

攝影報告
A PHOTOGRAPHIC REPORT

美國援華糧食



AMERICAN-AID
FOOD for CHINA



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美國經濟合作發展署中國分署
U.S. ECONOMIC COOPERATION
ADMINISTRATION MISSION TO CHINA

攝 影 報 告
A PHOTOGRAPHIC REPORT

美 國 援 華 糧 食



AMERICAN - AID
FOOD *for* CHINA

本刊係美國經濟合作總署中國分署編製

This Pamphlet

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ECA Mission to China

(甘樂理攝影)

(Photographs by Larry Gahn)

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經濟合作署是什麼？

經濟合作署是美國人民的機構，受美國國會之命，担任幫助全世界的自由民族回復到生產方式的和平，它執行着全世界的美援計劃。

第二次大戰使和平的生產大為減退，生產利器，變為遲鈍。經過這許多年的損耗，人們都筋疲力盡，工業生產，形成麻痺，交通系統阻斷，農地毀壞且被遺棄，數百千萬的人民流離失所，國際貿易間斷，外匯的存底削薄……這更窒礙了國際貿易，使每一國家增加了許多財政與社會的問題。

為應付這種戰後世界混亂的情形起見，美國人民經由經合署從事於撥資興建或修理工業設備與交通系統，以供給創始的資本來鼓勵國外貿易的流通，幫助食糧與原料生產的增進，並供給食糧予像中國一樣缺少外匯採購必需品的國家。

經合署目前援助着十六個歐洲的國家，德國西部，中國及高麗。此項普及世界，龐大美援計劃的費用，是由美國納稅人所負擔的。

WHAT IS THE ECONOMIC COOPERATION ADMINISTRATION ?

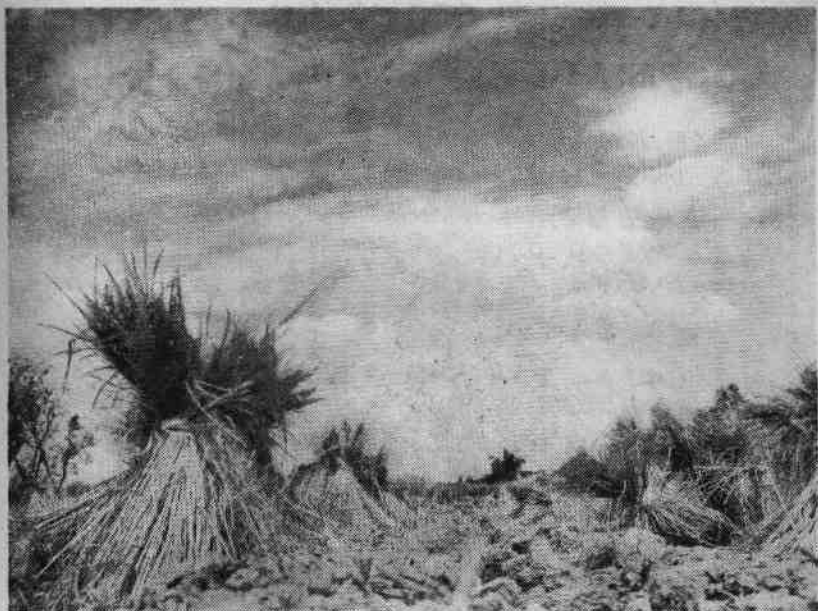
The Economic Cooperation Administration is an agency of the American people, charged by the Congress of the U.S. with the task of helping the free peoples of the world back to the productive ways of peace. It administers the world-wide American-Aid program.

The war severely blunted the cutting edges of the tools of peaceful productivity. Man, himself, was worn down by the exhausting years; industrial production was paralyzed; transportation systems were disrupted; agricultural lands were devastated and left fallow; millions of persons were displaced; international trade was interrupted; foreign exchange holdings were depleted, further disrupting international trade, which added to each nation's internal financial and social problems.

