

Appendix Nine

ADMINISTRATIVE ORDERS, ETC.

SECTION I: STRUCTURE

Headquarters Organization

1a. EXCERPTS FROM NOTE ON UNRRA ORGANIZATION BY SIR ARTHUR SALTER,
9 MARCH 1944

No set of rules drafted beforehand can determine precisely, and in detail, the part which each of the principal officers will take in discharging the different tasks of UNRRA. To a large extent this will have to be worked out by those concerned as they approach their several tasks. The team spirit is essential, and the "jurisdictional" mind is its greatest danger. An attempt at this stage to draw up a complete set of administrative orders, in legal form and capable of legalistic interpretation, would increase this danger. At the same time the main principles and guiding conceptions must be recognized from the first.

It is a cardinal principle of the Administration that the "functional" Directors will bear the main and primary responsibility for policy within their respective spheres. The Director of Health for example will bear this responsibility for the policy governing all health measures. But he will need, in carrying out his task, to work in cooperation with others, and in some cases accept limitations on his own action. He will, for instance, select his own technical personnel, but must do so within a framework of total cost and scales of pay for which the D.D.G. for Finance and Administration is primarily responsible; and he will accept certain grades of less technical personnel who are recruited and provided by the same D.D.G. Similarly he will acquire his supplies through the D.D.G. for Supply, though his own staff will cooperate in the process of procurement, the extent of the cooperation varying with the nature of the supplies—the medical staff taking a greater part in the procurement of drugs and less in the case of supplies of a more common use, such as timber for building. Again, the health plans, both as to the provision of personnel and methods of distribution of services and supplies in different areas, will need to be coordinated, through the D.D.G. for Areas, with other arrangements made for each given area, and to be consistent with the organization of Area Missions which can work together as teams—but

without impairment of the D.H.'s main and primary responsibility for health policy. In the field all members of each Mission will take their instructions from the Chief of Mission, who will in turn send and receive communications through the Area Bureau, in London or Washington, in accordance with the procedure described below.

The following notes are intended to lay down certain guiding principles which will encourage, and not be a substitute for, a detailed working out of the most convenient methods of cooperation between the different officers concerned. They are uneven, more specific definition being practicable at this stage in some cases than in others; they are provisional and may be modified, at least in detail, at a later date. They aim at indicating the main sphere of responsibility of each D.D.G. and Director, while leaving him to divide responsibility for the different tasks within his own sphere. Administrative orders may be practicable later, but these will aim at consolidating arrangements which have already been worked out by those concerned. If every effort is made to work out for each task the most appropriate method, with an acceptance of the guiding principles in the spirit as well as the letter, and with the avoidance by all of "jurisdictional" attempts to enlarge functions and individual authority, the result is likely to be much better than if an attempt were made to frame a complete and comprehensive framework of administrative orders beforehand . . .

. . .

The Director General for Areas (D.D.G.[A]). The "functional" Directors for Health, Welfare, Industrial Rehabilitation bear the main and primary responsibility for seeing (directly or through Regional offices) that adequate arrangements are made, as regards assignment of personnel, services and the provision and allocation of supplies, within their respective functions, for all areas, and for drawing up the instructions which will determine the extent of the delegated authority to a regional organization such as London and will guide the action of those in the field.

The duties of the D.D.G. for Areas must be seen in the light of this main and primary responsibility for the functional Directors. They will include the following:

1. The Bureau of Areas, and by delegation the corresponding Bureaus of regional offices, will obtain area information and make it available to those concerned; secure coordination of the arrangements made by the functional authorities as they affect the different areas; supplement these for services not so covered; see that the plans are thus welded into a balanced program for each area and the personnel into a balanced mission; call the attention of the "functional" authorities to any local conditions which seem to require adjustment of their plans, or to any delay or overlapping or incompleteness in them when viewed in relation to particular areas. The Area D.D.G. will thus inform, coordinate, expedite and supplement, but *not* otherwise override, or set his judgment against a functional

authority in his own sphere. In particular it is not within the competence of the Area organization to alter the plans of the technical divisions in order to secure conformity with "general UNRRA policy." It is the duty of each functional Director himself to keep sufficiently informed of general UNRRA policy to ensure that his own plans are in accordance with it. If the integration of plans is held to require modifications in them these changes should be made by the technical division responsible.

II. The D.D.G., or by delegation the corresponding officer in a Regional office, will recommend for appointment the Chief of Mission of each area. He will select such personnel for each area as are not (as specialists) chosen by the functional Directors and he will advise the Personnel division as to the kind of training required for persons destined for field work.

The Bureau of Areas (or corresponding Bureau in a Regional Office) will be the channel of communications for Chiefs of Mission. This is not, however, intended to prevent direct informal correspondence between functional specialists or in case of urgency direct instructions on condition that the Chief of Mission and Area Bureau are informed.

III. The D.D.G. will be responsible for the organization and administration of camps including those required by the plans of, and in consultation with, the Director for displaced persons, both in the country from which, and the country to which, they are being repatriated. He will be directly responsible for such functional services in the field as are not covered by the functional Directors; for example for such instructions as it is desirable to give to the Chiefs of Mission as to methods of distribution (other than these covered for special classes by the Director of Welfare)—rationing, price fixing, use of commercial or cooperative organizations, and inland transportation.

The D.D.G. for Areas will need to maintain close contact, through the appropriate Council and Regional Committee members, with the national governments or authorities in whose territory missions are operating and must ensure that instructions, given by functional Directors (if not already cleared with the Government) or by his own Bureau to Chiefs of Mission are acceptable to the governments concerned.

IV. In the operational period the Area Bureau (or corresponding Bureau in the Regional Office) will be the channel of official communications to and from Area Missions, for watching each Mission's work as a whole, and communicating with each Director concerned, in order to secure (with due regard to the main responsibility as defined) that the arrangements for each area are satisfactory and duly coordinated with each other and adjusted to any special local conditions. This responsibility will cover that of watching the working of units of private agencies under the control of the Mission and of seeing, in consultation with the Director of Welfare, that appropriate arrangements are made with the Head Offices of the Society concerned.

(NOTE: In the field the Chief of Mission will have an overriding authority over all members of the Mission and, subject to any special arrangements made, for supervising the work of such private agencies as are working in the area, and will for example give such orders as changing local circumstances may necessitate. In so acting, however, he will be careful to interfere as little as possible with the general plan of action under which the several specialists are acting or with the detailed technical instructions which have emanated from the several functional authorities.

In *operational* work therefore the Chief of Mission will have an authority over different specialists in the area which is different from the relationship of the D.D.G.(A) to the functional Directors at H.Q. where the work is mainly of *planning policy*.)

The D.D.G. will work through an office of Area Coordination and special branches for Areas, or groups of areas, as he may find it convenient to organize them.

In view of the uncertainty as to the time at which UNRRA will be able actually to operate in any, or in successively liberated, areas the D.D.G. will need to be careful to organize his Department so that the number of personnel immediately engaged is related to the work likely to be required in the near future, while its quality is such as to make rapid expansion possible. For example, the area branches now established will doubtless be fewer in number than will be required later, a single branch comprising several countries which will afterwards be dealt with by separate branches.

1b. EXCERPTS FROM HEADQUARTERS ADMINISTRATIVE ORDER 92: ORGANIZATION OF UNRRA HEADQUARTERS OFFICE, 16 APRIL 1946

1. General

This order announces certain changes in the organization of UNRRA Headquarters, effective 15 April 1946. It also transmits a revised organization chart superseding the chart dated 15 September 1945. Under the new organization, the position of Controller is placed in the Office of the Director General. In lieu of the former Bureau of Finance and Administration, two bureaus have been created, a Bureau of Administration headed by a Chief reporting to the Office of the Director General, and a Bureau of Accounts and Finance, headed by a Chief, reporting to the Controller. . . .

2. Organizational Changes

2.1 Office of the Controller. The position of the Controller is established in the Office of the Director General. With the Controller, there is transferred to the Office of the Director General such staff from the former Management Analysis and Classification Branch, Division of Management and Budget, as may be agreed between the Controller and the Chief, Bureau of Administration.

2.2. Bureau of Administration: (2.21) The Bureau of Administration is created under the direction of a Chief of Bureau who shall report to the

Office of the Director General. This bureau shall include the following divisions: (a) Division of Administrative Planning, to which the staff of the former Management Analysis and Classification Branch, Division of Management and Budget, is transferred, with such exceptions as may be agreed between the Chief, Bureau of Administration, and the Controller; (b) Division of Administrative Services; (c) Division of Personnel, to which the staff of the former Division of Personnel and Training is transferred; (d) Division of Procedural Coordination, to which the staff of the former Procedural Control Branch is transferred. (2.22) The Division of Management and Budget is abolished. Its director and his immediate staff are transferred to the Office of the Chief, Bureau of Administration.

2.3 Bureau of Accounts and Finance. (2.31) The Bureau of Accounts and Finance is created under the direction of a Chief of Bureau who shall report to the Controller. This bureau shall include the following divisions: (a) Division of Accounts, to which the staff of the former Accounting Branch, Division of Accounts and Audits, is transferred; (b) Division of Budgetary Accounting, to which the staff of the former Budget Control Branch, Division of Management and Budget, is transferred; (c) Division of Finance; (d) Division of Resources and Operating Reports, to which the staff of the former Statistics and Reports Branch, Division of Management and Budget, is transferred. (2.32) The staffs of the Internal Audit Branch and Accounting Procedures Branch of the former Division of Accounts and Audits are transferred to the Office of the Chief, Bureau of Accounts and Finance . . .

1C. EXCERPTS FROM HEADQUARTERS ADMINISTRATIVE ORDER 92, SUPPLEMENT
4, 15 MAY 1946

214. The Controller

214.1 The Controller, acting for the Director General, is responsible for assuring that effective financial control is maintained over all funds and resources available to the Administration from the individual governments of the United Nations, or from other sources, and that a proper accounting is made for the obligations incurred against and the expenditures or dispositions made from such funds or resources.

214.2 To accomplish these objectives, the Controller will approve or establish, and will supervise, all required policies as to accounting methods, financial reporting, receipt, disbursement and custody of funds and other resources, control of foreign exchange transactions, internal auditing, preparation and administration of budgets, special financial services, and all other matters of concern to the Administration to the extent of the financial implications involved. Such policies and supervision will be applicable for Headquarters, regional and field offices of the Administration.

214.3 The Controller will participate in and be consulted on the formulation of programs within the Administration which will involve or are

likely to involve the receipt or expenditures of funds or the use of the Administration's resources. In addition, the Controller is authorized and directed to examine into, require advance approval for, and direct the accounting for any and all transactions or programs having financial implications to the extent, and in such manner, as he thinks necessary to accomplish proper financial control.

214.4 The Controller will supervise the activities of the Bureau of Accounts and Finance, the chief of which will report to and be responsible to the Controller. In addition, he will, as necessary, approve the designation of such Deputy Controllers in Headquarters, regional and field Offices of the Administration as may be required.

...

240. Bureau of Accounts and Finance

241. Office of the Chief

The Chief of the Bureau of Accounts and Finance, who reports to the Controller shall have immediate responsibility for the accounting, financial reporting, internal auditing and budgetary control requirements of the entire Administration, including: recording of all resources of the Administration; maintenance of a system of budgetary controls; preparation of budgets; maintenance of the accounts of the Administration; operation of banking, disbursing, and other financial services; preparation of financial reports; operation of a system of internal check and audit to assure the propriety of financial transactions and financial statements; coordination of statistical reporting. Within his immediate office, the Chief of the Bureau will have staffs for the following functions:

(a) Accounting procedures clearance. (1) Development of the accounting records and reports which must be maintained by all organization units controlling assets of the Administration; (2) review of accounting systems procedures to assure conformity with accounting systems; (3) installation and inspection of the operation of approved accounting systems; (4) training of accounting personnel recruited at Headquarters for field operations.

(b) Internal Audit. (1) Operating the system of internal check and audit of the financial books accounts, and records of the Administration at Headquarters; (2) examination of financial statements, accounts, books, records, and special situations as required by the Chief of the Bureau.

242. Division of Resources and Operating Reports

It shall be the responsibility of the Director, Division of Resources and Operating Reports, to supervise the following functions: (a) Coordination and issuance of appropriate reports, details, and summaries of the Administration's available and anticipated contributions from member governments; (b) assembly and preparation of material to serve as a basis for forecasts and recommendations with respect to the Administration's future requirements of resources; (c) issuance of current financial statistics and

current operating statistics, including statistics concerning the status of supplies and commodities; (d) development and enforcement of a system of standard reports between Headquarters, regional offices and field missions and offices; (e) review of all existing or proposed statistical reports of the Administration to determine usefulness for operations, correctness as to form and presentation, and integration, into the approved system of reports; (f) clearance and approval of all statistical information in reports going to outside sources in order to assure accuracy of data and proper method of presentation, including statistical information furnished the Committee on Supplies.

