

Members of the staff gave leadership to the activities of Greek War Relief Association and the Director and another member of the staff were two of the three American members of the Committee appointed by the Greek Premier to administer the funds sent by this organization. However, the Foundation was not willing to collect funds for its own war relief activities under registration of the G.W.R.A. since it had its own constituency of several hundred thousand Americans which has sent a total of \$125 million to Greece since the last war.

Following the German invasion a local Near East Welfare Foundation was set up to receive funds and equipment from the N.E.F. The American personnel withdrew so there would be no danger of a charge of American propaganda or of risk of internment if war broke out with the United States. The hundreds of Greek citizens trained during the years of pre-war relief activities took over the community work and the distribution of supplies held by the committee for Greek War Relief. Health and feeding stations were established, small grants were made to needy women, children and families and provision made for the care of children whose fathers had been lost in the war. The Greek War Relief Association turned over 10 million drachma for the care of fatherless children and the Ministry of Public Health and Welfare contributed an additional 3 million drachma.

#### Greek War Relief Association

The Association was formed in New York in October, 1940 when Italy attacked Greece. By the end of the first year of operations over 1,000 local chapters had been organized and over \$5 million had been raised for relief. The proceeds were sent in the form of cash in order to purchase needed supplies in Turkey, Yugoslavia, Bulgaria and Russia. The association collected approximately one-half million dollars of goods in kind and furnished shipping facilities for \$5 million of supplies donated by the American Red Cross. The first of the four ships sent was sunk while the other three arrived too late and were reconsigned to Egypt for the benefit of Greek refugees in that country.

An administrative committee composed of Greek and American citizens was formed in Athens to receive and distribute the funds and supplies forwarded. This committee was disbanded when the Germans overran the country, all the

food



food in the warehouses was distributed and funds turned over to the Greek Red Cross and the American Legation. Later funds were sent to Crete and to Egypt for the relief of Greek refugees.

The association tried to send funds to the International Red Cross for purchase of milk and medical supplies in Switzerland but the Treasury refused to transfer the necessary funds. Subsequently arrangements were made with the United Kingdom Commercial Corporation to buy food in Turkey for distribution by the Greek Red Cross under supervision of the International Red Cross. It was understood that the American Red Cross was hesitant about providing funds for the purchase of food in Turkey to be sent to Greece "because of the principle involved and for fear of establishing a precedent".

The State Department Bulletin of March 7, 1942 carried a statement that shipments from Turkey were being continued, that the British and American Governments had given the G.W.R.A. permission to charter a boat for the shipment of flour from the United States and that Greek funds to the extent of one million Swiss francs had been released for the purchase of condensed milk in Switzerland. A campaign to raise \$10 to \$12 million after the close of the Red Cross Campaign was approved by the President's Committee without approval of the specific amount because of the difficulties of getting supplies to Greece.

#### Mennonite Central Committee

The value of cash and clothing collected by various branches of the church in the United States since the beginning of 1940 amount to approximately \$120,000. The contributions are sent to their own representative in London and in France or are distributed through the American Friends Service Committee in France and Spain, the Save the Children Federation in Switzerland, the Commission for Polish Relief and the War Prisoners Aid of the Y.M.C.A.

#### International Committee of the Y.M.C.A.

Funds collected in this country are sent to the World

Committee

Committee in Geneva, Switzerland where it is used primarily for work among prisoners of war. This committee, using its own staff and fifteen secretaries from neutral committees, hopes to maintain at least one secretary in each of the belligerent countries. The cost of the service has been estimated at \$265,000 for the period from September 1939 to July 1, 1941, plus salaries and thousands of books distributed.

The prison relief is supplemental to the work of the Red Cross and a division of labor and responsibility has been worked out between the two organizations. The Y.M.C.A. operates in the area of morale rather than that of physical relief. Its activities are mostly recreational, educational, moral and religious and consist in the provisions of athletic equipment, musical instruments, phonographs, books of all kinds and aids to worship.

SR:LS  
MH:DH



## APPENDIX A

The following are agencies which have reported to the President's Committee on War Relief Agencies activities in technically nonbelligerent areas:

### China

- # United China Relief, Inc., collects funds for:
  - # American Bureau for Medical Aid to China
  - # American Committee for Chinese War Orphans
  - # Associated Boards for Christian Colleges in China
  - # China Aid Council
  - # China Emergency Relief Committee
  - # Church Committee for China Relief
  - # Induseco, Inc., American Committee in Aid of Chinese Industrial Cooperatives
  - ## American Friends Service Committee
- # American Association for China Famine and Flood Relief
- ## American Association of University Women
- ## American Women's Hospitals
- \* British-American Ambulance Corps
- # China Child Welfare, Inc.
- China Emergency Relief Fund (Domestic & Foreign Missionary Society, Protestant Episcopal Church)
- China Famine Relief (merged with Church Committee for China Relief)
- China Relief (Miss Luella I. Goodridge) - Inactive
- # China Relief Supplies (Columbia Staff Committee for Chinese Relief, Columbia University)
- # China's Children Fund, Inc.
- Chinese-American Citizens Alliance (China's War Refugees Relief Commission)
- Chinese Benevolent Association
- Chinese Relief Fund Committee of New York City
- # Chinese Women's Association
- # Chinese Women's Relief Association
- ## Committee of Mercy
- # Far Eastern Student Service Fund (International Board of Y.M.C.A.)
- # General Relief Fund Committee of the Chinese Consolidated Benevolent Fund
- ## Golden Rule Foundation
- # Institution for the Chinese Blind
- International Missionary Council
- Women's Auxiliary Labor's Committee for Civilian Relief in China (Inactive)

### Ecuador

- # Sends monthly reports to the President's Committee.
- \* Registered with State Department.



Ecuador

- #New World Resettlement Fund (resettlement of Spanish refugees)
- Brethren Service Fund

Finland

- # American League for Finnish War Orphans (inactive February 14, 1942)
- For Finland (Inactive)
- Finnish Relief Fund (Inactive)

200 or more local Finnish relief agencies whose contributions are transmitted through one of the above agencies or through the Finnish Legation in Washington or the Finnish Consul General in New York.

Lithuania

- American-Lithuanian Rocam Catholic Federation (affiliated with \*National Catholic Welfare Conference)
- \*American-Lithuanian Society of Washington, D. C.
- \*Lithuanian National Fund
- \*Lithuanian National Relief Fund
- \*Lithuanian Relief Committee for the Aid of Lithuanian Victims of Tyrenny and War (Inactive)

Philippines

- # Philippine War Relief Committee

Portugal

- #\*Emergency Rescue Committee

Russia

- \*Association of Former Russian Naval Officers in America
- # American Russian Committee for Medical Aid to the U.S.S.R., Inc.
- British Russian War Relief Association
- #\*Club Ukraine
- #Emergency Aid to the Soviet Union
- Executive Committee to Organize Help to Russia
- #\*Fund for the Relief of Men of Letters and Scientists of Russia
- \*Grand Duke Vladimer Benevolent Fund Association (Inactive)
- # Rogers Park Committee for Medical Aid to Russia
- # Russian American Central Committee to Aid Russia, Inc.  
(Russian Consolidated Mutual Aid Society and the Russian Medical Society)

Russian

- 
- # Sends monthly reports to the President's Committee.
  - \* Registered with State Department.



Russian American National Committee (this organization does not solicit funds for relief, according to letter received from it)

- #\*Russian Children's Welfare Society, Inc.
- # Russian War Relief, Inc.
- \*Tolstoy Foundation, Inc.
- #\*Ukrainian Gold Cross, Inc.
- \*Ukrainian Relief Committee (Inactive)
- # United Russian War Relief Committee

Spain

- \*Foster Parents' Plan for War Children
- Musicians Committee to Aid Spanish Democracy (Inactive)
- \*Sociedades Hispanas Confederadas (Confederated Spanish Societies)
- #\*Solidaridad Internacional Antifascista
- Spanish Child Feeding Mission of the \*American Friends Service Committee
- Spanish Nationalist Relief Committee (Inactive)
- \*Spanish Refugee Relief Campaign (Inactive)
- \*United American Spanish Aid Committee (affiliated with New World Resettlement Fund)

Switzerland

- # American Committee for Swiss Relief
- Swiss Relief Fund (Inactive)

General

- #\*American Committee for Christian Refugees, Inc.
- #\*American Committee to Save Refugees
- #\*American Jewish Joint Distribution Committee, Inc.
- American Overseas Defense Committee (Inactive)
- United States Committee for the Care of European Children
- # New York City Hospital Committee for Medical Aid to the Allies
- #\*Medical and Surgical Relief Committee of America

- 
- # Sends monthly reports to the President's Committee.
  - \* Registered with State Department.



