forces and displaced persons in Germany and essential to maintain in Germany average living standards not exceeding the average of standards of living of European Countries.

(European countries means all European countries excluding the United Kingdom and the Union of Soviet Socialist Republics)."

c. Para 2, War Department cable WARX 77592, 20 October 1945

"2. In conformity with United Nations Government policy to treat Austria as a liberated area, United States Government will not support by imports a level of feeding in Germany which cannot be maintained in Austria. The present temporary minimum ration for the normal consumer in Austria has been established by the Council of Foreign Ministers at 1550 calories, to be raised to 2000 calories or more as local or imported supplies become available."

3. On 14 October 1946, common food ration scales, providing 1550 calories per person per day for the normal consumer, were established in the United States and British zones in Germany. As part of the agreement to merge the two zones economically, it has been agreed by the United States and British occupation authorities to maintain common food ration scales in the two zones. The United States and British Deputy Military Governors for Germany have agreed to the desirability of increasing the daily normal consumer ration to 1800 calories as soon as possible. (See Appendix A) *enclosure SWANC P77/D*

4. In August 1946, the Combined Nutrition Committee (composed of representatives of the British, French and United States Military Governments in Germany) established the minimum levels of food intake necessary for growth

- 3 -

of children, health of the population, reasonable essential output of work and prevention of civil unrest in Germany as 2000 calories per person per day total food intake by normal consumers and corresponding levels for other consumer categories. These levels have been concurred in, as the minimum required to maintain health and a reasonable output of work, by the Surgeon General, United States Army.

5. The nutritional status of the German people in the Western Zones in Germany has been deteriorating progressively since the reduction of the food ration last March and April in the Zones. The most recent survey of the Combined Nutrition Committee indicated that the nutritional condition of the German people in the Western Zones had reached the lowest point since the beginning of the occupation.

6. It is the policy of this Government to promote the development of democracy and a self-sustaining economy in Germany. The Commanding General, Office of Military Government (US), states that it is his considered judgment that the present food ration levels in Germany must be increased by FY 1948 to prevent presently continuing physical deterioration from permanently damaging the general health of the German population to a point where realization of the continuing objectives of the occupation will prove impossible. It is further stated by the Commanding General, Office of Military Government (US), that a normal consumer ration of 1800 calories per person per day will make possible a total food intake of 2000 calories per person per day, the amount prescribed by the Combined Nutrition Committee and the Surgeon General, United States Army as being necessary to maintain health and permit reasonable essential output of work by the Germans.

7. The Fiscal Year 1948 budget request submitted to the War Department by the Office of Military Government for Germany (US) includes a request for sufficient funds to provide food imports necessary to maintain a 1550 calorie normal consumer ration for German civilians in the United States Zone in Germany. The amount requested is \$140,150,102. It is estimated by OMGUS that these requested funds plus proceeds from exports will fall short by \$20,000,000 of maintaining the German civilian normal consumer ration at a level of 1800 calories per day.

- 4 -

Discussion

8. While a ration of 1550 calories per day for the normal German consumer in the American Zone has been considered the minimum necessary for the prevention of disease and unrest, it is clear that this ration level cannot long be maintained without seriously and permanently impairing the health of the population and thus jeopardizing the long term objectives of the occupation. In particular, the promotion of democracy in the American Zone will be seriously threatened by maintaining a very low health level. Production necessary to revive a self-sustaining German economy cannot be achieved unless workers are given reasonably satisfactory rations. Progress in the revival of a self-sustaining German economy is important to the reduction of the costs of occupation and to the general improvement in the economies of Germany's neighbors.

9. An increase in the German civilian ration from 1550 calories per day to 1800 calories per day should be planned on the premise that supply conditions will be such as to also permit the continued maintenance in the Western European liberated countries (France, Belgium, the Netherlands, Luxemburg, and Norway) of a reasonable level of food consumption. "A reasonable level of food consumption" should be defined as 2350 calories per day total intake for the average non-farm consumer (an 1800 calorie ration for the normal German consumer would be equal to about 2100 or 2200 calories per day total intake for the average German non-farm consumer). The 2350 calorie level is defined by the Food and Agriculture Organization as a "rehabilitation level".

10. Unfortunately, considerable difficulty has been experienced in recent months in carrying out the policy of maintaining a higher level of food consumption in Austria than in Germany, due to the dependence of Austria on UNRRA food supplies which have not been sufficient to meet the ration of 1550 calories per day for the normal consumer as maintained in Germany. With the termination of UNRRA's operations on January 1, 1947, the War Department will assume interim responsibility for providing adequate food supplies for the United States Zones of Austria; this interim responsibility is expected to end before the beginning of the fiscal year 1948 and plans are being made to request an appropriation from Congress to cover a portion of the estimated

- 5 -

deficit in the Austrian balance of international payments for 1948. According to present plans, this deficit is being calculated on the assumption that food imports will be sufficient to maintain a ration level of 1550 calories to the normal consumer. These estimates should be revised in order to permit sufficient food imports to provide a ration to the normal consumer higher than 1800 calories per day in order to preserve this Government's policy of treating Austria better than Germany.

11. *It is concluded that:* Conclusions

11.9. The present German ration level of 1550 calories per day for the normal consumer is insufficient for the attainment of U.S. occupation objectives, particularly the promotion of democracy and the revival of a self-sustaining economy. While the continued stringency of world food supplies will prevent any increase in these rations during the fiscal year 1947, there is some hope that the world food situation in the fiscal year 1948 will have improved sufficiently to permit increased food consumption in the deficit areas. The United States Government, therefore, should plan, as a matter of policy, to achieve and maintain during the fiscal year 1948 a daily ration of 1800 calories for the normal consumer in the United States Zone of Germany.

11.10. If, however, world food supplies available over the fiscal year 1948, appear at any time insufficient to achieve this target ration in Germany and at the same time assure the non-farm consumer in the liberated countries of Western Europe on the average a "rehabilitation standard" of nutrition, the target ration in Germany will have to be correspondingly lowered. Only the most serious deterioration in the supply situation, however, should permit the lowering of the ration in Germany below the present level of 1550 calories per day and every effort should be made to maintain at least the 1550 level.

11.11. It is the policy of the United States Government to accord Austria better treatment than Germany, since Austria is regarded as a country liberated from Nazi Germany. The United States Government should therefore plan to provide for a ration and consumption standard in Austria higher than that planned for Germany.

Recommendations

12. It is recommended that:

(1) the foregoing conclusions be (a) transmitted to the Joint Chiefs of Staff for their concurrence from the military point of view, then (b) approved by SWNCC, and, finally, (c) brought to the attention of the Secretaries of State, War, Navy, and Agriculture for their information and guidance, and when appropriate, for necessary implementation;

(2) the attached draft cable (Appendix ~~1~~) be sent to the Commanding General, Office of Military Government (U.S.), Berlin.

~~a. The paper be forwarded to the Joint Chiefs of Staff for their comment from a military point of view.~~

a. After concurrence by the Joint Chiefs of Staff the State War-Navy Coordinating Committee approve the above conclusions.

b. After approval by the S-W-N-C (1) the conclusions be transmitted to the Secretaries of S-W-N and Agriculture for information and guidance, and when appropriate, for necessary implementation.

(2) The Joint Chiefs of Staff be requested to transmit the message in the Appendix to the Commanding General, Office of Military Government (U.S.) Berlin