243. Division of Budgetary Accounting

It shall be the responsibility of the Director, Division of Budgetary Accounting, to supervise the following functions: (a) preparation of forecasts and recommendations with respect to the Administration's future requirements of fiscal resources; (b) reviewing requests for allotment of all available resources to individual programs, activities, and organizational units or field offices, and taking necessary action in accordance with prescribed overall budgetary determination and allotments. (Such activity will be undertaken in close collaboration with the Division of Administrative Planning in order to achieve a maximum of economy and efficiency in UNRRA operations.); (c) compilation of the Administration's administrative budget document and of revised detailed budgets, on the basis of program analyses and staffing schedules channeled through the Office of the Controller and the Bureau of Administration; compilation and control of the detailed Headquarters administrative budget; (d) maintenance of a system of budgetary control involving: (1) continuing analysis of administrative, operating, and supply expenditures against allotments and of unobligated balances of allotments; (2) based on such analysis, initiation of action to withdraw, curtail, or supplement allotments; and (3) preparation of reports of the status of allotments and expenditures in general as against the total budget.

244. Division of Accounts

It shall be the responsibility of the Director, Division of Accounts, to supervise the following functions: (a) maintenance of accounts and accounting records in accordance with procedures set out by the Controller and the Chief of the Bureau; (b) examination and preparation for payment of vouchers supporting expenditures of the Administration's funds; (c) custody of all vouchers supporting entries recorded in accounts and records maintained; (d) preparation of financial statements required for the Council, in accordance with Council Resolution No. 41; (e) approval for payment of individual expenditures within authorized budgetary allotments (excluding cost of commodities contributed by member governments); (f) preparation of reports on receipts and disbursements.

245. Division of Finance

It shall be the responsibility of the Director, Division of Finance, to

supervise the following functions: (a) initiation of action to secure the payments of contributions of member governments and maintenance of records reflecting the status of same; (b) arranging for the selection of depositories, and for the establishment of letters of credit and other financing facilities; and receiving and disbursing of all cash funds of the Administration; (c) solution of problems arising from transfer and convertibility of funds, or fluctuation of rates of exchange; (d) analysis and settlement of problems arising through the use of local or occupation currency within any country, whether in meeting that country's commitments to UNRRA or for operations within that country, including collection of data on proceeds of sale of relief supplies by recipient governments; (e) development and administration of the insurance program of the Administration, including employee's compensation, employee's fidelity, public liability, property, marine, fire, and baggage insurance, and self insurance; (f) review and settlement of claims against the Administration under employee's compensation and other insurance plans and also claims for property or personal injury damages in areas of operation; establishment of procedures for handling of such matters where authority is delegated to other offices of the Administration.

246. Division of Commodity Records

It shall be the responsibility of the Director, Division of Commodity Records, to supervise the following functions: (a) custody of all documentation supporting the commodity accounting records maintained at Headquarters; (b) preparation of detailed machine records of all commodity acquisitions, and of distribution by countries of destination; (c) preparation (in collaboration with the Director, Division of Accounts) of journal vouchers reflecting such commodity acquisition and distribution for inclusion in the Administration's accounts; (d) maintenance of records and preparation of reports as a service to the Bureau of Supply, as agreed upon with the Bureau of Supply; (e) preparation of special commodity reports as required by the Administration.

Functions of European Regional Office [ERO]

2a. RELATIONS WITH LONDON REGIONAL OFFICE BY SIR ARTHUR SALTER, 21 FEBRUARY 1944

As the Far Eastern work is still centered at Washington, the only Regional Organization with which it is now necessary to define the relations of officers of H.Q. is the one established in London.

The problem of deciding the extent to which authority should be delegated to London, and of making the consequent administrative and personnel arrangements, is one of the most difficult which have to be faced in UNRRA's organization. The difficulty arises from the facts, first that Washington's role must clearly be more important in certain spheres,

e.g. supply, than in others; and, second, that it may differ both from time to time and in regard to different countries.

In working out this problem the following principles and considerations need to be taken into account.

(a) Subject to policy prescribed by the Council, which may meet anywhere, and by the Central Committee, which will normally meet where the D.G. resides, all executive authority rests ultimately with the D.G. and the authority of the London Regional Office is such as is delegated by him; and he and his H.Q. are at Washington.

(b) Nevertheless, the constitution of the European Committee, whose secretariat arrangements must be made by the L.R.O. [London Regional Office], is an indication that the main and normal contact with European governments will be in and through London; and that action, as regards European countries, should be decentralized to the L.R.O. except where there is a definite and sufficient reason for retaining it in Washington.

(c) There are limits to the extent to which H.Q. can delegate. In particular H.Q. must always be the effective center for (i) *Main supply policy*: including general coordination of requirements with all available supplies of each commodity; allocation of what is available between West and East, with consequent scaling down of requirements; allocation of responsibilities for providing supplies between contributing countries in consultation with Supplies Committee and in negotiation with the Combined Boards; (ii) *Finance*: determination of proportions allowable for expenditure by, or under control of, L.R.O. and under Far Eastern organization or H.Q. respectively; and of methods of control and accountability; (iii) *General policy*: determination of all principles of general application, for West or East, as expressing general UNRRA policy; and general supervision of the way in which delegated authority is being exercised.

(d) Subject to these limits, the policy should be to decentralize and delegate to the L.R.O. as far and as fast as possible. This should cover (i) the handling in the first instance of questions relating to the development of supply requirements; subsequent downward adjustment, and distribution of deficit, so far as H.Q. indicates that this is necessary; arrangements to meet the requirements so far as they can be provided from within the European region; (ii) development of plans and provision and organization of staff, in due coordination with what is being arranged at H.Q., for relief and rehabilitation services in European areas; (iii) arrangements with British authorities in London; (iv) orders to European Chiefs of Missions.

In actual operation it is essential that each Chief of Mission should know whether he is to communicate with London or Washington to ask for instructions or for additional aid. It is desirable that where and when possible he should look to London, and that the general arrangements

between Washington and London should be such that London is able to give direct instructions in the great bulk of cases without prior reference to Washington—though such reference will doubtless be necessary occasionally.

The full development of this process of delegation can only come gradually as main principles of policy become settled and as the London organization gets into working order. It is clear, for example, that the Cairo Mission must at present look for its instructions to H.Q., though later it may look to London. It is possible too that some distinction may be desirable between different countries (those which pay and have settled governments who administer their own relief and those in which UNRRA's responsibility is greater). It is more important that each Chief of Mission should look to one center for all his instructions than that all should look to the same one.

(e) In carrying out the above duties the L.R.O. will be responsible for maintaining liaison with European member governments and with other governmental, and non-governmental agencies, including the military, in the European region. It will serve the Committee of the Council for Europe, and the regional committees and sub-committees by providing accommodation, staff including technicians, and other services: and will both keep them informed of UNRRA operations and serve as the channel for their recommendations to H.Q.

(f) The L.R.O. will be organized as a unit. It will be under three D.D.Gs., appointed directly by the D.G., each with a defined sphere of responsibility, but coordinating their work through an Administrative Council, of which all three will be members, with an Executive Secretary. It follows that formal instructions from H.Q. will be sent in the name of the D.G. to the Administrative Council through its executive secretary, who will be responsible for appropriate distribution. Formally therefore officers at H.Q. will not be giving direct instructions to the corresponding officers in London. Nevertheless the *substance* of instructions will emanate from the D.D.Gs. and Directors who will be responsible for seeing that the arrangements as a whole for their respective functions are adequate.

While officers discharging a particular function in Washington will in the first period normally be senior in status to those discharging the corresponding function in London, this will not necessarily be the case as the period of operation approaches. For example the D.H. will at first work in Washington, and the Health Officer in London be junior to him in status. Later, however, it may be convenient that the D.H. should be transferred to London, whether the principal Health Officer there then remains to serve under him or is transferred to Washington or elsewhere.

When such developments occur, appropriate adjustments in the division of responsibility in London (including possible changes in the membership of the Administrative Council) will be required.

In order to facilitate development of this kind, appointments will in

principle be for service where required, even though many officers will doubtless work permanently where they are first appointed.

In summary, therefore, while the H.Q. at Washington will remain responsible for the initial determination of principles of policy, and the center for supply policy and financial control, it is desirable that, alike in the acquisition of information, the original ascertainment of requirements and subsequent adjustment to supply availability as indicated from H.Q., and the issue of operational instructions to European Field Missions, the work should increasingly, and as far and as fast as possible, be decentralized to the London Regional Office.

All organizational and personnel arrangements now being made need to be such as to facilitate this process.

2b. DIRECTIVE ON DELEGATION OF RESPONSIBILITY AND AUTHORITY TO ERO: MEMORANDUM, HERBERT H. LEHMAN TO ALL BUREAU AND DIVISION HEADS, WASHINGTON, THE ADMINISTRATIVE COUNCIL, ERO, LONDON, AND ALL COUNTRY MISSION AND UNRRA OFFICE CHIEFS, 3 MAY 1945

I. *Introduction.* As UNRRA moves rapidly from the planning into the operating stage, adjustments in the distribution of responsibility and authority within the organization become necessary and desirable. Accordingly, changes to increase the effectiveness of the organization have been fully considered and are stated below, and will take effect as indicated.

I am moved, in part, to fix the responsibilities as indicated because the urgency of our work in coming months will necessitate that I be personally free to move about as the situation requires, spending part of my time at Headquarters, part at ERO, part with the Field Missions, and wherever else the need for me appears to be greatest at the time. Good administration of an emergency effort over such a vast area as our program encompasses necessitates, on the one hand, fixed responsibility at certain bases with provision for adequate continuous administration, and on the other hand, requires that the Director General be in a position to concentrate his efforts at the centers of greatest need, which are likely to change from time to time and at short notice. Such arrangements will moreover permit me as Director General to reach those overall policy decisions over which I will retain full control.

II. *Delegation of responsibility and authority to the ERO.*

A. Effective immediately the ERO will become the focal point for the administration of our responsibilities in Europe and the Middle East, including Ethiopia, excepting only Poland which remains a Headquarters responsibility pending the conclusion of an Agreement with that country.

The ERO will be responsible for and will direct all country missions' operations in these areas.

B. Chiefs of all country missions will report to ERO. The ERO will

have responsibility for completing the planning and organization of these missions as required.

C. The ERO will establish the total needs for funds required for administrative purposes by these missions and will request an allocation of such funds from Headquarters. The ERO will, subject to appropriate fiscal controls established by Headquarters, reallocate such administrative funds among the missions, delegating to the Chief of Mission concerned the reapportionment, as far as possible, of such funds among the various purposes and units within the mission.

D. Full responsibility is hereby delegated to the ERO for the administration of all relief and rehabilitation services and programs in Europe. With respect to displaced persons services and programs, this will include also responsibility for United Nations nationals in the Middle East, Africa and India.

E. In the case of supplies, the missions will, in order to expedite shipping and procurement, state their requirements both to the ERO and Headquarters, the former commenting thereon to Headquarters as necessary. It will be the ERO's responsibility (i) to ascertain the extent to which requirements can be met out of procurement in the area for which it has procurement responsibility, namely the United Kingdom, British Colonies, Middle East, and the Continent of Europe, and report this to Headquarters so that the overall program of requirements may be established; (ii) to execute that portion of the procurement and shipping program as finally approved under (i) above; (iii) to review from time to time the distribution of supplies actually provided by UNRRA between the various receiving countries, including for this purpose ad hoc arrangements for consultation with the receiving countries as may become necessary from time to time.

F. To insure prompt and effective action in the administration of all services and programs by the ERO, I am establishing an office of the Director General in London. I am assigning Commander R. G. A. Jackson, Senior Deputy Director General, to serve for a limited time as my personal representative in charge of this office. To him is hereby delegated full responsibility, as vested in me, for initiating, reviewing and directing plans, programs, services and operations, including authority to make such changes in organization and personnel in respect of ERO operations as may become necessary from time to time. I have informed him of those matters which I desire to be referred to me before action is finally taken.

III. *Adjustments in organization at Headquarters.* To insure effective administration consistent with the points made above, certain changes in the organization at Headquarters are hereby made effective at once.