Strictly Confidential

May 8, 1942

#### PRIVATE AMERICAN AGENCIES FOR FOREIGN WAR RELIEF

The need for relief has increased tremendously with the rapid spread of war since its outbreak in Europe during the fall of 1939. Hundreds of new war relief agencies have been established and the activities of existing agencies were greatly increased as country after country has been attacked or invaded. The life and activities of these organizations have varied widely with the political fortunes of the country involved. The purpose of this memorandum is to summarize the activities of these organizations <sup>1/</sup> and to present some of the problems that have arisen during the course of their operations.

The first attempt to regulate the operations of the war relief agencies was taken under the Neutrality Act, as amended in 1937 and again in 1939. All independent agencies which concerned themselves with the solicitation or transmission of food, clothing and medical aid or assistance for those countries proclaimed as belligerent <sup>2/</sup> were required to register with the State Department and to report their operations on a current monthly basis. The American National Red Cross is specifically exempt from this requirement since it is already required by law to submit to the Secretary of War for audit "a full, complete and itemized report of receipts and expenditures of whatever kind".

The scope of relief activities increased greatly as the war spread to technically "non-belligerent" countries. At the same time domestic relief and welfare needs within the United States increased rapidly as a result of the defense program and the expansion of our military forces. The need of coordinating the numerous programs was stressed in Secretary Hull's letter to the President of March 3, 1941. Consequently, on March 13 the President appointed a committee.

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<sup>1/</sup> The activities of the American Red Cross are not included in the present summary since it holds an official status both under the laws of the United States and under international agreements and bears definite responsibilities both in domestic and foreign relief and particularly in relation to our armed forces.

<sup>2/</sup> The countries proclaimed as belligerent are: Franco, Germany, Poland, the United Kingdom, India, Australia, Canada, New Zealand, and the Union of South Africa, Norway, Belgium, Luxembourg, the Netherlands, Italy, Greece, Yugoslavia, Hungary, and Bulgaria.



on War Relief Agencies consisting of Joseph E. Davies, Chairman, Charles P. Taft and F. P. Keppel. The Committee's preliminary conclusions and recommendations were submitted in an Interim Report to the President on October 4, 1941.

During the course of its investigations the Committee has amassed a formidable collection of data based upon a questionnaire and its conferences and correspondence with Government officials and the heads of independent agencies. The remainder of this report is a summary of information contained in the Interim Report of the President's Committee, of an analysis (as yet unpublished) by the Committee staff of the returns submitted to the questionnaire and of materials in the Committee files and those of the State Department.

## I. GENERAL SUMMARY

### Number of Agencies

The President's Committee on War Relief Agencies estimates that some 700 agencies have operated since the beginning of the present war in 1939. The number in existence at any one time has been very much less as it fluctuates with the political and military conditions of the countries they are trying to serve. Many have become dormant or inactive because of inability to transmit funds or materials.

The President's Committee sent out questionnaires to approximately 600 private foreign war relief agencies. Some 450 were returned of which 330 were filled out. Those which did not file returns or which filed incomplete returns were organizations (mostly Finnish or Polish) which had either discontinued or whose activities were too small to make complete replies.

The total number of private agencies registered with the State Department since 1939 has been 543 of which about 260 are still active. The remainder have either withdrawn their registration or are inactive. Collections for the benefit of technically non-belligerent areas are not required to be reported to the Department, but forty-five agencies are known to be engaged in collecting funds

exclusively



exclusively for use in such areas, which include Finland, U.S.S.R. and China; also, some twenty-eight registered agencies have foreign-relief activities not covered by their registration. Activities of forty of these agencies, including the bulk of all non-registered collections, are voluntarily reported to the President's Committee. 1/

In all, over 300 private relief agencies are actively engaged in foreign war relief, practically all of which are covered by reports to the State Department or the President's Committee or both.

#### Nature of the Relief Organizations

The reporting agencies vary from small local voluntary groups with a strictly limited scope and purpose to large organizations operating on a nationwide or international basis. Less than a third of the number reporting are nationwide in form or intent and some of those reporting as nationwide actually operate on a limited basis so that only a few can be placed in this category.

Eighty per cent of the agencies have been organized since January 1, 1938 and eighty-three per cent have been organized specifically in order to carry on war relief activities. Most of the new agencies are concerned primarily with relief in one country and of these there are two kinds: those consisting of related racial, national or religious groups and those consisting of unrelated but interested Americans.

The majority of the new organizations, representing fifty-four per cent of the total, indicated that they are voluntary associations, committees or other groups not incorporated. These have no supervision other than the regulations imposed by the State Department in registering organizations supplying on food, clothing or medical service in a certain number of "belligerent" countries.

A few of the older organizations represent survivals of the previous World War period. The greater part of them are permanent institutions of social, religious, or educational character which have taken a special concern

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1/ A list of agencies collecting funds for relief in technically non-belligerent areas is in Appendix A.



in the problems of war relief. Practically all of the older institutions are incorporated and as such had previously reported on their activities or filed annual financial statements with responsible officials or authorities.

#### Type of Relief Granted

Eighty per cent of the organizations reported were primarily collecting agencies which expected to send part or all of their relief abroad in the form of cash funds. 1/ Twenty-five per cent intended to provide food, either by shipments from this country or by purchase from funds sent abroad. Over 50 per cent planned to send new or used clothing. Twenty-five per cent were to send medical supplies, most of which was to be purchased in this country or made by volunteers. Nearly 20 per cent were to send other supplies and to support nurses, physicians and other welfare workers and institutions.

A form of relief outside the more or less organized charities was represented by six commercial houses which registered as being in the business of sending packages of food or other materials to individuals or institutions abroad upon payment by persons in this country.

Over one-hundred agencies, or approximately one-third of the total reporting, informed the committee that they were concerned with some phase of the refugee problem. The greater number of these agencies are engaged in the emergency relief of refugees through the provision of food, clothing, and medicine in countries of immediate asylum, and a few with the problem of evacuation, transportation, and rehabilitation in the countries of final settlement. A few, like the Joint Distribution Committee, the American Friends Service Committee and the Near East Foundation, have been engaged since the last World War in the more long-run task of refugee evacuation, rehabilitation and resettlement. Thirty-six other private agencies are also engaged in the long-run aspects of the refugee problem.

Twenty-one of the agencies reported a special interest in the welfare of prisoners of war, usually of a given

nationality.

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1/ Some agencies were interested in more than one type of relief so that the total of all types of relief is nearly double the number of agencies reported.



nationality. Twenty concern themselves particularly with the problems of child welfare.

The central or general religious organizations (12 Jewish, 5 Protestant and 2 Catholic) have been active in war relief but it is difficult to segregate or classify the activities arising out of war needs from their normal relief and charity work. The same is true of the many other religious and secular charitable groups having permanent international organizations which have shared part of the tremendous burden created by the war.

#### The Beneficiaries of Relief Activities

Two hundred and seventy-eight of the agencies reported that they were engaged in civilian relief while 76 were primarily concerned with supplying the supplementary needs and comforts of soldiers. Some organizations were interested in both.

The great majority had been organized originally to provide for the relief of particular racial or national groups. The principal beneficiaries as reported by nationality were:

	Per cent of total Number of agencies reporting. <sup>1/</sup>
Finnish	28
Polish	20
British	19
French	14
Chinese	5
Miscellaneous (15 nationalities)	15
General or unspecified	5

The progressive occupation of one European country after another and the increasing difficulty of transferring funds and supplies to these countries caused much of the relief to be diverted to other countries, either for the benefit of refugees or simply for the purpose of utilizing to the best advantage the available resources and facilities. The extent of the war relief problem is indicated by

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<sup>1/</sup> Some organizations were concerned with the relief of more than one national or racial group.

the number of countries in or for which the various agencies reported they were carrying on relief activities.