In meeting this world problem of post-war chaos, the American people have undertaken, through ECA, to finance building or renewal of industrial plants and communications systems; to encourage, through initial financing, the flow of foreign trade; to help increase production of food and raw materials; and to make food available to countries such as China that have insufficient foreign exchange to finance their necessities.

ECA is currently assisting 16 European nations, Western Germany, China and Korea. The cost of this gigantic program of American Aid throughout the world is borne by the American taxpayer.

中國的食糧問題



美國援華食糧的意義是給予中國人民較多的食物，替中國節省外匯，阻遏糧價上漲，並幫助防止糧荒，以免造成大規模的暴動。

自一九四八年七月一日至一九四九年三月一日，經合署撥資從國外採購價值美金六一，一一五，八〇三元的食糧，這包括給上海，廣州，南京和汕頭的食米二四四，〇〇〇噸，及給北平，天津和青島的麵粉一〇〇，三六二噸。

在上列數目以外，其他在一九四八年春季美國採購的食糧，計達美金四千萬元（見第47頁附表）。這項計劃是由經合署的前身中華救濟團執行的。

。中國食糧問題，是有歷史性的。在戰前，即使是豐稔的年份，中國的農村亦仍不能供給全國的需要。一九三二至一九三七年間中國每年自國外輸入穀類約有一百三十萬噸。第二次大戰結束，並沒有給中國帶來和平，內戰很快的使日常食糧問題更加嚴重。參加抗戰和後來內爭的數百萬兵士大都來自農村，這種有經驗的農夫的轉業，對於農村是一種很大的消耗，還有人因為抽壯丁的關係離開農村遠颺。此外軍糧的徵取，又是極重，農具的缺乏加甚，交通阻斷，產區遭戰爭破壞，通貨膨脹鼓勵了食糧的屯積。

美國政府的宗旨是要協助中國解決中國的食糧問題，因此，在一九四七年撥付美金五千萬元作為臨時援華之用，此款除美金一千萬元外，全部都由中華救濟團用作採購食糧，它創辦了食糧配售計劃，從一九四八年七月一日起這計劃由經合署接辦。

配糧計劃是專為都市而不是為農村的，都市總是比鄉村更需要食糧，這是因為都市人口密集，遠離鄉村，運糧困難，還有農人能夠照顧自己所需要的食糧，而都市人民須要仰給於農人。

在中共進入平津以前，配糧計劃最盛的時期，全國都市人民有一千二百七十萬人受到這項計劃的利益。

從去年夏天起，對配糧計劃所需的食糧，經合署供給百分之五十，其餘一半由中國政府供給。計劃的執行由中國政府負責。

CHINA HAS A FOOD PROBLEM

American-Aid food for China has meant additional food for the Chinese people, a saving of foreign exchange for the Chinese nation, a brake on rising food prices and has helped to prevent food panics culminating in large-scale rioting.

Between July 1, 1948, and March 1, 1949, ECA authorized the overseas purchase of US\$61,115,803 worth of food. These authorizations total 253,000 tons of rice for Shanghai, Canton, Nanking and Swatow; and 100,362 tons of flour for Peiping, Tientsin and Tsingtao.

Added to this were other American purchases in the Spring of 1948 amounting to approximately US\$40,000,000. (See table on page 48). This latter program was administered by the China Relief Mission, forerunner of ECA.

Feeding China is an historical problem. Before the war, even in times of good harvests, Chinese farms were unable to feed the nation. From 1932-37 China imported about 1,300,000 tons of cereals annually.

The end of the war brought no peace to China, and civil strife soon aggravated ordinary food problems. Most of the millions of soldiers who fought through the war of resistance against Japan, and later in the civil war, were from rural regions. This drained the supply of experienced farm labor. Other men fled farms to escape conscription. Military food requirements were heavy. Shortages of farming equipment increased. Transportation was disrupted. Producing areas were devastated by fighting. Inflation encouraged hoarding of foodstuffs.