A. The Bureau of Areas is reconstituted as the Bureau of Services. Mr. Michail Menshikov will be in charge of this Bureau. The Directors at Headquarters of the Divisions of Health, Displaced Persons and Welfare will report to Mr. Menshikov.

B. The Division dealing with Distribution in the Bureau of Areas, and the personnel and records of such Division are hereby transferred to the Bureau of Supply.

C. The Division of Staff Services and the personnel and records of such Division are hereby transferred to the Bureau of Finance and Administration.

D. The responsibility of supervising country missions formerly lodged in the Bureau of Areas has now been delegated largely to the ERO. A small unit to serve primarily as a center of reports and information relating to the countries receiving UNRRA assistance is hereby created to be known as the Office of Country Mission Affairs, which will report to the Office of the Senior Deputy Director General at Headquarters.

E. The Far Eastern Division will for the time being be in the Bureau of Services.

F. The Camps Division will be transferred to the Displaced Persons Division.

G. The functions assigned to other Divisions of the Bureau of Areas not separately referred to are hereby transferred to the Office of Country Mission Affairs.

H. The Office of the Financial Adviser is hereby transferred to the Bureau of Finance and Administration.

I. The following units of the Headquarters office will report to the Office of the Senior Deputy Director General, effective at once: The Bureaus of Supply, Finance and Administration, and of Services; the Office of Country Mission Affairs; the Secretariat; the Office of Regional Liaison; the General Counsel; the Diplomatic Adviser; and the Director of Public Relations.

J. I have designated Mr. Roy F. Hendrickson, Deputy Director General for Supply, to be in charge of the Office of the Senior Deputy Director General to serve during Commander R. G. A. Jackson's absence as chief executive officer at Headquarters.

K. He is authorized to issue such directives as are necessary for the operation of the Headquarters office, to serve as the principal contact with the ERO, insuring that the letter and spirit of the delegation of authority to the ERO is observed and supported in day to day operations.

IV. *Country missions.* The Chiefs of the country missions will, as necessary, receive instructions from ERO, and in general it is intended that the responsibility and authority for the work of each mission is vested in its Chief.

V. *General considerations.* In order to insure orderly and expeditious administration, it is desirable to make certain points in the relationships of Headquarters, the ERO and Missions clearly understood, including:

A. The Chief of a Mission is responsible for indicating to the ERO what personnel is required for his Mission. The ERO will review such requests and act on them, requesting assistance from Headquarters as necessary,

subject to the maintenance of adequate financial controls as required by II.C. above.

B. The ERO will be responsible for evaluating the needs for supervisory or advisory visits to field missions and no such visits will be made without prior consultation with the ERO. While Headquarters is free to initiate such visits as may be essential, it will advise the ERO in advance of its plans in all cases and will keep such visitations to a minimum. In order to insure complete and cooperative consideration and communications on all matters having administrative or technical significance, the ERO may designate a representative to join any visit initiated by Headquarters.

C. Country missions supervised by the ERO will make regular, and when necessary special, reports to the ERO. The ERO will specify the type and content of such reports incorporating such specific needs as Headquarters may indicate. Routine reports as specified by the ERO will be sent simultaneously to Headquarters. Any action felt to be worthy of consideration after reflection upon the reports at Headquarters shall be communicated to ERO for consideration and possible relaying to the Chief of Mission concerned. ERO will make periodic reports to Headquarters on its operations and the operations of the missions for which it is responsible.

D. The type of relationship between Headquarters and ERO envisaged by this order cannot be indicated to the last detail. Rather it is my purpose that the delegation shall be very broad, that ERO through the availability of my personal representative shall be in a position to act quickly and finally without more than general supervision from Headquarters. This general supervision will take the form of ERO requesting or receiving from Headquarters directions, suggestions, and advice, especially on matters of broad general policy; and of Headquarters seeking to assist and give service to ERO without involving itself in details.

E. Through my Headquarters office I will retain responsibility for UNRRA's policies and operations globally, delegating authority for operations as rapidly as practicable; the office will retain relationships with the Council and the Central Committee and except as otherwise assigned, relationships with contributing countries.

2c. ERO ADMINISTRATION ORDER A. 178, FUNCTIONS AND ORGANIZATION OF THE OFFICE OF THE DIRECTOR GENERAL, 11 DECEMBER 1945

1. *Purpose.* To set out the functions and organisation of the Office of the Director General, in the European Regional Office.

2. *Organization of the Office of the Director General.* With effect from 1st December, 1945, the Office of the Director-General shall comprise: the Office of the General Counsel, which shall include the Legal Advisers and the Secretariat; the Division of Operational Analysis; the Division of Information.

3. *Functions of the Office of the Director General and of Its Component Parts.*

A. *The Office of the Director General.* The Office of the Director-General provides the means through which the Director General or his Personal Representative in ERO will direct the general policy of ERO and of field units under ERO jurisdiction. The Director General or his Personal Representative will coordinate overall ERO policy with the assistance of the Administrative Council which shall comprise the Personal Representative of the Director General and the Deputy Directors General.

B. *The Office of the Personal Representative of the Director General.* The Office of the Personal Representative of the Director General shall consist of the personal staff of the Personal Representative of the Director General, his Executive Assistants, and the Economic Adviser. (i) The Executive Assistants shall have the following functions: (a) to act on behalf of the Personal Representative of the Director General, as directed by him, in matters which do not properly reside within the offices of the Departmental Chiefs; (b) to assemble, analyse and prepare for the Personal Representative of the Director General, material on matters peculiar to the Office of the Personal Representative of the Director General and which do not properly reside in the Offices of the Departmental Chiefs; (c) to receive visitors from Missions and elsewhere on behalf of the Personal Representative of the Director General; (d) to carry out such other duties as the Personal Representative of the Director General may direct. (ii) The spheres of work shall be as follows: (a) *Executive Assistant I.* Missions—Greece, Italy, Yugoslavia, Albania, Dodecanese, Ethiopia, Middle East Office. UNRRA Liaison Office with A.F.H.Q. European Regional Office (Department of Finance & Administration); (b) *Executive Assistants II and III.* Missions—Poland, Czechoslovakia, Ukraine, Byelo-Russia. Liaison Missions—France, Belgium, Holland, Norway, Denmark, Luxembourg; Observers—Sweden, Switzerland. D.P. Operations—Germany, Austria. Surplus Property Office, ERO, Paris. European Regional Office (Department of Supply and Department of Relief Services). (iii) *The Economic Adviser* shall have the following duties: (a) to consult with the Director, Division of Operational Analysis and to provide technical advice on economic reporting and analysis; (b) to prepare material for and present recommendations to the Personal Representative of the Director General, either as requested or on his own initiative, on economic matters concerning UNRRA.

C. *The Office of the General Counsel.* The Office of the General Counsel, which shall include the Legal Advisers and the Secretariat, shall have the following duties: (i) to advise all Departments of ERO and to coordinate on behalf of the Director General, or his Personal Representative, overall policy with respect to relations with Governments and other outside bodies; (ii) to advise on legal questions concerning ERO, Missions, and

Field Headquarters under the jurisdiction of ERO; (iii) to prepare agreements, contracts, letters of authority, and other formal documents as required; (iv) to advise on the interpretation of UNRRA Resolutions and ensure conformity therewith; (v) to advise on the preparation of resolutions for the C.C.E. and assist in ensuring conformity with their rules of procedure; (vi) to direct the Secretariat. (The functions and organisation of the Secretariat are set out in Order A. 168 dated 1st December, 1945).

D. *The Division of Operational Analysis.* The functions and organisation of the Division of Operational Analysis are set out in Order A. 177 dated 11th December, 1945.

E. *The Division of Information.* The functions and organisation of the Division of Information are set out in Order A. 124 dated 20th July, 1945.

4. This Order cancels Order A. 132 dated 27th July, 1945.

Functions of Missions

3a. ERO ADMINISTRATION ORDER A. 148, ANNEX 1: ORGANIZATION FOR DISPLACED PERSONS OPERATIONS IN GERMANY—POLICY MEMORANDUM, 1 OCTOBER 1945

The set-up for the Displaced Persons Operations in Germany has been prepared to conform to the following policy.

1. Decentralisation of policy and administration from E.R.O. to Central Headquarters of Displaced Persons Operations (UNRRA) in Germany.

2. The control of policy by Central Headquarters and the decentralisation of execution and administration through subordinate formations, comprising: 3 Zone Headquarters (British, U.S. and French); District Headquarters (within Zones); Field Supervisors (within Districts); teams. An average of six teams per Field Supervisor has been taken as a basis. The number of Field Supervisors and teams under them will be subject to adjustment in accordance with operational and geographical needs.

3. The administrative set-up has been planned in three Departments as in E.R.O. and with a view to the allocation of responsibility for the functions of administration to be carried out where they are needed and to avoid unnecessary channelling through higher or lower formations who are not immediately concerned.

4. The organisation is based upon the principle that full responsibility rests on the Directors at Central, Zone or District Headquarters. Central, Zone and District Directors will exercise complete authority over their staffs and over the formations and units within their jurisdiction. Direct communication on technical matters as between staffs of formations in the D.P. Organisation or between Central Headquarters and the appropriate Department of E.R.O. is permitted only with the knowledge and approval of the Director concerned . . .

3b. TYPICAL DIRECTIVE TO A CHIEF OF MISSION: LETTER, DUDLEY WARD, GENERAL COUNSEL, ERO, FOR SIR HUMFREY M. GALE, PERSONAL REPRESENTATIVE OF THE DIRECTOR GENERAL, TO BRIGADIER CHARLES M. DRURY, CHIEF OF MISSION TO POLAND, OCTOBER 1945

This letter of authority is my formal notification to you that you have been appointed Chief of the U.N.R.R.A. Mission to Poland. In this capacity you will be the senior U.N.R.R.A. official in Poland with respect to the U.N.R.R.A. Mission and to all U.N.R.R.A. activities in Poland.

The objectives of this Mission may be summarised as follows:

To administer or arrange for the administration of measures for the relief of victims of war in Poland through the provision of food, fuel, clothing, shelter and other basic necessities, medical and other essential services; and to facilitate in such area so far as necessary to the adequate provision of relief, the production and transportation of these articles and the furnishing of these services.

In carrying out the responsibilities of the Mission, you will be subject to the policies, resolutions and administrative regulations of U.N.R.R.A., to the Agreement of 14th September between the Government of Poland and U.N.R.R.A. and to such other agreements and understandings as may be reached with the Polish and other authorities concerned. Subject to these, and as my representative, you will have complete authority in Poland, to carry out the objectives above stated, including but not limited to the following:

1. In agreement with the Polish Government to establish programmes, provide essential services, and discharge U.N.R.R.A. responsibilities for supervision or conducting operations in the fields of general relief and rehabilitation, health, welfare, displaced persons and agricultural and industrial rehabilitation. You may negotiate with the Government supplementary agreements or modifications of the Agreement of 14th September, provided, however, that they shall be approved by the E.R.O. before becoming effective.

2. To maintain liaison with appropriate civil authorities, governmental and intergovernmental agencies, and military authorities in liberated areas of Poland. You may negotiate with such authorities and agencies any agreements which you may consider necessary, provided however that they shall be approved by the E.R.O. before becoming effective.

3. To negotiate, conclude, and execute on behalf of the Administration all other contracts necessary for the prosecution of the Mission's operations in Poland.

4. To keep in touch with such foreign voluntary relief agencies as may be authorised to assist in the work of relief and rehabilitation in Poland, and to co-ordinate and supervise the activities of such voluntary agencies.

5. To receive U.N.R.R.A. supplies, to arrange for their transfer to the Government, to observe and report on their distribution, and to direct the use of supply resources of the Mission in such manner as will result in their most effective utilisation.

6. To receive and account for local currency made available to the Administration by the Government for its administrative and operating expenses in Poland in accordance with the provisions of the Agreement of the 14th September.

7. To determine the location of headquarters of the Mission, and to establish, maintain, and abolish such district offices as appear necessary for the efficient administration of the Mission.

8. To exercise active control and supervision of the administration of the Mission, be responsible for all U.N.R.R.A. operations in Poland and co-ordinating the activities of all divisions and offices of the Mission in Poland.

9. Within the limitations of approved budgets and available funds, you shall have power on behalf of the Administration to incur indebtedness and to obligate and expend the funds of the Administration for the purposes of U.N.R.R.A. operations in Poland.

10. Subject to the rules and regulations established by the Treasurer, you are hereby authorised to open, operate, and manage, in the name of the Mission, such accounts in banks or other credit institutions as you deem necessary.