	<u>No. of agencies</u>		<u>No. of agencies</u>
United Kingdom	112	New Zealand	2
Finland	80	Turkey	2
France	60	North Africa	1
Poland	58	Albania	1
China	19	Egypt	1
Switzerland		French West Indies	1
(including 15 for refugees)	17	India	1
Greece	15	Italy	1
Germany	13	Japan	1
Canada (mostly prisoners of war)	12	Netherlands	1
Spain	7	Luxembourg	1
Russia	3	Norway	1
Rumania	3	Sweden	1
British Colonies	3	Union of South Africa	1
Belgium	2	Latin America (countries not specified)	2
Denmark	1	Europe	22
		United States (mostly refugees)	35

It should be noted that relief activities in countries or areas outside the war zones are primarily for the benefit of refugees or prisoners of war.

#### The Volume of Relief

The total amount collected for relief in "belligerent" countries, as reported to the State Department through February 1942, was \$66.5 million. Over \$50 million of this amount was received in cash of which something over \$39 million was sent abroad, \$5 million is still on hand while \$6 million has been spent for administrative purposes, publicity and overhead. The value of contributions in kind collected by these same agencies is estimated at approximately \$16 million, practically all of which has now been sent abroad.

Although the organizations not registered with the State Department are not required to report to the President's Committee, most of them do so on a voluntary basis.

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The total receipts of these unregistered agencies has now reached a total of approximately \$20 million. 1/

The \$87 million collected by private war relief agencies does not include the \$91 million collected by the American Red Cross from private sources for special war relief, nor the \$85 million of government funds which Congress has allocated to foreign war relief to be administered by the American Red Cross during the fiscal years 1941 and 1942. Of this total available to the American Red Cross, 2/ only about \$56.6 million had been spent up to March 31, 1942. 3/

The flow of relief funds and supplies actually tends to vary markedly with the political and military situation of the beneficiary countries. The groupings of dominant interest as reported in the Interim Report of the President's Committee of last October were: British, Jewish, Greek, Polish, Finnish, Allied (British Empire, French and Belgian largely), Chinese, other religious (operating internationally), and French -- or nine groups accounting for ninety per cent of the total relief volume.

Three of the seventy agencies comprising the British group accounted for one-third of the total relief volume of all groups since the beginning of the war in September 1939. Moreover, less than fifty agencies accounted for ninety per cent of the total volume of relief receipts.

Of these fifty agencies only ten, included within the British, Jewish, Greek, Finnish, Polish and Chinese groups, accounted for nearly eighty per cent of the total cash receipts of all agencies. (All of these comparisons are exclusive of contributions to the American Red Cross.

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1/ The total contributions of all non-registered organizations reporting to the President's Committee will be issued as of the end of the first quarter, 1942, as soon as reports have been received on China and Russia, the two largest, which are still outstanding.

2/ No account has been taken of regular roll-call subscriptions.

3/ This figure includes goods purchased out of Congressional Funds valued at some \$28.6 million and expenditures from Red Cross funds totaling some \$28 million.



Several of the racial groups, the Greek and the Norwegian for example, hold substantial balances of funds because of the rapidity of the German occupation. A number of groups are inactive with no effective relief balances. Many of these agencies would, no doubt, be stimulated to action by a favorable turn of events.

#### The Cost of Collecting Relief Contributions

The \$6 million of administrative and other overhead expense reported to the State Department represents less than ten per cent of the total value of relief collected. The replies to the questionnaire <sup>1/</sup> sent out by the President's Committee indicated that many of the organizations tried to turn over to relief the full amount collected from the public. Of those reporting, some twenty-five per cent claimed no expense whatever. Thirty-seven per cent reported ten per cent or less and sixteen per cent reported ten to twenty-five per cent. Approximately a dozen reported unreasonably high expense ratios but some of these were found to include expenses which should properly have been listed under disbursements for relief. The Committee has taken action to suspend two or three of the highest cost group.

The expense ratios of the larger and more permanent organizations were found to be remarkably low (three or four per cent) despite the fact that they carried full-time salaried members on their staff. There was no evidence that the expenses of the permanent charitable and welfare organizations had been increased because of war work.

The Committee reported that the expense ratios tended to be lower in the permanent organizations and in those which were subject to some form of official supervision. In general the highest expense ratio in any single group of agencies, as a group, is found among those soliciting relief for non-belligerent countries. A number of these agencies, not registered with the State Department, show a cost ratio of 30 per cent or more. There are, however, outstanding exceptions.

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<sup>1/</sup> The returns are not comparable as many were incomplete and as uncertainty existed in other cases regarding what constituted expense; the value of donated services and accounting for funds donated specifically to cover administration and overhead costs were among items not uniformly reported.



### Transmission of Funds and Supplies

The great majority of all American relief agencies do not directly transmit supplies or funds abroad. Most of the local and independent relief agencies transmit their funds or supplies through the official representatives in the United States of the country of ultimate destination, through the larger national central organizations (as in Russia, Poland, China) or through the larger permanent relief or welfare organizations such as the American Red Cross, the American Friends Service Committee, the Young Men's and Young Women's Christian Associations and various other religious organizations. For example, the facilities of the British War Relief Society are used by thirty-five different agencies.

Seventy of the agencies reported that they required or would require facilities for shipping supplies abroad. Of these, fifty had made some inquiry as to shipping space available before collecting supplies. Over two hundred required no space although some of these reported that they forwarded supplies through other agencies. Twenty-eight made no reply. Many of the agencies have inquired as to the possibility of correlating their collections with the probable availability of shipping space and some forty of the organizations had actually participated with officials and other agencies in the allocation of shipping space according to the needs for various commodities in the countries to be served. Most of the latter were British and their cooperation was more or less forced by the decision of the British Ministry of Shipping to channel all shipments through the American Red Cross and the British War Relief Society. Approximately 10,000 cubic feet of space in each liner proceeding to the United Kingdom are allocated for the shipment of relief supplies. These two agencies in turn divide up the space so as to take care of all relief shipments to the United Kingdom.

### Distribution of Relief

Of the agencies engaged in transmission of funds or shipment of supplies, not all have direct charge of final distribution of supplies. In fact, only 18 agencies reported programs involving administration of relief abroad by American citizens. In most of the smaller countries and in Russia relief is distributed by official or officially supervised agencies, so that no foreign assistance is needed. In

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the United Kingdom, on the other hand, most distribution is by a number of private agencies, but as these are British organizations, there is likewise little need for foreign personnel. The British War Relief Society, for example, administers directly only a limited number of projects and distributes the bulk of its aid (either in cash or in goods) to sixty British agencies.

Actually, the field for outside personnel in relief work is largely limited to countries or areas which have no adequate relief organization or which need special assistance in certain types of work. Areas in which American workers have operated soup kitchens or distributed other aid recently include Poland (mass feeding), China (medical aid, industrial development) and Southern France (feeding). Agencies performing functions not limited to any one country also employ some foreign staff in work such as the exchange of information regarding prisoners of war and welfare work in prison camps. The principal agencies actually operating in the field are among those discussed in a later section of this memorandum. In general, outside workers do not actually operate soup kitchens or medical stations but organize local committees for this purpose and undertake to supply materials to them. This was the procedure of the Commission for Polish Relief. A few agencies, notably the Joint Distribution Committee, have permanent relations with agencies in the countries receiving relief and merely supervise the activities of such agencies in their work for the Joint Distribution Committee. At the other extreme in this respect is the Friends organization which makes a special point of actually directing all distribution.

#### Relations Between Relief Agencies

Most of the agencies (190) stated that inquiry had been made of the American Red Cross or other relief agencies as to existing relief facilities and that suitable precautions had been made to prevent unnecessary duplication. Moreover, those which had taken no such precautions were in most cases small organizations which transmitted their proceeds to larger central agencies.

There appears to be little duplication locally between national or racial groups (Finnish, Polish, Chinese, etc.) since each appeals to an entirely different section of the community. Such duplication as appears on the

collection



collection end is between American agencies soliciting for these or other countries and between these national groups and other relief and welfare agencies.

The amounts collected appear very unequally divided as between countries. In some instances different organizations were found to be appealing to the same persons for identical services in the same relief areas. Much of the duplication is due to the lack of complete current information on the relief needs, priorities, resources and facilities within each foreign country and as between the several foreign countries. In the absence of such information it is inevitable that funds should be solicited for kinds of relief which have not been requested or approved or for which shipping space is not available.