To help ease China's food problem was the American Government's purpose, when, in 1947, it appropriated US\$50,000,000 for interim China relief. CRM spent all but US\$10,000,000 of this appropriation for food. The balance was spent for medical supplies, pesticides, and seed. CRM instituted the food rationing program, which has been carried on by ECA since July 1, 1948, when it took over from CRM.

The rationing program was specifically designed to serve cities rather than rural areas. Supplying cities with adequate

food is complicated by their concentrated masses of population, their distance from farm areas, and the difficulty of transporting food from countryside to city. It is also true that farmers can generally take care of their own food requirements, while city folk are dependent on the farmers.

At the height of the rationing program, before the fall of Peiping and Tientsin to the Communists, 12,700,000 city persons were benefiting from the program.

Since last summer, ECA has contributed about 50% of the food used in the program, the Chinese Government contributing the balance. The Chinese Government has been responsible for administering the program.



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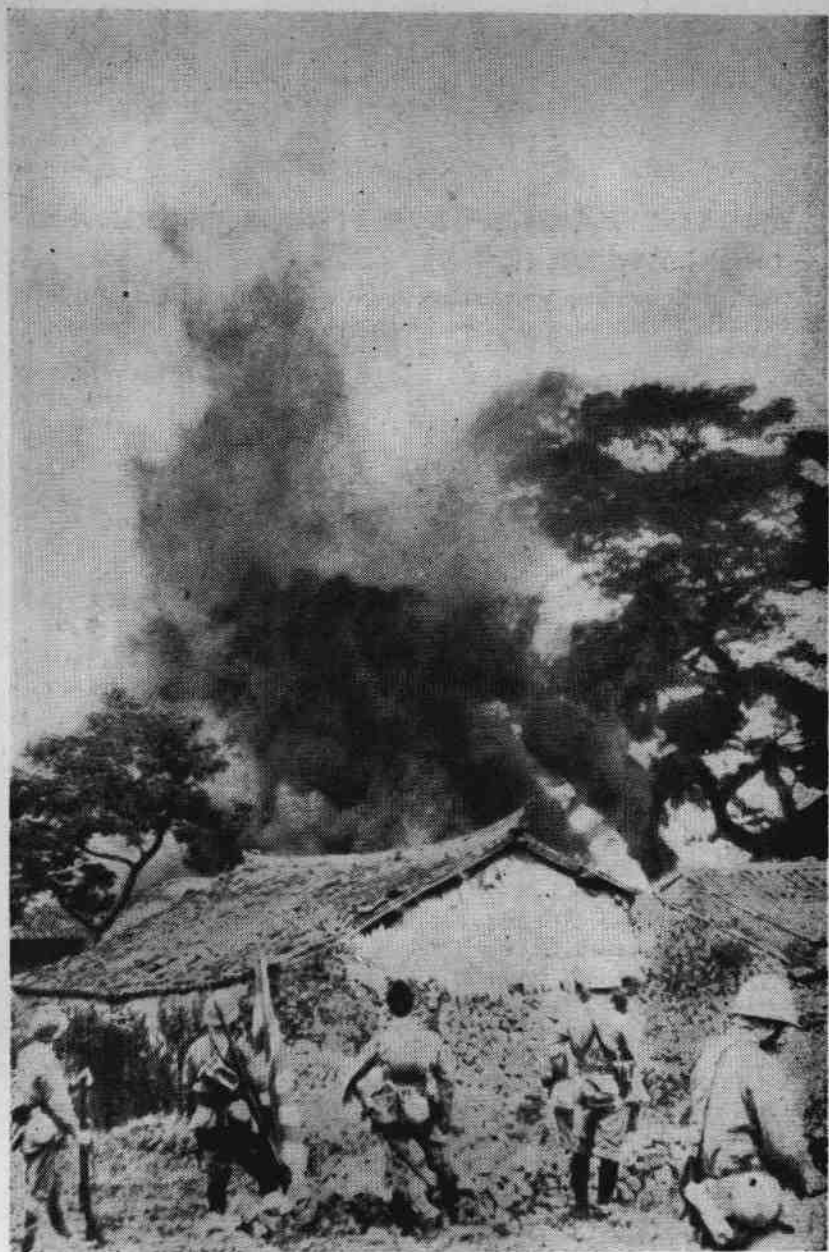
中國通常所產的食糧，全部加起來，還總是不夠的。它每年必須仰給於進口達數十萬噸之鉅。從一九三二到一九三七年中國每年進口穀類約一百卅萬噸。