4a. Aide Memoire on Plans for Termination of UNRRA and Transfer of Functions to Other International Organizations, from the Director General for all Member Governments of UNRRA, 25 June 1946

The Third Council Session of UNRRA determined provisionally that final UNRRA shipments should be completed by March 31, 1947. The forthcoming Fifth Council Session must decide definitely as to further relief and rehabilitation needs.

It is submitted that, for the reasons presented subsequently in this aide-memoire, it is imperative to determine the future policy respecting relief and rehabilitation action and that the Fifth Council Session is the latest date by which time such policy decision should be taken.

The financial resources placed at the disposal of the Administration will have been just sufficient to maintain, together with local produce, a meager subsistence diet in the UNRRA countries in Europe until the 1946 harvest comes in. These resources will also permit food to be sent to the Far East on a lower ration scale though for a slightly longer period. In addition, agricultural and industrial rehabilitation equipment will have been provided to meet the most immediate needs of the countries concerned.

Practically all UNRRA's financial resources will be encumbered in the very near future, even though deliveries of supplies, particularly rehabilitation equipment, will not be completed by the end of 1946 in Europe and until some time after the end of March 1947 in the Far East.

In considering the future, it will be necessary for the Member Nations to decide whether further acute needs exist in the fields of activity in which UNRRA has been working, and should such needs be held to exist, then

it will be necessary to decide the manner in which they are to be met.

UNRRA's operations can be considered in three broad fields: (a) the supply operations; (b) work with displaced persons; and (c) health and welfare activities.

As to the supply operations, it will be necessary for the Member Nations to decide at the Fifth Council Session whether any of the countries now receiving assistance from UNRRA will stand in need of further help until the harvest of 1947. It will be essential for any country having such needs which it is itself unable to satisfy to be in a position at the Fifth Council Session to prove conclusively that those needs do in fact exist.

When the needs of the various countries have been established, it will be necessary for the Member Nations concerned to decide how those requirements are to be met. There appear to be three broad courses of action available: (i) by some bi-lateral arrangement between the country in need of assistance and some other Power; (ii) by a multi-lateral arrangement; and (iii) by an international organization.

It is imperative that the Member Nations concerned with giving assistance to others should come to the Fifth Council Session ready to take decisions on this matter and with authority to speak for their Governments.

In deciding any further policy, it is desired to place the greatest possible emphasis on the need for assuring continuity of assistance and completion of any plans decided upon. It would be a grave misfortune if the results already achieved by UNRRA were lost as a result of a failure to make in good time adequate provision for meeting future and justified needs.

It is further desired to emphasize, paying particular attention to the experience gained by UNRRA, the multitude of administrative difficulties which must be faced in carrying out these supply operations. It took the best part of two years for UNRRA to build and to develop into an effective international administrative machine. It should also be noted that several of the countries which suffered great devastation during the war have had to place very considerable reliance on the administrative machinery of UNRRA owing to the unavoidable weakness of their own governmental machinery, which of necessity can only be restored slowly. It is desired that the Member Nations should pay the most careful attention to this aspect of the matter, for if it is not handled effectively, the most generous intentions may be frustrated.

Summed up, it can be said that as far as supply operations are concerned, it is desired at the Fifth Council Session to establish clearly the extent to which further needs on the part of those nations now receiving UNRRA assistance can still not be met by them and whether the Member Nations concerned are prepared to give further assistance, and if so, what administrative machinery is to be used.

As for the second major function, that of handling displaced persons, it is essential that the United Nations organization should establish a perma-

ment and effective agency to take over this work from UNRRA not later than the 1st January, 1947. Certain preliminary action in this field has already been taken by the United Nations, but again it is desired to emphasize the extreme importance of assuring that effective administrative arrangements are made for the transfer of functions and of staff, and for making provision for all the detailed arrangements which are necessary to assure that a large-scale international organization can operate. Again, if this is not done, then it is quite obvious that any new agency must be provided with authority, official standing, funds and staff in order to avoid all the difficulties and frustrations which beset UNRRA in its early days.

As to the third function, that of health and welfare, arrangements should be made by the United Nations organization at an early date to establish permanent organizations which can take over this work from UNRRA and assure that continuity of operation is preserved.

There are many reasons why a definite policy to deal with these matters must be established at the Fifth Council Session. Primarily, it is in the interests of the United Nations to assure that the liberated countries are properly set on their feet so that they can really help themselves. It would be unwise to prolong aid longer than is essential, but on the other hand it would be the height of folly to withdraw that help after so much has been done if it can be clearly indicated that countries now receiving UNRRA aid are simply going to fall back into the desperate conditions which obtained when the war ended. The first need is to make certain that the people of the liberated countries who gave so much during the war are given a reasonable chance to face the future. In this respect the United Nations must *not* shirk their responsibilities for helping each other in the new world.

In considering future needs it is earnestly hoped that the United Nations will include arrangements which will enable effective child feeding to be continued in all the countries in which UNRRA has been operating.

Secondly, great care must be taken to assure that if further aid is given, proper administrative arrangements are made to assure that continuity of the work now performed by UNRRA is preserved.

Thirdly, UNRRA represents an effective and efficient piece of international machinery. The United Nations should assure that the machinery put together so laboriously, with so much work and determination, and frequently with great personal sacrifice, is not lightly destroyed. If at the Fifth Council Session it is decided that after existing funds have been spent there will be no further need for UNRRA in the world, then that will be an irrevocable decision. In this case careful and fair arrangements must be made in an endeavour to retain the administrative and field staff of UNRRA to complete the job, but it will be appreciated that this will be far from easy, having regard to the relatively short life which would then remain for the organization, even though several millions of tons of supplies still remain to be delivered.

The Director General deems it to be his duty and responsibility to make known, without any reservation or ambiguity, the conclusion reached by the Administration based upon the most objective survey of the first-hand reports of senior field officers. Should the Council decide that no additional funds for UNRRA are to be provided for whatever needs may be established at the Fifth Council Session, then the Director General may be compelled to place on record his judgment that funds will most certainly have to be provided promptly to some other agencies; that an ill-prepared relief programme undertaken hastily and in emergency conditions will be far more costly, far less effective and far less efficient.

The Director General desires to make it very clear that the following are the practical situations which must be considered and definitely decided at the Fifth Session of the UNRRA Council:

1. If it is decided that UNRRA as such should continue, which the Director General personally does not recommend, funds must be provided promptly for the administration and operations for such continuing period as the Council may determine.

2. UNRRA's funds will only permit it to ship and deliver food, supplies and equipment in the pipeline and acquired, but not necessarily shipped, prior to December 31, 1946. Therefore, if further activities, limited or otherwise, are to be transferred to successor agencies, funds must be provided promptly to enable them to commence operations on January 1, 1947.

3. If the United Nations or any other international organization is to take over UNRRA's present functions in relation to health, welfare and displaced persons, funds will have to be provided promptly to permit such organization to commence operations on January 1, 1947.

4. If UNRRA activities are to be discontinued with the completion of the present program, this decision must be made at the Fifth Council Session so that UNRRA will get timely notice to enable it to plan for demobilization.

5. These matters cannot be left in abeyance.

SECTION II: SUPPLY POLICY

1. *Memorandum, the Director General to the Members of the Central Committee, UNRRA Policy on Local Currency Proceeds,*
20 January 1945

1. Current negotiations with recipient countries have presented several questions of UNRRA policy with respect to the receipt and use of the local currency proceeds to be derived from the sale of UNRRA supplies. In view of the importance of the issue to UNRRA's operations I wish to call to your attention the various proposals which have been under con-

sideration and to advise you of the policy which I intend to follow on the basis of the Council's Resolutions.

2. The pertinent provisions of the Resolutions on this matter are sections 19 and 20 of the Financial Plan incorporated in Resolution 14. They read as follows:

Section 19: Supplies and Services for Which Member Governments Are Not in a Position to Pay with Suitable Means of Foreign Exchange. The Council recommends that governments not in a position to pay in suitable means of foreign exchange for necessary relief and rehabilitation supplies or services make available to the Administration in whole or in part the local currency proceeds from the sale of supplies furnished by the Administration. It shall be the policy of the Administration to use any such local currency for relief and rehabilitation work, including the care and movement of displaced persons, and for such other purposes as may be agreed upon with the government. Programs for the utilization of such local currency shall be formulated by the Director General and the member government involved.

Section 20: Expenses Met with Local Currency. The Council recommends that so far as possible all expenses of the Administration within a liberated area shall be borne by the government of such area, and shall be paid in local currency made available by the government of the area or derived from the proceeds of the sale of supplies.

At the Atlantic City meeting and in connection with U.S. Congressional hearings it was explained by the member for the U.S. and by the Director General that the local currency proceeds would provide a fund to finance expenditures for relief and rehabilitation within the country. (Excerpts from the Atlantic City proceedings and the Congressional Hearings are set forth in the attached memorandum for your information.)

3. We have given a good deal of thought to the interpretation of the above-quoted provisions of the Financial Plan and to the financial arrangements to be entered into on the basis of these provisions. Three different positions have been advanced, particularly with respect to the question of the extent to which the Government will be privileged to use the local currency proceeds for its own purposes. In order to present a clear picture I shall summarize these three positions and the arrangements proposed.

4. The first proposal provides that the net proceeds from the sale of UNRRA supplies would be paid into a special account which would be under the control of the Administration. (These proceeds would be "net" in that they would not include local distribution costs of the Government or of other distributing agencies, nor would they include taxes.) In lieu of the actual net proceeds the Government and the Administration might agree upon a lump sum, approximating expected proceeds, which would be transferred to the special account.

The Administration would have the right to draw upon the account for its administrative and operating expenditures in the area. In addition, the fund could be used, or released to the Government, for specific relief and rehabilitation purposes mutually agreed upon by the Government

and the Administration. The Administration would thus be free to release any part of the proceeds to the Government for an agreed relief purpose; but the Government would not be free to draw any proceeds without the consent of the Administration. Furthermore, under this proposal the Administration would be prepared to make short term loans without interest to the Government for its general budgetary needs whenever the sums in the Administration's account would exceed the amounts needed for agreed relief and rehabilitation expenditure.

5. The second proposal would permit the Government to use the actual proceeds for its ordinary operations but require that the Government expend an equivalent amount for relief and rehabilitation purposes within a reasonable period after the commencement of UNRRA operations. In more specific terms this second proposal calls for the following arrangements:

(a) The Government will furnish UNRRA with sufficient local currency to enable it to meet its administrative and operating expenses within the country. The amount and nature of such expenses will be determined by the programs for relief and rehabilitation mutually agreed upon by the Government and the Administration.

(b) The Government would maintain a record of the actual proceeds derived from the sale of UNRRA supplies, or in lieu thereof a lump sum approximation of proceeds would be mutually agreed upon by the Administration and the Government.

(c) The Government would agree to use, within a reasonable time after the commencement of the UNRRA period, for relief and rehabilitation purposes funds equivalent in amount to the sums recorded as proceeds, less such amounts as are transferred to the Administration for its expenses. Such relief and rehabilitation expenditures would include, for example, activities undertaken by or under the direction of the Government with respect to agricultural and industrial rehabilitation and relief welfare services, and also activities of the Administration with respect to relief in other areas as, for example, transportation and procurement of supplies destined for other areas. The Government would have discretion to determine what sums will be made available to the Administration for these other purposes.

(d) The Government will discuss with the Administration its plans for relief and rehabilitation expenditures as provided for in paragraph (c) above. In addition, the Government would furnish the Administration with periodic reports of the expenditures made and receive the Administration's views regarding such expenditures. In those cases where funds are to be made available to the Administration for relief programs they would be expended pursuant to programs jointly formulated by the Government and the Administration.

6. The third proposal would permit the Government freely to use the proceeds derived from the sale of UNRRA goods for its ordinary budget purposes. The Government would be obliged only to provide the Administration with sufficient local currency to meet its local expenditures

including the costs of personnel and the costs of such operations as may be mutually agreed upon to be the responsibility of the Administration. The Government would have discretion to use the balance of the proceeds, either for relief and rehabilitation or for any other purpose it deems to be in the best interest of the country.

7. It should be noted that under all three proposals it is clear that the responsibility for the distribution of UNRRA supplies and for the collection of proceeds rests with the Government and not with the Administration. It should also be noted that under all three proposals the Government would agree to furnish sufficient local currency to meet UNRRA's local expenditures for such activities as may be agreed upon between the Government and the Administration. The essential differences have to do with the control of the proceeds and the obligation to use them (or the equivalent) for relief and rehabilitation purposes.