The cooperation between organizations is better organized and the duplication somewhat less on the distributing than on the collecting end. The field has been fairly well divided between some of the more established agencies. Nevertheless the relationship is somewhat involved because of the rather extensive exchange of contributions between the larger relief organizations. One of the leading agencies, for example, lists eighty-six distributive agencies for the contributions collected by it, although many of these are themselves active in collecting funds in the United States. A partial explanation is that certain organizations, through long experience or for other reasons (such as preferential treatment by governments) have become recognized as the best, and in some cases the only, channels for distributing certain types of supplies or services or for relief in certain areas.

A substantial degree of centralization has already been achieved in the transmission and distribution of relief abroad. Over one-half reported that they transmitted overseas through other agencies while 125 transmit contributions direct to distributing agencies abroad. The amount of coordination depends largely upon the policy of the governments controlling shipping space and the distributing agencies.

#### Recommendations of the President's Committee

Although reasonable progress has been made in the

regulation



regulation and correlation of fund-raising activities of foreign relief agencies, the Committee feels that much remains to be done in this direction and in the direction of coordinating these foreign activities with the domestic welfare program.

The Committee considers that it is of major importance to the public welfare that the fund-raising campaigns of all the major organizations should be coordinated so that there will be no conflict in the timing of the various drives. Cooperation between the agencies themselves and with the Red Cross, Community Chest and other organizations would reduce the duplication of effort and waste, and prevent conflicts in the timing of solicitation.

The Committee also recommends that licenses of all agencies now required to register with the Department of State be revoked as of a future date to be specified, and that new licenses should be issued only upon submission of satisfactory proof by the applicants that they are in a position to transmit the relief for which it is proposed to solicit funds efficiently and economically, and without duplication of the work now done by existing agencies, such as the Red Cross. Agencies should also be able to show that there is reasonable prospect of their ability to apply the relief to the purposes intended in the country to which it is to be sent. In addition to continuing the requirement of monthly reports, re-registration should be required thereafter at regular intervals as may be determined.

The Committee feels very strongly that welfare activities for each major foreign country should be at the very least coordinated through some central advisory board to assure that the needs of that country are most efficiently being served.

It is also believed that all agencies soliciting for technically non-belligerent countries should be required to register with the State Department or with some other central organization.

One of the abuses which the Committee believes should be corrected is the use, noticed in too many instances, of figure-head sponsors or boards who do not really work and assume the proper degree of executive responsibility and direction.

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In connection with the broader aspects of relief the Committee believes it would be desirable in the public interest to maintain a current relief intelligence service, for the purpose of carrying forward the factual data already obtained as to relief requirements, resources and facilities. Not only would this current information assist greatly in the solution of existing problems, but it would also serve as the basis of intelligent planning for future war and post-war developments.

## II. REPRESENTATIVE INDIVIDUAL ORGANIZATIONS

### American Jewish Joint Distribution Committee

One of the largest and oldest welfare organizations in the country is the J.D.C., founded primarily to meet relief, resettlement and reconstruction needs of Jews in Eastern Europe during the last World War, and since grown to an agency covering the whole world. Directly or through subsidiaries the J.D.C. built up in Eastern Europe hundreds of local health, cooperative, loan and educational societies which have become self-perpetuating and have been turned over to local control. These agencies extend from Poland and the Baltic countries to Hungary, Rumania and other countries of the Balkans. They constitute the basis of the distribution system now being used for relief.

The J.D.C.'s funds are derived from the United Jewish Appeal, which is exclusively a fund-raising agency, and are spent only in foreign social work. The J.D.C. has received and spent for relief, at an administrative cost of about nine per cent, some 12 million dollars since the first of 1940.

The countries in which it operates are those of Eastern Europe, France, Switzerland and Central and South America, where large numbers of refugees are being assisted in establishing themselves.

All assistance sent abroad is in the form of money grants. Most of the funds go to the local organizations mentioned above or to national Jewish welfare organizations

known



known to the J.D.C. Agents of the J.D.C. in Europe supervise use of funds by the local agencies and check on needs and use made of earlier grants. Such agents also organize direct administration of relief where no local organization exists. Aid given by local agencies includes food, medicine, clothing, cash loans, and emigration aid. All grants to enemy and occupied countries are paid into blocked accounts to prevent funds reaching Germany. Recently, as the possibility of payment has become more restricted, work in Europe has been confined largely to Marseilles where direct relief is being administered by the American representatives of the J.D.C.

Contacts with foreign governments have been limited since a large part of the J.D.C.'s work is carried on through local agencies. Cooperation has been maintained in the field with other agencies working in the same areas. In the United States relations are maintained with other private agencies but do not seem to have been particularly good with the American Red Cross up to 1939. This situation is evidenced by a letter from the J.D.C. to the American Red Cross in which the former expressed a desire to establish contact with American Red Cross officials. 1/

#### American Friends Service Committee

The A.F.S.C. is a permanent foreign relief and reconstruction agency maintained by American Quakers to carry on relief work wherever needed and without discrimination. After the last war the English and American Quakers accomplished the task of feeding 1-1/4 million German children a day for a period of nearly four years from the fall of 1919, when operations were begun. In 1921-23 a notable contribution was made to Russian famine relief and the A.F.S.C. has since maintained an organization ready to meet needs as they arise, regardless of political conditions. Because of its known impartiality, the A.F.S.C. is in a better position than any other agency to enter occupied areas and to work with governments which would refuse cooperation to agencies suspected of political sympathies of one kind or another.

Funds

1/ Copy in State Department files, dated October 17, 1939.



Funds of the A.F.S.C. are raised directly by it except that a part of its work in China is financed through the United China Relief. In the current emergency, the A.F.S.C. has collected over \$500,000, from which eight to ten per cent has been deducted for administrative expenses. It has also distributed at least \$60,000 granted by the Red Cross for work in France and very large amounts received from other private collecting agencies such as Le Secours Francais, the Coordinating Committee of French Relief Societies and various religious bodies.

Active mass feeding has been carried on in France at a number of centers serving from 30 to 80 thousand persons a day in recent months. Supplies for this work have been obtained from Switzerland but apparently cannot be gotten much longer, especially if this country refuses to permit payment. Financial support has been given to an ambulance unit sent by English Friends to China and to others for care of civilian populations in bombed areas in England, Egypt and, lately, in Finland, Norway and Greece. Small colonies of refugees are being assisted in becoming self-supporting in Santo Domingo and in at least two towns in France. About 800 children are being given complete care in orphanages in France.

Friends have in the past used rather more of their own personnel to administer relief than have other private agencies; even in this war, when operations have been on a relatively small scale, they have had as many as fifty or sixty workers in France. Assistance in England, on the other hand, has been in the form of cash grants to English Quakers; these funds are used largely in providing recreation and welfare work in bomb shelters and in the maintenance of ambulance units.

Cooperation with other agencies has included consultations with persons coming from U.S.S.R., consultations with a group of agencies collecting funds for Britain, and occasional consultation with the Red Cross. The principal objection to the Friends is precisely their ability to work with the Germans, whose interests they are therefore sometimes alleged to favor.

Like other agencies making payments to countries whose assets have been frozen in the United States, the A.F.S.C. has had to consult with Treasury officials to obtain permission to make payment into blocked accounts. Recently an

application



application of this kind to permit purchase of Swiss milk was refused, on advice of the Department of State. There is some reason to believe that this resulted from opposition by the American Red Cross to the feeding operation involved, although the supplies proposed to be bought were evidently not be made available to the American Red Cross even if the A.F.S.C. did not succeed in buying them. 1/

#### Commission for Polish Relief

The C.P.R. has been one of the most important ad hoc war relief agencies of the type created for work in a restricted area. Its personnel includes Mr. Hoover and men formerly associated with him in the Commission for Relief of Belgium; its sources of revenue are well-to-do Americans interested in relief but not necessarily of Polish extraction.

Through its own chapters it collected some \$800,000 between September 1939 and the end of 1941. Gifts from other collection agencies were its principal source of private revenue after March 1940 and probably totaled as much as its own collections. In addition, this agency administered through a subsidiary some 11 million dollars contributed by the Polish Government-in-exile and by the British and French Governments. Efforts were made early in 1940 to obtain American Government funds for purchase of surplus commodities to be administered through this or some similar agency but opposition by the British Government to large-scale opening of the blockade and possibly jealousy among the relief agencies blocked this proposed extension of the work. Overhead expenses of the C.P.R. were six to eight per cent of its collections in 1940, including the cost of handling considerable funds, private and public, not included as part of its own collection. This figure does not, however, include costs of the Polish Food Commission, the subsidiary organization which disbursed most of the government contributions.