Add up all the food China normally produces, and there is historically a food deficit. Annually China has necessarily imported hundreds of thousands of tons of food. From 1932-37 China imported about 1,300,000 tons of cereals each year.

2

抗戰加重了中國的食糧問題，廣大的農田被軍隊蹂躪，農人逃亡，進口中斷，向來用以購買洋米的外匯也作了抗戰之用了。勝利以後，多半因為缺乏外匯，正常的進口，還是不能恢復。

The war of resistance against Japan added to the China food problem. Vast areas of farmland were overrun by armies, farmers fled the fields, normal imports were cut off, China's foreign exchange resources, with which overseas food would normally have been purchased, went into the war. After V-J Day, largely because of foreign exchange shortages, normal overseas imports were not resumed.



因此廣泛而不斷的飢餓在威脅着，幾幾乎使許多中國青年像這個小孩一樣的從溝裏覓取食物的殘屑。

Because of this, widespread and continued hunger threatened, which would have forced many more of China's young people to live as this boy once lived—salvaging scraps of food from gutters.

美國政府於一九四七年秋派中華救濟團到中國。一九四八年春季，該團運華食糧約值美金四千萬元，並幫助中國創辦第一次食糧配售計劃，作為公允分配食糧的有效方法。配售祇在沿海都市中舉行，此中因為進口稀少，內地交通阻梗的緣故，常患食糧不足。自從配售制度開始實行以來，上海、南京、北平、天津、青島、廣州、汕頭都已成為受惠的都市……右圖是一九四八年一月第一批美援麵粉到滬的情形。圖中自右至左是：穆迪，他當時是中華救濟團官員、現在是經合署官員，行政院處理美國救濟物資委員會主委繆雲台，上海市長吳國楨，美國總領事葛柏德及其他中國官員。

The U.S. China Relief Mission (CRM) was sent to China by the U.S. Government in the Fall of 1947. During the Spring of 1948, CRM imported approximately US\$40,000,000 worth of food for China, and helped China initiate its first food rationing program as an efficient means of distributing the food equitably. Rationing was confined to coastal cities, where food was unusually short as the result of scant overseas imports and the rundown interior transportation system. Since the inception of the program, Shanghai, Nanking, Peiping, Tientsin, Tsingtao, Canton and Swatow have been beneficiaries.... The arrival of the first shipment of American Relief flour in January, 1948, is shown in the photograph at right. Reading from right to left in the photograph are James P. Moody, then a CRM official, now an ECA official; Y.T. Miao, then chairman of EYCARS; Mayor K. C. Wu of Shanghai; John M. Cabot, Shanghai American Consul General, and Chinese officials.