8. After careful consideration and discussion I have determined to adopt for a period of six months the second proposal as it is outlined in paragraph 5 above. It seems to me that this proposal most appropriately recognizes the budgetary requirements of the liberated countries and the responsibility of the Governments for meeting their own needs, and at the same time offers assurance that UNRRA's resources will be used to the maximum extent possible for relief and rehabilitation. I am proceeding to formalize this policy in agreements and understandings with recipient countries, with such variations in detail as may appear necessary to the Administration and the particular Government concerned.

I should be glad to receive any comments which you may desire to make.

Agreements Reached Outside UNRRA Affecting UNRRA Supply Programs for the Soviet Republics

2a. LETTER, C. TYLER WOOD, SPECIAL ASSISTANT TO THE ASSISTANT SECRETARY OF STATE, UNITED STATES, TO HERBERT H. LEHMAN, 7 FEBRUARY 1946

Attached for your information is a Memorandum of Understanding between the representatives of Canada, the United Kingdom, the United States and the Union of Soviet Socialist Republics on the Central Committee of the United Nations Relief and Rehabilitation Administration. There is also attached a copy of the letter dated September 20, 1945, to which reference is made in the first sentence of the Memorandum of Understanding.

2b. LETTER, W. L. CLAYTON, UNDER SECRETARY OF STATE, UNITED STATES; PHILIP NOEL-BAKER, MINISTER OF STATE, UNITED KINGDOM; AND L. B. PEARSON, CANADIAN AMBASSADOR TO THE UNITED STATES, TO VASILY A. SERGEEV, UNRRA COUNCIL MEMBER FOR USSR, 20 SEPTEMBER 1945

Reference is made to our conversation of August 24, in which we agreed on a text of a resolution regarding additional contributions which was

subsequently adopted by the UNRRA Council. During the conversation, you agreed on behalf of the delegations of the USSR, Ukraine, and Byelorussian S.S.R. and we on behalf of our respective delegations to the following understanding.

The application of the USSR for receipt of free UNRRA assistance will be replaced by applications on behalf of the Ukraine and Byelorussian Republics for receipt of relief and rehabilitation supplies in the amount of two hundred and fifty million dollars. In the consideration of the applications of the Ukrainian and Byelorussian Republics by an appropriate sub-committee to be established in accordance with Resolution 23, the United States, United Kingdom and Canadian representatives undertake to support the applications of the Ukrainian and Byelorussian Republics for receipt of free relief and rehabilitation supplies from UNRRA in the amount of two hundred and fifty million dollars. We are satisfied from what you have told us that the facts will justify us in taking this course. It is understood that there will be a maximum simplification of the procedure of considering the applications, and that every effort will be made to avoid delay either in reaching a decision or in rendering the assistance required. It is understood that, if the additional funds contemplated in Resolution 80 are not forthcoming from the three principal contributing countries, a new situation will arise in which all concerned with the present exchange of letters will endeavour to ensure a reduction by the Administration of all outstanding claims, including those of the Ukrainian and Byelorussian Republics, sufficient to bring them within the limits of the funds available.

We would appreciate your confirming the correctness of this statement of our mutual understanding.

2C. MEMORANDUM OF UNDERSTANDING [BETWEEN CENTRAL COMMITTEE MEMBERS FOR CANADA, UNITED KINGDOM, UNITED STATES, AND USSR, 31 JANUARY 1946]

In clarification of the agreement reached in London in September 1945 (and set forth in the attached letter dated September 20, 1945), regarding UNRRA assistance for the Byelorussian and Ukrainian Republics, and in order to resolve the difference of interpretation which has developed in regard to this agreement, the representatives on the Central Committee of Canada, the United Kingdom, the Union of Soviet Socialist Republics, and the United States subscribe to the points of understanding set forth below:

1. The representatives on the Central Committee of Canada, the United Kingdom, and the United States will support approval of programs of supplies for the two Soviet Republics, in a total amount of \$250,000,000 exclusive of ocean shipping costs.
2. The representatives on the Central Committee of Canada, the United Kingdom, and the United States will also support allocation by the Ad-

ministration of an additional amount not exceeding \$23,000,000 for ocean shipping costs for supplies in the two programs.

3. A copy of this memorandum will be transmitted to the Director General for his information.

Done in Washington in quadruplicate in the English language this thirty-first day of January, 1946.

3. *Excerpts from Distribution of Relief and Rehabilitation Supplies in Recipient Countries, UNRRA Basic Field Manual, PART VII, 18 July 1946*

411. Responsibility of Recipient Governments

411.1 Council Resolution No. 7 states that, in general, the responsibility for the distribution, within an area, of relief and rehabilitation supplies, should be borne by the government or recognized national authority which exercises administrative authority in the area.

411.2 The standard agreement between UNRRA and a receiving government provides that the system of distribution will be based on Council Resolutions and that the Government will afford representatives of UNRRA the opportunity to observe distribution at all necessary stages. The agreement also provides that the Government shall inform UNRRA regarding its plans for and operations respecting, the distribution of supplies and shall receive UNRRA's views relative to such plans and operations.

411.3 Council Resolution No. 7 states that UNRRA should be prepared to render direct assistance in distribution whenever, because of unusual circumstances, the government or recognized national authority concerned requests such aid within its territory. Wherever, as a consequence of such request, the Administration is directly concerned with internal distribution, it should follow in cooperation with the national or local authorities, the same general distribution principles.

412. Responsibility of the UNRRA Missions

412.1 UNRRA missions are responsible for informing the receiving governments of UNRRA distribution policies and for taking all steps necessary to make certain that distribution is effected in accordance with UNRRA distribution policies.

412.2 In executing their responsibilities, the missions are required to establish sufficient offices in strategic geographic centers within the country to observe actual distribution and make reports. These field offices shall report to the mission's central office where the reports shall be collated and forwarded to the European Regional Office in the case of missions supervised by ERO, and to Washington in the case of all other missions.

412.3 In accordance with Council Resolution No. 7, it shall be the further responsibility of the mission and of the UNRRA European Re-

gional Office to make certain that the Director General is kept fully informed concerning the distribution of relief and rehabilitation supplies within any recipient area, and that under all circumstances there shall be the fullest working cooperation between the governments concerned and the Administration for this purpose.

413. Major Principles Governing Distribution

The major principles governing distribution are:

(a) In any area where relief and rehabilitation operations are being conducted through the employment, in whole or in part, of the Administration's resources, relief and rehabilitation in all its aspects shall be distributed or dispensed fairly on the basis of the relative needs of the population in the area, and without discrimination because of race, creed or political belief.

(b) In determining the relative needs of the population, there may be taken into account the diverse needs caused by discriminatory treatment by the enemy during its occupation of the area.

(c) At no time shall relief and rehabilitation supplies be used as a political weapon.

(d) Distribution shall be so conducted that all classes of the population, irrespective of their purchasing power, will receive their equitable shares of essential commodities. When supplies are sold to consumers, prices shall be set at such levels as to facilitate the flow of supplies into the proper hands, and to avoid maladjustments in the price structure of the areas.

(e) Distribution of relief and rehabilitation supplies shall take place under effective rationing and price controls. The suppression of black markets shall not be left to general pronouncements and decrees, but shall be the subject of active measures of enforcement applied vigorously and unremittingly.

(f) The government or recognized national authority which exercises administrative authority in the area shall take appropriate measures to insure that so far as the distribution within a liberated territory of relief and rehabilitation goods is done through private trade, the remuneration earned by the private traders for their services is no more than fair and reasonable.

(g) Use shall be made to the maximum practicable extent of normal agencies of distribution (governmental, commercial, cooperative), to the particular ends of combating inflation and restoring normal economic activity. This principle, however, shall not be pursued at the expense of measures found necessary under emergency conditions to insure an adequate control of the distribution of supplies and their direction to the appropriate consumers.

(h) If the Administration is called on by the military authority to furnish distribution services through its own organization and personnel in a liberated territory in which a government or recognized national authority does not yet exercise administrative authority, the Administra-

tion shall, subject to the general provisions governing the relation of the Administration to the military authority and the government or recognized national authority concerned, make the fullest possible use of local authorities and of local organizations.

(i) UNRRA goods are not to be re-exported.

(j) UNRRA will not supply any goods which the receiving country is itself exporting in substantially the same form.

(k) UNRRA will not supply raw materials for the production of finished goods for export, unless such exports are for UNRRA's account or unless they fulfill needs which UNRRA would otherwise be called upon to meet. Such exports must have prior Headquarters' approval.

(l) UNRRA is anxious that recipient countries re-establish their export trade and that they import for this purpose the necessary raw materials through the use of their own foreign assets, of credits, by barter, or through any other arrangements. To prevent exports of goods embracing raw materials of a kind also supplied by UNRRA from being construed as a misuse of UNRRA supplies under the provisions of Sections 413(i)-413(k) above, each recipient Government shall be urged to keep the UNRRA mission accredited to it fully informed concerning the quantities and destinations of, and the sources of raw materials for, such exports.

(m) UNRRA goods are not to be used to supply the armed forces of a receiving country nor to supply the armed forces of another country which may be temporarily or otherwise within a receiving country's borders. When, however, in the judgment of the chief of mission the exchange with, or limited use by, the armed forces of a receiving country of UNRRA goods would directly facilitate and make more effective civilian relief, he may agree to such exchange or use, but only from case to case and, in important cases, only after consultation with ERO, or in the case of missions not under the jurisdiction of ERO only after consultation with Headquarters. All cases of such exchange or use should be cabled immediately to London with repeat to Headquarters. All exchanges should conform to the following provisions: (1) Individual transactions shall be limited to small quantities in accordance with the nature of commodities exchanged. (2) Adequate controls shall be provided to insure that transfer is consummated as per agreement and each exchange is completed before another exchange is negotiated. (3) Civilian populations receiving the supplies shall be made aware that they are in receipt of UNRRA supplies. (4) An accounting of the completed transaction showing receipts and deliveries shall be maintained by the mission. (5) The chief of mission shall determine that each exchange benefits the civilian population at least as much as the UNRRA supplies would have done.

(n) In computing specific relief and rehabilitation import requirements under the UNRRA Council bases and in justifying requests for commodities not specifically covered by the bases, the entire population, both military and civil, and the entire pertinent resources available shall be used,

rather than the remainder of these resources after military needs have been met. Members of the armed forces of other countries which may be within the borders of the receiving country shall not be included in the population of the receiving country for purposes of these computations and justifications.

SECTION III: CHINA

1. *Organic Statute of the Chinese National Relief and Rehabilitation Administration, Promulgated 22 January 1945*

[Official Text in Chinese]

ARTICLE 1. The Executive Yuan, for the purpose of administering relief and rehabilitation in the liberated areas of China after the conclusion of the war, establishes the Chinese National Relief and Rehabilitation Administration (CNRRA).

ARTICLE 2. The CNRRA, in administering relief and rehabilitation, may carry out enterprises in co-operation with other organs of government, central or local, or by delegating work to bodies having the necessary competency or jurisdiction. The modes of such co-operation and delegation shall be determined by the Executive Yuan.

ARTICLE 3. The CNRRA shall have the following Bureaus and Divisions: (a) Bureau of Transportation; (b) Bureau of Allocation; (c) Bureau of Finance; (d) Bureau of Relief; (e) Division of Investigation; (f) Division of Translation and Publication; and (g) Division of General Affairs.

ARTICLE 4. The CNRRA may, with the approval of the Executive Yuan, establish committees and operative offices.

ARTICLE 5. The CNRRA may establish regional administrations in areas where such branch offices may be found necessary. The plan of organization of such regional administrations shall be determined by special legislation.

ARTICLE 6. The Bureau of Transportation shall be charged with the following functions: (a) the receiving of supplies; (b) the storing and safe-keeping of supplies; (c) the transportation of supplies; and (d) other matters relating to the physical management of supplies.

ARTICLE 7. The Bureau of Allocation shall be charged with the following functions: (a) the distribution, loaning or sale, of machines and implements of production; (b) the free distribution or sale of the necessities of life; and (c) other matters relating to the allocation of supplies.

ARTICLE 8. The Bureau of Finance shall be charged with the following functions: (a) the management of operational funds; (b) the safe-keeping and accounting of operational funds; (c) the auditing and issuing of operational accounts; (d) the safe-keeping of all titles, deeds and other legal papers relating to operational funds; and (e) other matters relating to operational funds.

ARTICLE 9. The Bureau of Relief shall be charged with the following functions: (a) the arrangement and provision of transportation facilities for refugees to return to their home districts and assistance to them in finding employment; (b) the provision of welfare for refugees; (c) the management of public work relief projects; and (d) other matters relating to relief.