Operations carried on by the C.P.R. in the first stage of its activity, September 1939 to March 1940, included besides collection of funds, transmission of money to field

representatives

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1/ Correspondence and memoranda in State Department and President's Committee files.



representatives at Vilna, Bucharest and Budapest for use in purchase of food for distribution to Polish refugees fleeing from the war zones. The numbers cared for at this time were estimated as follows, including those aided through the American Red Cross, Y.M.C.A. and J.D.C. agencies working in the same areas:

	<u>Soldiers</u>	<u>Civilians</u>	<u>Total</u>
Hungary	41,000	21,000	62,000
Rumania	20,000	20,000	40,000
Lithuania	14,000	30,000	44,000
Latvia	2,000	500	2,500
Total	77,000	71,500	148,500

By March, 1940, after long negotiations with the German Government and the German Red Cross (carried on partly through the intermediary services of an A.F.S.C. representative in Berlin), permission was obtained for Americans to supervise distribution of food in occupied Poland itself. Feeding was therefore organized in Warsaw and other centers and the large government contributions previously referred to were spent in purchasing food from Russia and the Balkans. Mass feeding continued until the opening of the war between Russia and Germany. No estimate has been found of the number fed, but it must have been over one million in view of reported needs of Warsaw alone.

Later in 1940 the C.P.R. surveyed food needs of the occupied countries of western Europe and, though unable to operate in those areas, did administer considerable aid to Poles in Southern France.

Altogether, no more than ten or twelve men seem to have been sent from the United States to carry on relief activities, each man utilizing and supervising local committees in the area of work.

Other relief agencies were consulted by C.P.R. in the United States, in negotiating with the German Government and in field work. Although the Red Cross at first wished to do the job in Poland, it finally agreed to the program of the C.P.R. when it became clear that mass feeding rather than emergency relief was called for. It is alleged that the German Government refused access to occupied Poland to the American Red Cross. This charge was denied by the

American



American Red Cross which, however, finally withdrew from the Polish field.

C.P.R. is said to have done a better job than was done by most emergency committees, and this is attributed to the superior personnel obtained through Mr. Hoover's association with the organization. Since the outbreak of war between Germany and Russia the agency has become inactive.

### British War Relief Society

The B.W.R.S. is an emergency aid committee set up to meet needs arising in Great Britain and Allied countries. At the present time it operates only in Great Britain, though not exclusively among British people. Its organization in the United States consists in a national office and hundreds of local branches, most of which now turn their funds over to the national office. Total collections have reached about \$16 million to date. Overhead expenses have been about eight per cent of the total, including the cost of handling some funds collected by other agencies. B.W.R.S. has sent some purchased supplies, but has not collected clothing on a large scale as does Bundles for Britain.

Purposes for which money is spent include purchase and maintenance of 930 mobile kitchens for use in bombed areas, cash contributions to British volunteer organizations (very large proportion of total), cash to British Red Cross and hospitals, establishment and maintenance of an American hospital, wool for volunteer knitting use, and miscellaneous purposes such as purchase of some 300 ambulances, construction of hostels, etc. Most of the work is of a temporary character, but it may be that the hospital will continue as an American enterprise, under these or some other auspices.

The B.W.R.S. does not maintain its own distribution service, but gives spot emergency aid in cash or in goods where needed and gives continuing aid to a large number of British agencies, including the British Red Cross. The hospital, which is directly operated by the B.W.R.S., is apparently the only major exception.

Cooperation with the American Red Cross has been more or less enforced through British insistence that all medical supplies come through one or the other (American or British)

of the



of the Red Cross societies and through the necessity of shipping relief supplies in space allocated by the British Government to the B.W.R.S. and the American Red Cross jointly. The B.W.R.S. also consults informally with a group representing most of the private American organizations collecting for British relief.

### United China Relief

U.C.R. is a relatively new fund-raising organization founded by eight existing national organizations conducting direct relief work in China. Organized early in 1941, it collected about \$3 million in that year and has a goal of \$8 million for 1942. Administrative and collection expenses were high in the first year but will if possible be brought down to ten per cent in 1942. As it operates in a technically non-belligerent area U.C.R. is not registered with the Department of State.

The principal constituent organizations are:

American Bureau for Medical Aid to China, which has 230 chapters of its own and raised \$500,000 independently in 1940, cooperating in China with the Chinese Red Cross to furnish supplies and personnel to combat cholera, smallpox and beri-beri.

American Committee for Chinese Industrial Cooperatives, which is aiding the Chinese Government in providing employment for 37,000 in western China on public works and in small cooperative manufacturing enterprises.

China Emergency Relief Committee, chiefly engaged in distributing medical supplies.

China Aid Council, maintaining 200 feeding stations for orphan children.

Church Committee for Chinese Relief, carrying on relief at missions in the form of clothing, food and medical attention.

Altogether these services are said to reach 17 million Chinese.

Collaboration



Collaboration with other big relief agencies has been carried on by United China Relief both at the fund-raising and at the distribution levels. Recently U.C.R.'s campaign was suspended, for example, to leave the field clear for the American Red Cross. Also, while no formal agreement has been reached, there exists a general division of the field of Chinese relief between the American Red Cross and U.C.R. on the basis that American Red Cross will send supplies and U.C.R. agencies will send cash to affiliated agencies on the spot.

#### Russian War Relief, Inc.

R.W.R., the newest of the agencies considered here, was formed in September, 1941 to raise funds for relief in the U.S.S.R., also technically non-belligerent. Though not a coordinating agency, but a unitary agency with local chapters, it also has no distribution functions but merely turns over goods to an official agency of the U.S.S.R. for disposal as it sees fit. So far it has collected about \$800,000 in cash and some \$110,000 in goods. Administrative costs are about thirty per cent of total receipts so far, but are expected to be lowered after the organizing stage is passed.

Cooperation with the American Red Cross has been maintained to avoid overlapping of drives and as the U.S.S.R.'s officially estimated relief needs (\$18 million for 1942) exceed the joint contribution of American Red Cross (\$5 million) and R.W.R. (\$3 million goal) to Russian relief, there seems to be little likelihood that duplication will occur, especially as a single Russian agency will distribute all supplies.

#### Near East Foundation

The emergency relief activities of this organization in the period following the first World War were shifted after 1930 to constructive efforts to improve living conditions. Among the activities carried on in Greece, Bulgaria, Cyprus and Syria before the War were agricultural and home demonstration centers, health and sanitation projects, children's playgrounds and day nurseries, child therapy and welfare centers, cooperative projects for working boys and girls and Armenian committee work (mostly tuberculosis).

Members



Members of the staff gave leadership to the activities of Greek War Relief Association and the Director and another member of the staff were two of the three American members of the Committee appointed by the Greek Premier to administer the funds sent by this organization. However, the Foundation was not willing to collect funds for its own war relief activities under registration of the G.W.R.A. since it had its own constituency of several hundred thousand Americans which has sent a total of \$125 million to Greece since the last war.

Following the German invasion a local Near East Welfare Foundation was set up to receive funds and equipment from the N.E.F. The American personnel withdrew so there would be no danger of a charge of American propaganda or of risk of internment if war broke out with the United States. The hundreds of Greek citizens trained during the years of pre-war relief activities took over the community work and the distribution of supplies held by the committee for Greek War Relief. Health and feeding stations were established, small grants were made to needy women, children and families and provision made for the care of children whose fathers had been lost in the war. The Greek War Relief Association turned over 10 million drachma for the care of fatherless children and the Ministry of Public Health and Welfare contributed an additional 3 million drachma.

#### Greek War Relief Association .

The Association was formed in New York in October, 1940 when Italy attacked Greece. By the end of the first year of operations over 1,000 local chapters had been organized and over \$5 million had been raised for relief. The proceeds were sent in the form of cash in order to purchase needed supplies in Turkey, Yugoslavia, Bulgaria and Russia. The association collected approximately one-half million dollars of goods in kind and furnished shipping facilities for \$5 million of supplies donated by the American Red Cross. The first of the four ships sent was sunk while the other three arrived too late and were reconsigned to Egypt for the benefit of Greek refugees in that country.