食糧配售怎樣幫助中國人民？

美援食糧在中國幫助支持食糧的配售。這種配售給予中國人民的利益，約有下列數點：

1. 在不分階級與政治的區別上，保證食糧的公允的供給。
配糧都市中利用這配售制度的人民約佔全體百分之九十。
2. 幫助穩定社會情形。沒有配糧的都市像甯波和重慶，於一九四八年春發生了嚴重的暴動。在同一時期，有配糧的都市便沒有這種情形。一九四八年十一月，上海和南京兩地因為中國政府採辦食糧困難，以致配售中斷的時候，兩市的社會情形便極度不安，搶米風潮時有發生（見第 42 頁）。後來洋米和經合署所借港米一萬噸趕運到滬的消息，便使兩市緊張的局勢安靜下來。
3. 減少食糧的囤積。因為人民最低限度的食糧需要，既有定期供給的保障，屯積的行為便削弱了。
4. 減少食糧市場的投機。配糧都市人民需要的米或麵粉的三分之二，是由配售供給的，分配的來源，受到嚴格的控制，以防止食糧流入黑市。
5. 約束糧價的膨脹。配售是少數都市中有限度的舉措，它不可能抵銷造成通貨膨脹的龐大軍事與經濟的因素，而阻止物價的繼續上揚。可是由於保證給與人民增多的米與麵粉，它自然而然的緩和此項物價的激漲了。拿上海

各種物價來講，米價的季節性的上漲，平均較之戰前漲率為低，多半是因為豐收及配糧計劃的緣故。汕頭的例子很生動的說明配售對於都市米價所能發生的影響。該市在舉辦配售以前，不但米價是全國之冠，而且面臨飢饉的邊緣。在實行配售以後，米價降落一倍以上。不幸的很，對於配售在中國的影響，得不到完全而滿意的衡量，因為沒有人能夠回答這問題：要是沒有配售，事情將要壞到怎樣？

HOW RATIONING HELPS THE CHINESE PEOPLE

American-Aid food helps sustain rationing in China. Rationing benefits the Chinese people in these ways:

1. *Assures an equitable supply of food* with no class or political discrimination. *Approximately 90 per cent of the populace of ration cities have utilized the rationing program.*
2. *Helps stabilize social conditions.* Cities without rationing, such as Ningpo and Chungking, experienced serious rice riots in the Spring of 1948. During the same period, cities with rationing programs experienced no rioting. When the rationing program broke down in Nanking and Shanghai during November, 1948, because of the Chinese Government's difficulty in procuring its share of rationing stocks, social unrest became critical in those cities and food rioting occurred (See page 42). News that rice was being rushed to Shanghai, including 10,000 tons borrowed from Hongkong by ECA, eased unrest in both Shanghai and Nanking.
3. *Discourages hoarding* by ensuring a regular supply of food to meet the people's minimum cereal requirements.
4. *Reduces the field for speculation* with the people's food supplies. Two-thirds of each person's rice or flour needs in the rationing cities is provided through the rationing program, with the source of distribution strictly controlled to prevent supplies from reaching black markets.
5. *Restrains inflation of food prices.* Rationing is a limited operation in a few large cities. It could not possibly arrest rising prices by offsetting the tremendous military and economic factors contributing to inflation in China. However, by assuring increased supplies of rice and flour for the people, rationing has naturally mitigated the rising cost of those commodities. Rice prices in terms of all prices in Shanghai appear to be seasonally rising

less than the prewar average, mainly because of favorable crop reports and the rationing program. The case of Swatow vividly exemplifies the effect rationing can have on a city's rice price. Before rationing, the price of rice in Swatow was the highest in China, and Swatow was faced with starvation. After Swatow rationing began, the price of rice dropped more than 50 per cent.

The beneficial effect and the real need for rationing in China are emphasized by the overwhelming public support of the program.

It is generally recognized that rationing continues as a potent factor in the maintenance of social and economic stability during one of the most critical periods in the nation's history.

一九四八年六月美國政府在華設立經濟合作總署中國分署，接收中華救濟團的援華工作。該分署由前舊金山市長賴樸韓氏（見右圖）擔任署長。經合分署繼續支持配售計劃，它自滯華之日起，已經撥款運華價值美金六千萬元以上的食糧，包括米、麵粉與小麥。大部食米是從暹羅與緬甸採辦來的。

In June, 1948, the U.S. Government sent an ECA Mission to China to take over from CRM the China assistance job. The Mission was headed by Roger D. Lapham (right), former Mayor of San Francisco. ECA continued to support the rationing program, and since its arrival has financed imports of more than US\$60,000,000 worth of food for China, including rice, flour and wheat. Most of the rice has been purchased in Siam and Burma.