ARTICLE 10. The Division of Investigation shall seek and provide information relating to (a) social conditions in war areas; (b) refugees; (c) loss and damage to commerce and industry in the war areas; (d) conditions in the flooded areas; and (e) other information pertinent to relief and rehabilitation.

ARTICLE 11. The Division of Translation and Publication shall (a) compile and translate laws, regulations and reports; (b) analyze, compile and translate reference publications; (c) translate and publish documents; and (d) manage the library of the CNRRA.

ARTICLE 12. The Division of General Affairs shall (a) receive, despatch, distribute, and keep official documents; (b) make public the decrees of the CNRRA; (c) keep the seals of the CNRRA; (d) take charge of the administrative budget and finances of CNRRA; (e) supervise the administrative expenses of the subordinate organs of the CNRRA; (f) keep the administrative properties and equipment of CNRRA, and (g) manage the business and other matters of CNRRA, which do not fall within the functions of other Bureaus and Divisions.

ARTICLE 13. The CNRRA shall have a director-general, with ministerial rank, who shall be the supreme head of the Administration and supervise its staff and its subordinate organs. The director-general participates in the meetings of the Executive Yuan (i.e., has a seat in the cabinet).

ARTICLE 14. The CNRRA shall have two deputy directors-general, who shall assist the Director-general in the discharge of his duties.

ARTICLE 15. The CNRRA shall have from three to five councillors.

ARTICLE 16. The CNRRA shall have from seven to nine secretaries.

ARTICLE 17. The CNRRA shall have four chiefs and four assistant chiefs of Bureau and three chiefs of Division.

ARTICLE 18. The CNRRA shall have from 24 to 30 inspectors, 8 to 10 technicians, 46 to 52 sectional chiefs, 30 to 38 senior clerks, 20 to 28 assistant technicians, 120 to 140 junior clerks.

ARTICLE 19. The deputy directors-general, the councillors, the bureau chiefs, and assistant chiefs, and the division chiefs shall have Civil Service Rank I (with different grades). Of the secretaries, four shall have Rank I, the remainder Rank II. Of the Inspectors, eight shall have Rank I, the remainder Rank II. Of Technicians, six shall have Rank I, the remainder Rank II. The sectional chiefs and the senior clerks shall have Rank II (with different grades). Of the assistant technicians, 8 shall have Ranks II, the remainder Rank III. The junior clerks shall have Rank III.

The personnel mentioned above, wherever found necessary, may be

chosen from outside the Civil Service, with remuneration and rank corresponding to Ranks I, II & III.

ARTICLE 20. The CNRRA, with the approval of the Executive Yuan and the consent of the office affected, may call for administrative or technical personnel of other offices of the central or local governments.

ARTICLE 21. The CNRRA shall have an Accountant-general and a Statistician to take charge of budgetary expenditure, accounts and statistics, subject to the direction and supervision of the Director-general and, in accordance with the Organic Statute of the Comptroller's Office of the National Government, directly responsible to the Comptroller's Office.

The personnel, needed by the Accountant-general in the performance of his duties, shall be selected, upon agreement between CNRRA and the Comptroller's Office, from among the personnel of Rank II and III as provided for CNRRA by the present statute.

ARTICLE 22. The CNRRA shall have a Personnel Section, with a chief of Rank II, who shall, in accordance with Personnel Regulations, take charge of personnel matters.

The staff needed by the Personnel Section shall be selected, upon agreement between CNRRA and the Ministry of Civil Service, from among the personnel of Rank III as provided for CNRRA by the present statute.

ARTICLE 23. The CNRRA may invite to its service both Chinese and foreign experts.

ARTICLE 24. The CNRRA may have an appropriate number of employees.

ARTICLE 25. The CNRRA shall be abolished upon completion of post-war relief and rehabilitation.

ARTICLE 26. The detailed operational regulations of CNRRA shall be framed with the approval of the Executive Yuan.

ARTICLE 27. The present statute enters into operation upon the day of its promulgation.

2. *Organic Statute of the Commission on Rehabilitation Affairs, Promulgated, November 1947*

ARTICLE 1. The Executive Yuan, for the coordinated use of supplies contributed by international organizations and individual foreign countries and to continue to handle the unfinished rehabilitation affairs after the termination of UNRRA and CNRRA, establishes the Commission on Rehabilitation Affairs (hereafter called "the Commission"). The above mentioned rehabilitation affairs are to be confined to those which concern more than one ministry or commission, or cannot be handled separately by any single ministry or commission and call for centralized handling. However, the actual execution shall be undertaken in cooperation with the appropriate ministries or commissions according to the nature of the work, and the Commission is to supervise and to direct the work.

ARTICLE II. The scope of business of the Commission is as follows: (1) rehabilitation work of the Yellow River flooded areas; (2) fishery rehabilitation work; (3) work concerning mechanized farming and manufacturing of farm implements; (4) work concerning Agricultural Industry Service; (5) other unfinished rehabilitation work approved and designated by the Executive Yuan.

ARTICLE III. The Commission shall have a secretariat which shall have different divisions under it to carry out the work.

ARTICLE IV. The Commission shall have a chairman, who shall be "specially appointed" by the National Government on the recommendation of the President of the Executive Yuan. The Commission shall have twelve members. The Ministers of Finance, Economic Affairs, Communications, Social Affairs, Agriculture and Forestry, Water Conservancy, Public Health, together with the Chairman of the National Resources Commission and the Governor of the Central Bank shall be members *ex-officio*; others shall be invited to serve as members by the Executive Yuan. Among the above twelve there shall be two full-time members who shall assist the Chairman in administering the work and daily affairs of the Commission.

ARTICLE V. The Commission shall have 3 to 5 secretaries, 2 of "selected" rank and the rest of "recommended" rank; 2 to 4 counsellors of "selected" rank; 7 to 10 technicians, 5 of "selected" rank and the rest of "recommended" rank; 2 to 4 inspectors, 2 of "selected" rank and the rest of "recommended" rank; 2 to 4 compilers of "recommended" rank; and 15 to 20 clerks, 5 of "recommended" rank and the rest of "delegated" rank. (Chinese official appointments may be generally classified into four groups, ranging from the highest—the "specially appointed"—then the "selected and appointed," then the "recommended and appointed" to the lowest, the "delegated and appointed.")

ARTICLE VI. The Commission may have 8 to 10 other lower employees.

ARTICLE VII. The Commission may engage the services of 6 to 10 special experts, 4 of "selected" rank and the rest of "recommended" rank.

ARTICLE VIII. The Commission shall have a regular meeting every month, and when there is necessity, meetings may be called at any time by the Chairman. The Commission may invite chief executives of other ministries or commissions concerned to attend its meetings.

ARTICLE IX. The Commission shall have an accounting office with a chief of "recommended" rank. The Commission shall also have a statistics office with a chief of "recommended" rank. These offices shall perform the functions of handling annual budgetary and accounting matters and statistics respectively according to law. The number of assisting personnel in the accounting office and statistics office shall be determined by the Commission in cooperation with the Comptroller General's Office and the number shall remain within the quota for "delegated" rank personnel as set by this Statute.

ARTICLE X. The Commission shall have a personnel office with a chief of "recommended" rank to handle the personnel matters according to the regulations of personnel management of the National Government. The assisting personnel needed in the personnel office shall be determined by the Commission in cooperation with the Ministry of Civil Service of the Examination Yuan and the number shall remain within the quota for "delegated" rank personnel as set by this Statute.

ARTICLE XI. The Commission, in order to continue the unfinished rehabilitation work undertaken by CNRRA, may set up the Yellow River Flooded Areas Rehabilitation Bureau and may also establish other managing organizations. The above mentioned Yellow River Flooded Areas Rehabilitation Bureau is to be organized according to law, and the other organizations are to be established in accordance with the approval of the Executive Yuan.

ARTICLE XII. The Commission, for the taking into custody of the long-term supplies contributed by UNRRA and for the securing and taking custody of further foreign supplies and funds and to insure the effective use of such supplies and funds, shall establish a Board of Trustees.

The Government shall invite persons of social credit within China and representatives nominated by the United Nations Organization to form the Board of Trustees. The regulations for the organization of the Board of Trustees shall be submitted to the Executive Yuan for approval.

ARTICLE XIII. After a sound foundation is laid for the projects undertaken by the Commission, they shall be handed over respectively as soon as possible to the responsible ministries or commissions to continue their operation. The Commission should be terminated after all of the projects have been handed over to the responsible ministries or commissions. The period for existence of the Commission shall not exceed three years.

ARTICLE XIV. The regulations for Commission meetings shall be worked out by the Commission and submitted to the Executive Yuan for approval.

ARTICLE XV. This Statute shall be effective on the date of its promulgation.

3. *Statutory Regulations of the Board of Trustees for Rehabilitation Affairs (BOTRA), Adopted, November 1947*

1. These regulations are enacted in accordance with Article 12 of the Draft Organic Statute of the Commission on Rehabilitation Affairs.

2. The duties and functions of the Board of Trustees (hereafter called "the Board") are as follows: (a) to examine and discuss the various unfinished rehabilitation projects which were undertaken with long-term rehabilitation supplies furnished by UNRRA, and to assist in the selection of foreign technical and managerial personnel; (b) to consider and plan for the continued support of material and financial resources for the unfinished projects, and to make recommendations for the allocation of

project supplies; (c) to keep in trust the supplies formerly under the title of UNRRA and now transferred to the ownership of the Chinese Government as well as other UNRRA procured supplies required for the operation of the projects which the Rehabilitation Commission may transfer to it; (d) to keep in trust residual proceeds of sale of UNRRA supplies and any foreign exchange endowment from UNRRA residual funds, and to concur in the expenditures from all such funds; (e) to make periodic inspection of the rehabilitation projects and make practical recommendations for their improvement; (f) to make periodic reports to the Commission on Rehabilitation Affairs on the utilization of the funds entrusted to the Board and on other activities.

3. The Board shall be composed of 15 members who are to be chosen in the following manner: (a) the Executive Yuan shall appoint 5 representatives; (b) the Executive Yuan shall invite 5 persons of social credit within China to serve on this Board; (c) the Executive Yuan shall invite 5 persons recommended by UNRRA or other similar United Nations organizations.

4. There shall be a Chairman of the Board, who is to be appointed from among Board members by the Executive Yuan.

5. There shall be a regular Board meeting once every month. When there is necessity, or when it is recommended jointly by five or more members, special meetings may be called at any time.

6. The Chairman of the Board shall serve as the Chairman of the Board meeting. If he is unable to be present at the meeting, the members present may elect another member to act as Chairman.

7. A quorum shall be constituted when more than half of the Board members attend the meeting. A resolution may be passed by a majority vote, that is, over half of the members present at the meeting voting in favor of it. When votes (pro and con) are even, the decision shall be left to the Chairman.

8. When resolutions of a technical nature come up for discussion at a meeting, the Chairman may invite some experts or technicians concerned to attend the meeting to give explanations.

9. Recommendations passed by the Board shall be presented to the Rehabilitation Commission for consideration and execution.

10. The Administrative and staff expenses incurred by the Board shall be paid directly from the funds in the custody of the Board, and shall not be chargeable to the Government.

11. Detailed rules governing the conduct of business within the Board shall be decided upon separately.

12. These regulations are to be presented by the Rehabilitation Commission to the Executive Yuan for approval and shall then become effective. The same procedure shall be followed in case of amendments.

SECTION IV: DISPLACED PERSONS

1. *Excerpts from European Region Order 40 B, Welfare and Repatriation Directive B: "Operations Authorized for Displaced Persons,"*
10 July 1946

4. *General Policy.* (a) The Administration shall make every effort, in full consultation and agreement with the competent military or political occupying authorities and with the governments concerned, to encourage the repatriation or return to their homes of the displaced persons concerned at the earliest possible moment.

(b) The displaced persons function of the Administration covers the return to their homes or previous settled residences, and pending such return the provision of services, supplies and/or cash grants, to displaced persons, in camps or Assembly Centres, or scattered in the local communities.

(c) It is not the function of UNRRA to repatriate or return to their former homes persons, other than intruders, who do not desire such repatriation or return.