An administrative committee composed of Greek and American citizens was formed in Athens to receive and distribute the funds and supplies forwarded. This committee was disbanded when the Germans overran the country, all the

food



food in the warehouses was distributed and funds turned over to the Greek Red Cross and the American Legation. Later funds were sent to Crete and to Egypt for the relief of Greek refugees.

The association tried to send funds to the International Red Cross for purchase of milk and medical supplies in Switzerland but the Treasury refused to transfer the necessary funds. Subsequently arrangements were made with the United Kingdom Commercial Corporation to buy food in Turkey for distribution by the Greek Red Cross under supervision of the International Red Cross. It was understood that the American Red Cross was hesitant about providing funds for the purchase of food in Turkey to be sent to Greece "because of the principle involved and for fear of establishing a precedent".

The State Department Bulletin of March 7, 1942 carried a statement that shipments from Turkey were being continued, that the British and American Governments had given the G.W.R.A. permission to charter a boat for the shipment of flour from the United States and that Greek funds to the extent of one million Swiss francs had been released for the purchase of condensed milk in Switzerland. A campaign to raise \$10 to \$12 million after the close of the Red Cross Campaign was approved by the President's Committee without approval of the specific amount because of the difficulties of getting supplies to Greece.

#### Mennonite Central Committee

The value of cash and clothing collected by various branches of the church in the United States since the beginning of 1940 amount to approximately \$120,000. The contributions are sent to their own representative in London and in France or are distributed through the American Friends Service Committee in France and Spain, the Save the Children Federation in Switzerland, the Commission for Polish Relief and the War Prisoners Aid of the Y.M.C.A.

#### International Committee of the Y.M.C.A.

Funds collected in this country are sent to the World

Committee



Committee in Geneva, Switzerland where it is used primarily for work among prisoners of war. This committee, using its own staff and fifteen secretaries from neutral committees, hopes to maintain at least one secretary in each of the belligerent countries. The cost of the service has been estimated at \$265,000 for the period from September 1939 to July 1, 1941, plus salaries and thousands of books distributed.

The prison relief is supplemental to the work of the Red Cross and a division of labor and responsibility has been worked out between the two organizations. The Y.M.C.A. operates in the area of morale rather than that of physical relief. Its activities are mostly recreational, educational, moral and religious and consist in the provisions of athletic equipment, musical instruments, phonographs, books of all kinds and aids to worship.

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## APPENDIX A

The following are agencies which have reported to the President's Committee on War Relief Agencies activities in technically nonbelligerent areas:

### China

- # United China Relief, Inc., collects funds for:
  - # American Bureau for Medical Aid to China
  - # American Committee for Chinese War Orphans
  - # Associated Boards for Christian Colleges in China
  - # China Aid Council
  - # China Emergency Relief Committee
  - # Church Committee for China Relief
  - # Indusco, Inc., American Committee in Aid of Chinese Industrial Cooperatives
  - #\* American Friends Service Committee
- # American Association for China Famine and Flood Relief
- #\* American Association of University Women
- #\* American Women's Hospitals
- \* British-American Ambulance Corps
- # China Child Welfare, Inc.
- China Emergency Relief Fund (Domestic & Foreign Missionary Society, Protestant Episcopal Church)
- China Famine Relief (merged with Church Committee for China Relief)
- China Relief (Miss Luella I. Goodridge) - Inactive
- # China Relief Supplies (Columbia Staff Committee for Chinese Relief, Columbia University)
- # China's Children Fund, Inc.
- Chinese-American Citizens Alliance (China's War Refugees Relief Commission)
- Chinese Benevolent Association
- Chinese Relief Fund Committee of New York City
- # Chinese Women's Association
- # Chinese Women's Relief Association
- #\* Committee of Mercy
- # Far Eastern Student Service Fund (International Board of Y.M.C.A.)
- # General Relief Fund Committee of the Chinese Consolidated Benevolent Fund
- #\* Golden Rule Foundation
- # Institution for the Chinese Blind
- International Missionary Council
- Women's Auxiliary Labor's Committee for Civilian Relief in China (Inactive)

### Ecuador

- # Sends monthly reports to the President's Committee.
- \* Registered with State Department.



Ecuador

- #New World Resettlement Fund (resettlement of Spanish refugees)
- Brethren Service Fund

Finland

- # American League for Finnish War Orphans (inactive February 14, 1942)
- For Finland (Inactive)
- Finnish Relief Fund (Inactive)

200 or more local Finnish relief agencies whose contributions are transmitted through one of the above agencies or through the Finnish Legation in Washington or the Finnish Consul General in New York.

Lithuania

- American-Lithuanian Rocam Catholic Federation (affiliated with \*National Catholic Welfare Conference)
- \*American-Lithuanian Society of Washington, D. C.
- \*Lithuanian National Fund
- \*Lithuanian National Relief Fund
- \*Lithuanian Relief Committee for the Aid of Lithuanian Victims of Tyranny and War (Inactive)

Philippines

- # Philippine War Relief Committee

Portugal

- #\*Emergency Rescue Committee

Russia

- \*Association of Former Russian Naval Officers in America
- # American Russian Committee for Medical Aid to the U.S.S.R., Inc.
- British Russian War Relief Association
- #\*Club Ukraine
- #Emergency Aid to the Soviet Union
- Executive Committee to Organize Help to Russia
- #\*Fund for the Relief of Men of Letters and Scientists of Russia
- \*Grand Duke Vladimir Benevolent Fund Association (Inactive)
- # Rogers Park Committee for Medical Aid to Russia
- # Russian American Central Committee to Aid Russia, Inc.  
(Russian Consolidated Mutual Aid Society and the Russian Medical Society)

Russian

- 
- # Sends monthly reports to the President's Committee.
  - \* Registered with State Department.



Russian American National Committee (this organization does not solicit funds for relief, according to letter received from it)

- #\*Russian Children's Welfare Society, Inc.
- # Russian War Relief, Inc.
- \*Tolstoy Foundation, Inc.
- #\*Ukrainian Gold Cross, Inc.
- \*Ukrainian Relief Committee (Inactive)
- # United Russian War Relief Committee

Spain

- \*Foster Parents' Plan for War Children
- Musicians Committee to Aid Spanish Democracy (Inactive)
- \*Sociedades Hispanas Confederadas (Confederated Spanish Societies)
- #\*Solidaridad Internacional Antifascista
- Spanish Child Feeding Mission of the \*American Friends Service Committee
- Spanish Nationalist Relief Committee (Inactive)
- \*Spanish Refugee Relief Campaign (Inactive)
- \*United American Spanish Aid Committee (affiliated with New World Resettlement Fund)

Switzerland

- # American Committee for Swiss Relief
- Swiss Relief Fund (Inactive)

General

- #\*American Committee for Christian Refugees, Inc.
- #\*American Committee to Save Refugees
- #\*American Jewish Joint Distribution Committee, Inc.
- American Overseas Defense Committee (Inactive)
- United States Committee for the Care of European Children
- # New York City Hospital Committee for Medical Aid to the Allies
- #\*Medical and Surgical Relief Committee of America

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- # Sends monthly reports to the President's Committee.
  - \* Registered with State Department.



Strictly Confidential

May 8, 1942

#### PRIVATE AMERICAN AGENCIES FOR FOREIGN WAR RELIEF

The need for relief has increased tremendously with the rapid spread of war since its outbreak in Europe during the fall of 1939. Hundreds of new war relief agencies have been established and the activities of existing agencies were greatly increased as country after country has been attacked or invaded. The life and activities of these organizations have varied widely with the political fortunes of the country involved. The purpose of this memorandum is to summarize the activities of these organizations 1/ and to present some of the problems that have arisen during the course of their operations.

The first attempt to regulate the operations of the war relief agencies was taken under the Neutrality Act, as amended in 1937 and again in 1939. All independent agencies which concerned themselves with the solicitation or transmission of food, clothing and medical aid or assistance for those countries proclaimed as belligerent 2/ were required to register with the State Department and to report their operations on a current monthly basis. The American National Red Cross is specifically exempt from this requirement since it is already required by law to submit to the Secretary of War for audit "a full, complete and itemized report of receipts and expenditures of whatever kind".

The scope of relief activities increased greatly as the war spread to technically "non-belligerent" countries. At the same time domestic relief and welfare needs within the United States increased rapidly as a result of the defense program and the expansion of our military forces. The need of coordinating the numerous programs was stressed in Secretary Hull's letter to the President of March 3, 1941. Consequently, on March 13 the President appointed a committee.

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1/ The activities of the American Red Cross are not included in the present summary since it holds an official status both under the laws of the United States and under international agreements and bears definite responsibilities both in domestic and foreign relief and particularly in relation to our armed forces.

2/ The countries proclaimed as belligerent are: France, Germany, Poland, the United Kingdom, India, Australia, Canada, New Zealand, and the Union of South Africa, Norway, Belgium, Luxembourg, the Netherlands, Italy, Greece, Yugoslavia, Hungary, and Bulgaria.



on War Relief Agencies consisting of Joseph E. Davies, Chairman, Charles P. Taft and F. P. Keppel. The Committee's preliminary conclusions and recommendations were submitted in an Interim Report to the President on October 4, 1941.

During the course of its investigations the Committee has amassed a formidable collection of data based upon a questionnaire and its conferences and correspondence with Government officials and the heads of independent agencies. The remainder of this report is a summary of information contained in the Interim Report of the President's Committee, of an analysis (as yet unpublished) by the Committee staff of the returns submitted to the questionnaire and of materials in the Committee files and those of the State Department.

## I. GENERAL SUMMARY

### Number of Agencies

The President's Committee on War Relief Agencies estimates that some 700 agencies have operated since the beginning of the present war in 1939. The number in existence at any one time has been very much less as it fluctuates with the political and military conditions of the countries they are trying to serve. Many have become dormant or inactive because of inability to transmit funds or materials.

The President's Committee sent out questionnaires to approximately 600 private foreign war relief agencies. Some 450 were returned of which 330 were filled out. Those which did not file returns or which filed incomplete returns were organizations (mostly Finnish or Polish) which had either discontinued or whose activities were too small to make complete replies.

The total number of private agencies registered with the State Department since 1939 has been 543 of which about 260 are still active. The remainder have either withdrawn their registration or are inactive. Collections for the benefit of technically non-belligerent areas are not required to be reported to the Department, but forty-five agencies are known to be engaged in collecting funds

exclusively



exclusively for use in such areas, which include Finland, U.S.S.R. and China; also, some twenty-eight registered agencies have foreign-relief activities not covered by their registration. Activities of forty of these agencies, including the bulk of all non-registered collections, are voluntarily reported to the President's Committee. 1/

In all, over 300 private relief agencies are actively engaged in foreign war relief, practically all of which are covered by reports to the State Department or the President's Committee or both.

#### Nature of the Relief Organizations

The reporting agencies vary from small local voluntary groups with a strictly limited scope and purpose to large organizations operating on a nationwide or international basis. Less than a third of the number reporting are nationwide in form or intent and some of those reporting as nationwide actually operate on a limited basis so that only a few can be placed in this category.

Eighty per cent of the agencies have been organized since January 1, 1938 and eighty-three per cent have been organized specifically in order to carry on war relief activities. Most of the new agencies are concerned primarily with relief in one country and of these there are two kinds: those consisting of related racial, national or religious groups and those consisting of unrelated but interested Americans.

The majority of the new organizations, representing fifty-four per cent of the total, indicated that they are voluntary associations, committees or other groups not incorporated. These have no supervision other than the regulations imposed by the State Department in registering organizations supplying on food, clothing or medical service in a certain number of "belligerent" countries.

A few of the older organizations represent survivals of the previous World War period. The greater part of them are permanent institutions of social, religious, or educational character which have taken a special concern

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1/ A list of agencies collecting funds for relief in technically non-belligerent areas is in Appendix A.



in the problems of war relief. Practically all of the older institutions are incorporated and as such had previously reported on their activities or filed annual financial statements with responsible officials or authorities.

#### Type of Relief Granted

Eighty per cent of the organizations reported were primarily collecting agencies which expected to send part or all of their relief abroad in the form of cash funds. <sup>1/</sup> Twenty-five per cent intended to provide food, either by shipments from this country or by purchase from funds sent abroad. Over 50 per cent planned to send new or used clothing. Twenty-five per cent were to send medical supplies, most of which was to be purchased in this country or made by volunteers. Nearly 20 per cent were to send other supplies and to support nurses, physicians and other welfare workers and institutions.

A form of relief outside the more or less organized charities was represented by six commercial houses which registered as being in the business of sending packages of food or other materials to individuals or institutions abroad upon payment by persons in this country.

Over one-hundred agencies, or approximately one-third of the total reporting, informed the committee that they were concerned with some phase of the refugee problem. The greater number of these agencies are engaged in the emergency relief of refugees through the provision of food, clothing, and medicine in countries of immediate asylum, and a few with the problem of evacuation, transportation, and rehabilitation in the countries of final settlement. A few, like the Joint Distribution Committee, the American Friends Service Committee and the Near East Foundation, have been engaged since the last World War in the more long-run task of refugee evacuation, rehabilitation and resettlement. Thirty-six other private agencies are also engaged in the long-run aspects of the refugee problem.

Twenty-one of the agencies reported a special interest in the welfare of prisoners of war, usually of a given

nationality.

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<sup>1/</sup> Some agencies were interested in more than one type of relief so that the total of all types of relief is nearly double the number of agencies reported.



nationality. Twenty concern themselves particularly with the problems of child welfare.

The central or general religious organizations (12 Jewish, 5 Protestant and 2 Catholic) have been active in war relief but it is difficult to segregate or classify the activities arising out of war needs from their normal relief and charity work. The same is true of the many other religious and secular charitable groups having permanent international organizations which have shared part of the tremendous burden created by the war.

#### The Beneficiaries of Relief Activities

Two hundred and seventy-eight of the agencies reported that they were engaged in civilian relief while 76 were primarily concerned with supplying the supplementary needs and comforts of soldiers. Some organizations were interested in both.

The great majority had been organized originally to provide for the relief of particular racial or national groups. The principal beneficiaries as reported by nationality were:

	<u>Per cent of total Number of agencies reporting.</u> <sup>1/</sup>
Finnish	28
Polish	20
British	19
French	14
Chinese	5
Miscellaneous (15 nationalities)	15
General or unspecified	5

The progressive occupation of one European country after another and the increasing difficulty of transferring funds and supplies to these countries caused much of the relief to be diverted to other countries, either for the benefit of refugees or simply for the purpose of utilizing to the best advantage the available resources and facilities. The extent of the war relief problem is indicated by

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<sup>1/</sup> Some organizations were concerned with the relief of more than one national or racial group.



the number of countries in or for which the various agencies reported they were carrying on relief activities.

	<u>No. of agencies</u>		<u>No. of agencies</u>
United Kingdom	112	New Zealand	2
Finland	80	Turkey	2
France	60	North Africa	1
Poland	58	Albania	1
China	19	Egypt	1
Switzerland		French West Indies	1
(including 15 for refugees)	17	India	1
Greece	15	Italy	1
Germany	13	Japan	1
Canada (mostly prisoners of war)	12	Netherlands	1
Spain	7	Luxembourg	1
Russia	3	Norway	1
Rumania	3	Sweden	1
British Colonies	3	Union of South Africa	1
Belgium	2	Latin America (countries not specified)	2
Denmark	1	Europe	22
		United States (mostly refugees)	35

It should be noted that relief activities in countries or areas outside the war zones are primarily for the benefit of refugees or prisoners of war.

#### The Volume of Relief

The total amount collected for relief in "belligerent" countries, as reported to the State Department through February 1942, was \$66.5 million. Over \$50 million of this amount was received in cash of which something over \$39 million was sent abroad, \$5 million is still on hand while \$6 million has been spent for administrative purposes, publicity and overhead. The value of contributions in kind collected by these same agencies is estimated at approximately \$16 million, practically all of which has now been sent abroad.

Although the organizations not registered with the State Department are not required to report to the President's Committee, most of them do so on a voluntary basis.

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The total receipts of these unregistered agencies has now reached a total of approximately \$20 million. 1/

The \$87 million collected by private war relief agencies does not include the \$91 million collected by the American Red Cross from private sources for special war relief, nor the \$85 million of government funds which Congress has allocated to foreign war relief to be administered by the American Red Cross during the fiscal years 1941 and 1942. Of this total available to the American Red Cross, 2/ only about \$56.6 million had been spent up to March 31, 1942. 3/

The flow of relief funds and supplies actually tends to vary markedly with the political and military situation of the beneficiary countries. The groupings of dominant interest as reported in the Interim Report of the President's Committee of last October were: British, Jewish, Greek, Polish, Finnish, Allied (British Empire, French and Belgian largely), Chinese, other religious (operating internationally), and French -- or nine groups accounting for ninety per cent of the total relief volume.