5. *Operations in enemy or ex-enemy territory.* The Administration is authorised to carry out operations in enemy or ex-enemy territory for the care, and in agreement with the government of the country of which they are nationals, the repatriation or return, of displaced persons. (R¹ 71)

6. *Operations in United Nations Liberated Territory.* The Administration will operate on behalf of displaced persons in liberated United Nations territory only in accordance with any agreements which it shall make with the government or recognised national authority. (R 1)

7. *Operations in territory never occupied by the enemy.* Care pending repatriation or return may be provided by the Administration to Displaced United Nations Nationals, or persons, other than United Nations Nationals, who have been obliged to leave their country or place of origin or former residence, or who have been deported therefrom by action of the enemy because of their race, religion or activity in favour of the United Nations, and who are found in territory never occupied by the enemy, with the following limitations: (a) that it should allot its resources mainly in favour of congregated groups as opposed to dispersed individuals; (b) that it should assume responsibility only for necessitous persons; (c) that it should limit such activities to areas where other resources for maintenance are inadequate or cannot continue to be made available. (R 46, 90)

8. *Operations in neutral territory.* (a) Generally speaking the Adminis-

¹ References styled "R" are to resolutions of the Council.

tration is not authorised to carry out operations in neutral territory. However, such operations may be legitimate if incidental to other operations which the Administration is clearly authorised to undertake. Liaison with neutral governments, essential to the work of the Administration, is authorised. (R 35)

(b) Displaced persons, whom the Administration is otherwise authorised to assist, found in neutral territory may be given care and assisted with repatriation after they have crossed the national frontier of the neutral country, provided: (i) They are necessitous. The fact that a displaced person is being cared for in a camp is considered *prima facie* evidence that he is necessitous. (ii) They are mainly in congregated groups.

(c) The Administration, through its authorised delegate, may arrange with neutral governments for the orderly repatriation of such persons.

9. *Operations in home countries of displaced persons.* The Administration's function concerning displaced persons includes, besides assistance in return to their homes or previously settled residences, the provision of supplies and services required before and during their return. The Administration may also be called upon by the government or appropriate authority of the country to which they are returned to provide a reasonable measure of assistance to displaced persons after their return. Such assistance will be provided by the Administration only in accordance with an agreement which it shall make with the government or recognized national authority as referred to in para. 6 of this directive. (R 1, 10; SC² 19, 21, 22)

2. *Excerpts from European Region Order 40A, Welfare and Repatriation Directive A: "Eligibility—Basic Policy," 9 July 1946*

4. *Policy.* Subject to the modifications of subsequent eligibility Directives, the following categories of displaced persons are eligible to receive care provided by the Administration:

(a) *United Nations Nationals* who have been displaced as a result of the war and who are: (i) found in conquered or occupied enemy or ex-enemy territory. (R¹ 10, 57, 7 1; SC.² 5a); (ii) found in liberated United Nations territory outside their own countries. (R 10; SC 5a); (iii) found in liberated United Nations territory having been displaced within their own countries. (R 10; SC 5b); (iv) found in United Nations territory never occupied by the enemy. (R 10, 46; SC 5c).

United Nations Nationals are defined as nationals of the following countries:

¹ References styled "R" are to resolutions of the Council.

² "SC" refers to the report of Subcommittee 4 of Committee IV, First Session of the Council.

Albania	El Salvador	Panama
Australia	Ethiopia	Paraguay
Belgium	France	Peru
Bolivia	Greece	Philippine Commonwealth
Brazil	Guatemala	Poland
Byelorussian Soviet Socialist Republic	Haiti	Turkish Republic
Canada	Honduras	Ukrainian Soviet Socialist Republic
Chile	Iceland	Union of South Africa
China	India	Union of Soviet Socialist Republics
Columbia	Iran	United Kingdom
Costa Rica	Iraq	United States of America
Cuba	Liberia	Uruguay
Czechoslovakia	Luxembourg	Venezuela
Denmark	Mexico	Yugoslavia
Dominican Republic	Netherlands	
Ecuador	New Zealand	
Egypt	Nicaragua	
	Norway	

and includes former residents of Esthonia, Latvia, and Lithuania.

(b) *Persons not possessing United Nations nationality, including stateless persons:* (i) Persons who have been obliged to leave their country or place of origin or former residence or who have been deported therefrom, by action of the enemy, because of their race, religion, or activities in favour of the United Nations and who are found in: (a) liberated territory. (R 60); (b) enemy or ex-enemy territory. (R 57); (c) territory never occupied by the enemy. (R 90); (ii) stateless, and who have been driven from their previous places of residence and can be repatriated thereto. (R 10; SC 5d); (iii) Italian Nationals displaced as a result of the war. (R 73); (iv) enemy or ex-enemy nationals found to be intruded in a liberated area, and whose removal is requested by the government or recognized national authority of the liberated area. (R 47; SC 11, 12)

3. *Excerpts from European Region Order 40 I, Welfare and Repatriation Directive 1, "Eligibility of Post-Hostility Refugees," 3 July 1946*

4. *General policy.* (a) Displaced persons who went across national frontiers subsequent to the cessation of hostilities are eligible only when, prior to crossing national frontiers, they were obliged to leave their country or place of origin or former residence or were deported therefrom by actions of the enemy because of race, religion or activities in favour of the United Nations.

(b) Administratively this will limit eligibility for UNRRA care to such post-hostility refugees as fall within special groups persecuted by the enemy, for example, Jews and ex-inmates of concentration camps.

(c) In the case of victims of discriminatory Nazi legislation, for example, Jews, no concrete evidence need be demanded in order to prove eligibility.

(d) In case of other persons claiming to fall within the above definition of "persecutees" concrete evidence must be shown in order to establish eligibility for UNRRA care, such as concentration camp numbers, etc.

(e) Post-hostility refugees not falling within these groups are ineligible for UNRRA assistance.

5. *Procedure.* The eligibility of refugees as defined above should be reviewed and those who are found ineligible will be refused UNRRA care; wherever possible arrangements should be made with other agencies for assistance to them.

4. *Excerpts from Note on UNRRA Policy for Repatriation*

IV. *Policy.* UNRRA's policy, according to its Resolutions, is to make every effort to facilitate repatriation. This policy has been implemented by the issuance of the following instructions to the field:

1. *Action to be taken by UNRRA Staff to encourage repatriation.*

(a) Assistance is to be given by UNRRA to representatives of countries of origin in determining information desired by displaced persons.

(b) UNRRA is responsible for ensuring that information received from governments of countries of origin is transmitted to displaced persons in UNRRA camps.

(c) Requests for repatriation are to be forwarded by UNRRA to the appropriate accredited national representatives and follow up is to be made on the location and the proposed movements of these displaced persons.

(d) Appropriate arrangements are to be made by UNRRA for displaced persons preparatory to departure including recommendations to the military of any necessary improvement of conditions en route, and where necessary, the provision of necessary escort en route.

(e) UNRRA staff is to consult with governments of origin in planning adequate reception for returning displaced persons.

2. *Action to be taken by UNRRA staff to remove impediments to repatriation.* (a) UNRRA personnel discouraging repatriation are to be removed from displaced persons camps administered by UNRRA.

(b) UNRRA staff is responsible for ensuring that voluntary agency personnel opposed to repatriation are not admitted to UNRRA-operated camps.

(c) The status of current liaison officers employed for either repatriation or welfare functions is to be reviewed with the military to determine whether such officers have been approved by the appropriate Governments, and representations are to be made by UNRRA to the military to remove those not so approved.

(d) UNRRA staff must immediately discontinue working relationships with improperly accredited national representatives and have them removed from camps. Such persons may receive UNRRA care if otherwise

eligible, provided they are willing to consider themselves as displaced persons and provided they do not remain in camps where they held official positions.

(e) Analysis is to be made, by UNRRA staff, of "the self-government" machinery in each camp to ensure that it is conducive to repatriation and that individuals or groups of displaced persons are not actively deterring repatriation. Where it is found that such persons are responsible for propaganda against repatriation, the displaced person responsible should be removed from positions relating to direction or government of the camp.

(f) Literature, educational material, periodicals and newspapers in camps is to be screened by appropriate government representatives before UNRRA distributes such material to displaced persons in camps.

(g) Educational, vocational training or employment projects established with the cooperation of UNRRA are made available to displaced persons only on a temporary basis pending their repatriation and are not to be of such a character that they delay or prevent repatriation. Review and approval of such projects should be carried out in cooperation with appropriate government representatives.

5. *Excerpts from Note on Employment of Displaced Persons*

IV. *Policy.* In general it is the policy of the Administration to encourage maximum employment of displaced persons, so long as such employment does not interfere with repatriation. Work opportunities are provided in camp operations, in employment by military authorities and in employment outside of camps. In Austria, the Administration has modified its policy by requiring all displaced persons except persecutees to comply with the Austrian National Compulsory Labour Law.

V. *Procedure*

1. *Austria. (a) Types of employment.* In Austria displaced persons are subject to the provisions of the Austrian Compulsory Labour Law to the same extent as Austrian citizens. Exemptions to the provisions of this Law are made in the case of persecutees and other specific classifications on the responsibility of the UNRRA Team Director. Displaced persons are employed in camp operations, self-employed in camp workshops, at UNRRA administrative offices, by military authorities and by private employers. *(b) Types of remuneration.* Displaced persons employed in camp operations are paid in Austrian schillings by the local government (Burgomeister) or are paid in commodities. Displaced persons employed by local employers or by the military are paid in Austrian schillings. Only casual part-time labour is given no specific remuneration. Deductions are made from the wages of displaced persons who are paid in Austrian schillings for the value of food and lodging.

2. *Germany. (a) Types of employment.* In Germany displaced persons are employed in camp operations, in camp workshops, at UNRRA ad-

ministrative offices, by military authorities and, at the option of the displaced person, by private employers. (b) *Types of remuneration.* Displaced persons employed in camp operations: (i) *In US Zone*—The US military allows 7½%–10% of total camp population employed in camp operations to be paid through the burgomeister in German marks. The remainder are remunerated in commodities, use being made primarily of UNRRA amenity supplies. (ii) *In British Zone*—The general principle is that those persons employed full-time in camp operations are remunerated through the burgomeister in German marks, part-time workers are paid in commodities.

Displaced persons employed by the military and local employers in all Zones are paid in German marks.

3. *Italy.* (a) *Types of employment.* Outside of Class II employment, which is limited primarily to local Italian employees but includes some displaced persons in special categories such as professional workers, displaced persons are employed in camp operations. (b) *Types of remuneration.* Displaced persons, employed in camp operations and in administrative positions needed for the outside assistance programme, are paid under a "Displaced Persons Wage Scale," varying from 4,000 lira per month for unskilled workers, 5,000 lira per month for skilled workers and 6,000 lira per month for supervisors. This money is paid the displaced persons by UNRRA out of a maximum budget of 8,000,000 lira per month.

6. *Excerpts from European Region Order 40 J, Welfare and Repatriation Directive J. "Educational Activities in the Displaced Persons Operations," 24 January 1947*

4. *General policy.* Educational activities have proved to be a necessary part of the general welfare programme for displaced persons. The Administration has a responsibility to see that certain facilities, services and supplies are made available for these activities within the limitations defined below.

In general, these activities must be so organised that they do not interfere with other obligations placed upon the Administration by the Council Resolutions. They must be compatible with the repatriation programme of the Administration and the Administration's obligations to encourage and assist in every possible way the early return of displaced persons to their respective countries of origin.

5. *Promotion of educational activities.* The representatives of the National Governments, the displaced persons themselves and the Staff of the Administration, should combine to promote these activities. (a) *Accredited government representatives.* Accredited government representatives should be given every encouragement to provide or help to provide educational materials for their nationals and to assist in the selection of teachers, provided that there is no infringement of the individual liberties

of the displaced persons and no interference with the work and the responsibilities of the Administration. (b) Displaced persons. Displaced persons themselves should be given every encouragement to undertake educational enterprises so long as there is no infringement of the individual liberties of the displaced persons and no interference with the work and responsibilities of the Administration. (c) *U.N.R.R.A.* The Staff of the Administration are responsible for ascertaining that adequate provision is made for educational activities in Assembly Centres, within the limitations defined in paragraph 8. If adequate provision is not being made by national governments and the displaced persons themselves, the Administration has a responsibility to establish appropriate educational facilities for the minimum programme under paragraph 6, and where appropriate facilities for further education described in paragraphs 7(a), 7(b) and 7(c).

6. *Minimum programme.* (a) Kindergartens for children up to 6 years of age; (b) classes for children and young persons and for other persons whose education has been interrupted by the war.

7. *Facilities for further education.* The obligation under which the Administration is placed to encourage repatriation governs its attitude to any additional education projects, and particularly those in the field of higher education. (a) *Short refresher courses.* (i) The Administration may, in consultation with accredited representatives of the home governments of the students, encourage or participate in the development of short refresher courses designed to contribute to the rehabilitation of the students' home countries. All displaced persons will be eligible for such courses. (ii) In addition, the Administration may encourage or participate in the development of short refresher courses designed to rehabilitate individual skills or to equip persons for employment in the Administration's Displaced Persons Operations. This type of course should be made available only in circumstances where it will not serve as a deterrent to repatriation. (b) *Vocational training.* Short courses of vocational training may be organised on the same basis as short refresher courses. (c) *General adult education.* Lectures and discussion groups for adults should be given every encouragement as they provide a means of helping displaced persons to employ their time profitably pending repatriation or an ultimate decision as to their future. (d) *University courses.* (i) *Organisation of universities or university courses.* The Administration shall not encourage or participate in the development of Universities or full University courses for displaced persons. (ii) *Study at local universities.* Displaced persons wishing to study at local Universities, training colleges or technical colleges are free to do so but the responsibilities of the Administration for such persons during their course of study are limited to the following: (a) The Administration may facilitate their application by referring them to the appropriate voluntary agencies. (b) Displaced persons accepted for a course of study at a local University may receive care in Assembly Centers as other

displaced persons, provided they are otherwise eligible for care by the Administration. (c) It is *not* the function of the Administration to: (i) participate in the selection of students for University courses; (ii) establish or maintain special hostels for students; (iii) provide tuition; (iv) provide or administer funds or special grants for students or make any financial outlay for fees or other expenses on a reimbursable basis; (v) provide special supplies for students.

8. *The responsibilities of the Administration concerning premises, equipment and teachers.* (a) *Premises.* It is the responsibility of the Administration to endeavour to make available adequate and suitable accommodation for educational undertakings listed in paragraphs 6 and 7(a), 7(b) and 7(c). (b) *Printed matter and films.* Such articles as books, maps, pictures and films may be supplied by the Administration only with the approval of the accredited representatives of the governments of the nationals concerned from whatever source they are made available and irrespective of whether the funds of the Administration are expended. Books for persons whose repatriation or return is not at present possible because of inability to claim nationality or right of residence in any state or for displaced persons of Jewish origin who will not seek repatriation, may be selected by the Administration in consultation with the representatives of the displaced persons themselves. (c) *Basic educational materials.* Basic educational materials such as paper, pencils, etc., when not provided by the Military Authorities, may be supplied if available as part of the Administration's amenity supplies. (d) *Teachers.* The Administration should, where necessary, assist in finding suitable teachers from amongst the displaced persons: (i) teachers for persons of ascertained nationality should be approved by the accredited representatives of the governments of such persons; (ii) teachers for groups comprised of persons whose repatriation or return is not at present possible because of inability to claim nationality or right of residence in any state, or for groups of Jewish origin who will not seek repatriation may be selected by the Administration in consultation with the representatives of the displaced persons concerned. Teachers are eligible for payment on the same basis as other displaced persons employed in the Displaced Persons Operations.

7. *Excerpts from European Region Order 40 H, Welfare and Repatriation Directive H, "Displaced Persons Camps Publications," 3 July 1946*

4. *General policy and procedure.* It is the policy of the Administration to encourage camp residents to establish units for self-government and to assume as much responsibility as possible for their own welfare. In this connection, they have developed various types of newspapers and periodicals. At the Relief Services Conference held in London on the 21st/24th May, 1946, the need for a definite statement of policy by the Administration was indicated. Therefore, the following official statement is made:

(a) At the Fourth Session of the UNRRA Council, under Resolution 92, Section 2(a), the Administration was directed to remove any handicap in the Assembly Centres to the prompt repatriation of displaced persons wishing to be repatriated. On the other hand, under Section 4 of Resolution 92, the principles announced by the United Nations at its General Assembly in London on 12th February 1946 were accepted. In the course of the debate, the General Assembly rejected a proposal that "no propaganda should be permitted in Refugee and Displaced Persons Camps against the interests of the Organisation of the United Nations or her Members, nor propaganda against returning to their native countries," thus implying that the rights of freedom of speech and the Press should receive a large measure of protection.

(b) The enforcement of limitations imposed by all Governments on such freedom of speech or the Press in the interests of law and order are the responsibility of those Governments and not of UNRRA.

(c) Displaced persons are subject to the same rights and limitations in this connection as are other civilians in any country.

(d) In order to keep the balance between the somewhat conflicting policies referred to in paragraph a, arrangements should be made to prohibit UNRRA officials from contributing to such publications, and to avoid any possible implication that statements appearing therein necessarily represent the views of UNRRA or have the sanction of the Administration.

(e) Therefore, censorship of D.P. publications should not be exercised by UNRRA, but UNRRA personnel in the administration of Assembly Centres should inform Liaison Officers of any instances of propaganda adverse to repatriation, in order that the Government concerned may have an opportunity to reply.

The Administration fully realises that the policy set forth above will not prevent the publication of material which may appear to discourage repatriation. It is not considered, however, that any further curtailment of the rights of freedom of speech or the Press would be justified.

SECTION V: VOLUNTARY AGENCY RELATIONS¹

1. *SHAEF Administrative Memorandum 39 (Revised), Appendix G, 7 May 1945: The Use of United Nations Voluntary Welfare Organizations under UNRRA Coordination for Work with Displaced Persons in Germany*

1. This memorandum deals with the use of United Nations voluntary welfare organizations in Germany for work with displaced persons. It does not apply to military personnel of the military forces of any of the United

¹ See also Appendix Six, Section I, Document 2.

Nations, official government missions, or other official military or government agencies.

2. Reference is made to policy of this headquarters as set forth in:

(a) "Control of Displaced Persons," AG 381-7 GE-AGM SHAEF/G-5/1043 dated 28 December 1944.

(b) For operations in Germany UNRRA will, as the agent of Supreme Commander, AEF: (1) Coordinate the activities of all foreign voluntary societies.

(b) Agreement between Supreme Commander, AEF and UNRRA on 25 November 1944 which Agreement is set forth in Annex "B," Administrative Memorandum Number 39, this headquarters, dated 3 January 1945. Section 3 of Agreement provides:

3. When called upon by the Supreme Commander, Allied Expeditionary Force, to do so, the United Nations Relief and Rehabilitation Administration will coordinate and supervise the activities of non-governmental civil agencies (other than indigenous) engaged upon work connected with the matters referred to in Article 1 hereof.

(c) Administrative Memorandum Number 39 Revised. Para 12h, Section II:

(b) *Coordination of Voluntary Relief Agencies.* UNRRA will as agent of the Supreme Commander, coordinate the activities of all United Nations voluntary societies engaged in displaced persons work in Germany.

3. The Combined Chiefs of Staff have specifically authorized the Supreme Commander to invite voluntary welfare organizations into Germany in connection with work with displaced persons under the supervision and coordination of UNRRA. The use of such United Nations voluntary welfare organizations in Germany will be at the discretion of military commanders in accordance with policies set forth in paragraph 2, above, and the procedures established in this memorandum.

4. A variety of voluntary welfare organizations in the various countries of the United Nations are equipped to perform specific services for displaced persons such as care of children, first aid, nursing, medical and hospital services.

5. If such United Nations welfare organization desires to work in Germany, it will communicate with the European Regional Office of UNRRA which will work out with such organization a proposal for the use of its services. UNRRA will then present such proposal in an official communication to the Supreme Commander, AEF setting forth the following: (a) name of the organization; (b) type of activities in which the organization desires to engage; (c) official approval of the government concerned that it approves of the organization operating in Germany; (d) written proposal for the use of the organization's services as agreed between UNRRA and the organization; (e) number and qualifications of personnel involved and personnel and organizational equipment available.

6. Upon receipt of such communication from UNRRA, the Supreme Commander, AEF, may approve the agreement, providing that there is no

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military reason to the contrary and it appears that the best interests of the military effort will be served.

7. If approved, the Supreme Commander, AEF, will notify Army Groups of the availability of the personnel and Army Groups will call them forward in the same way in which UNRRA Assembly Center teams or personnel are now deployed. Supreme Headquarters, AEF, will assign the available personnel to the Army Groups which will deploy them to lower echelons as needed without reference to Supreme Headquarters, AEF. Transfer of this personnel between Army Groups will, however, require the prior approval of Supreme Headquarters, AEF.

8. Deployment will be accomplished by competent orders of the military headquarters concerned. Records as to the deployment of this personnel will be the responsibility of the military headquarters to which they are attached.

9. UNRRA will negotiate the necessary arrangements with these organizations regarding: (a) payment and allowances; (b) screening procedures; (c) internal organization; (d) reporting procedures. The Supreme Commander will not make available equipment or supplies to these organizations except as indicated herein.

10. Personnel of these organizations will be governed by the following conditions:

(a) The channel for command and communication for all matters relating to these organizations will be through military channels and the European Regional Office of UNRRA.

(b) The personnel of these organizations will be attached to military formations and will in all cases be subject to command and control by the appropriate military commanders. Military commanders will normally supervise such personnel through UNRRA officers on their staffs.

(c) Such personnel will be subject to military law and under the jurisdiction of the commander of the formation to which attached. Commanders may take such disciplinary action as is necessary, including relief from attachment or they may refer the case through military channels to the European Regional Office of UNRRA. A report will be submitted promptly, through channels, to Supreme Headquarters, AEF, by any commander who takes disciplinary action against the personnel of any of these organizations.

(d) Official communications between the personnel of these organizations or between such personnel and the organization headquarters or governments concerned will be through military channels and the European Regional Office. Personal communications will be through APO/FPO.

(e) Such personnel will wear either the uniform of their organization or UNRRA uniform as may be agreed upon between UNRRA and the organization concerned.

(f) Such personnel is covered by Article 81 of the Prisoner of War

Convention. It will therefore be provided by Supreme Headquarters, AEF, with appropriate identity papers establishing its non-combatant civilian status, and assimilative rank, if any, and certifying the right under Article 81 to be treated as prisoners of war, if captured.

(g) Assimilative ranks, if any, for this personnel will be obtained by UNRRA from the Government concerned. Such ranks have effect only in the event of capture by the enemy. In addition, they may be used as a basis for determining privileges in military formations/organizations.

(h) Appropriate certificates under Article 10 of the Geneva Convention for the Amelioration of the Conditions of the Wounded and Sick of the Armies in the Field will be issued to such personnel as is protected under that Article.

(i) Such personnel will initially come completely equipped with necessary personal and organizational equipment.

(j) Such personnel attached to military formations/organizations will be entitled to the use of such facilities as the Army Postal Services, the PX, NAAFI, and Messes. In all matters relating to accommodation, rations, medical, dental, and hospital services and transport, etc., such personnel will be accorded the same facilities, subject to the same conditions of payment, as members of the armed forces. Such personnel will be entitled to use Quartermaster Stores for purchase of replacement items. POL¹ will be furnished to them.

(k) With regard to the use of military communications, such personnel will not be granted additional facilities or higher priorities than those of the military formations/organizations to which it may be attached.

11. All United Nations voluntary organizations in the extent they are engaged in displaced persons work, other than the American Red Cross and the British Red Cross, will be withdrawn from Germany not later than 1 June 1945 unless such agencies work out an arrangement with UNRRA and are admitted into Germany in accordance with policies and procedures established in this memorandum. The only authorization given herein is to utilize such organizations in Germany if they are under the supervision of UNRRA.

12. The use of the American and British Red Cross is governed by the provision of letter, this headquarters, AG 080-6 GE-AGM, dated 10 August 1944. These two organizations will cease to operate in Germany, in so far as work with displaced persons or those assimilated to them in status is concerned, prior to 1 June 1945 except as arrangements are effected with UNRRA to continue such work in accordance with this memorandum. Regardless of whether such arrangements are made, these two Red Cross societies may continue to be utilized as desired and directed by military commanders in health, welfare, and relief activities in liberated countries, the care of displaced persons in liberated countries, and subject to agreement with the two Red Cross Societies, the care and repatriation

¹ Gasoline, oil, and lubricants.

of enemy and ex-enemy nationals in Germany, the control of German welfare activities, Red Cross communications, special programs for distributing clothing, medical and other supplies, and such other activities as may be desired and for which the Army has not given to UNRRA full or partial operating responsibility. After 1 June 1945 personnel of these agencies now in Germany will be utilized only for such work as is not connected with care and repatriation of United Nations displaced persons in Germany.

13. It is anticipated that a number of voluntary welfare organizations will have personnel available shortly. Army Groups will be kept informed of the availability of such personnel.