Three of the seventy agencies comprising the British group accounted for one-third of the total relief volume of all groups since the beginning of the war in September 1939. Moreover, less than fifty agencies accounted for ninety per cent of the total volume of relief receipts.

Of these fifty agencies only ten, included within the British, Jewish, Greek, Finnish, Polish and Chinese groups, accounted for nearly eighty per cent of the total cash receipts of all agencies. (All of these comparisons are exclusive of contributions to the American Red Cross.

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1/ The total contributions of all non-registered organizations reporting to the President's Committee will be issued as of the end of the first quarter, 1942, as soon as reports have been received on China and Russia, the two largest, which are still outstanding.

2/ No account has been taken of regular roll-call subscriptions.

3/ This figure includes goods purchased out of Congressional Funds valued at some \$28.6 million and expenditures from Red Cross funds totaling some \$28 million.



Several of the racial groups, the Greek and the Norwegian for example, hold substantial balances of funds because of the rapidity of the German occupation. A number of groups are inactive with no effective relief balances. Many of these agencies would, no doubt, be stimulated to action by a favorable turn of events.

### The Cost of Collecting Relief Contributions

The \$6 million of administrative and other overhead expense reported to the State Department represents less than ten per cent of the total value of relief collected. The replies to the questionnaire <sup>1/</sup> sent out by the President's Committee indicated that many of the organizations tried to turn over to relief the full amount collected from the public. Of those reporting, some twenty-five per cent claimed no expense whatever. Thirty-seven per cent reported ten per cent or less and sixteen per cent reported ten to twenty-five per cent. Approximately a dozen reported unreasonably high expense ratios but some of these were found to include expenses which should properly have been listed under disbursements for relief. The Committee has taken action to suspend two or three of the highest cost group.

The expense ratios of the larger and more permanent organizations were found to be remarkably low (three or four per cent) despite the fact that they carried full-time salaried members on their staff. There was no evidence that the expenses of the permanent charitable and welfare organizations had been increased because of war work.

The Committee reported that the expense ratios tended to be lower in the permanent organizations and in those which were subject to some form of official supervision. In general the highest expense ratio in any single group of agencies, as a group, is found among those soliciting relief for non-belligerent countries. A number of these agencies, not registered with the State Department, show a cost ratio of 30 per cent or more. There are, however, outstanding exceptions.

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<sup>1/</sup> The returns are not comparable as many were incomplete and as uncertainty existed in other cases regarding what constituted expense; the value of donated services and accounting for funds donated specifically to cover administration and overhead costs were among items not uniformly reported.



### Transmission of Funds and Supplies

The great majority of all American relief agencies do not directly transmit supplies or funds abroad. Most of the local and independent relief agencies transmit their funds or supplies through the official representatives in the United States of the country of ultimate destination, through the larger national central organizations (as in Russia, Poland, China) or through the larger permanent relief or welfare organizations such as the American Red Cross, the American Friends Service Committee, the Young Men's and Young Women's Christian Associations and various other religious organizations. For example, the facilities of the British War Relief Society are used by thirty-five different agencies.

Seventy of the agencies reported that they required or would require facilities for shipping supplies abroad. Of these, fifty had made some inquiry as to shipping space available before collecting supplies. Over two hundred required no space although some of these reported that they forwarded supplies through other agencies. Twenty-eight made no reply. Many of the agencies have inquired as to the possibility of correlating their collections with the probable availability of shipping space and some forty of the organizations had actually participated with officials and other agencies in the allocation of shipping space according to the needs for various commodities in the countries to be served. Most of the latter were British and their cooperation was more or less forced by the decision of the British Ministry of Shipping to channel all shipments through the American Red Cross and the British War Relief Society. Approximately 10,000 cubic feet of space in each liner proceeding to the United Kingdom are allocated for the shipment of relief supplies. These two agencies in turn divide up the space so as to take care of all relief shipments to the United Kingdom.

### Distribution of Relief

Of the agencies engaged in transmission of funds or shipment of supplies, not all have direct charge of final distribution of supplies. In fact, only 18 agencies reported programs involving administration of relief abroad by American citizens. In most of the smaller countries and in Russia relief is distributed by official or officially supervised agencies, so that no foreign assistance is needed. In

the



the United Kingdom, on the other hand, most distribution is by a number of private agencies, but as these are British organizations, there is likewise little need for foreign personnel. The British War Relief Society, for example, administers directly only a limited number of projects and distributes the bulk of its aid (either in cash or in goods) to sixty British agencies.

Actually, the field for outside personnel in relief work is largely limited to countries or areas which have no adequate relief organization or which need special assistance in certain types of work. Areas in which American workers have operated soup kitchens or distributed other aid recently include Poland (mass feeding), China (medical aid, industrial development) and Southern France (feeding). Agencies performing functions not limited to any one country also employ some foreign staff in work such as the exchange of information regarding prisoners of war and welfare work in prison camps. The principal agencies actually operating in the field are among those discussed in a later section of this memorandum. In general, outside workers do not actually operate soup kitchens or medical stations but organize local committees for this purpose and undertake to supply materials to them. This was the procedure of the Commission for Polish Relief. A few agencies, notably the Joint Distribution Committee, have permanent relations with agencies in the countries receiving relief and merely supervise the activities of such agencies in their work for the Joint Distribution Committee. At the other extreme in this respect is the Friends organization which makes a special point of actually directing all distribution.

#### Relations Between Relief Agencies

Most of the agencies (190) stated that inquiry had been made of the American Red Cross or other relief agencies as to existing relief facilities and that suitable precautions had been made to prevent unnecessary duplication. Moreover, those which had taken no such precautions were in most cases small organizations which transmitted their proceeds to larger central agencies.

There appears to be little duplication locally between national or racial groups (Finnish, Polish, Chinese, etc.) since each appeals to an entirely different section of the community. Such duplication as appears on the

collection



collection end is between American agencies soliciting for these or other countries and between these national groups and other relief and welfare agencies.

The amounts collected appear very unequally divided as between countries. In some instances different organizations were found to be appealing to the same persons for identical services in the same relief areas. Much of the duplication is due to the lack of complete current information on the relief needs, priorities, resources and facilities within each foreign country and as between the several foreign countries. In the absence of such information it is inevitable that funds should be solicited for kinds of relief which have not been requested or approved or for which shipping space is not available.

The cooperation between organizations is better organized and the duplication somewhat less on the distributing than on the collecting end. The field has been fairly well divided between some of the more established agencies. Nevertheless the relationship is somewhat involved because of the rather extensive exchange of contributions between the larger relief organizations. One of the leading agencies, for example, lists eighty-six distributive agencies for the contributions collected by it, although many of these are themselves active in collecting funds in the United States. A partial explanation is that certain organizations, through long experience or for other reasons (such as preferential treatment by governments) have become recognized as the best, and in some cases the only, channels for distributing certain types of supplies or services or for relief in certain areas.

A substantial degree of centralization has already been achieved in the transmission and distribution of relief abroad. Over one-half reported that they transmitted overseas through other agencies while 125 transmit contributions direct to distributing agencies abroad. The amount of coordination depends largely upon the policy of the governments controlling shipping space and the distributing agencies.

#### Recommendations of the President's Committee

Although reasonable progress has been made in the

regulation



regulation and correlation of fund-raising activities of foreign relief agencies, the Committee feels that much remains to be done in this direction and in the direction of coordinating these foreign activities with the domestic welfare program.

The Committee considers that it is of major importance to the public welfare that the fund-raising campaigns of all the major organizations should be coordinated so that there will be no conflict in the timing of the various drives. Cooperation between the agencies themselves and with the Red Cross, Community Chest and other organizations would reduce the duplication of effort and waste, and prevent conflicts in the timing of solicitation.

The Committee also recommends that licenses of all agencies now required to register with the Department of State be revoked as of a future date to be specified, and that new licenses should be issued only upon submission of satisfactory proof by the applicants that they are in a position to transmit the relief for which it is proposed to solicit funds efficiently and economically, and without duplication of the work now done by existing agencies, such as the Red Cross. Agencies should also be able to show that there is reasonable prospect of their ability to apply the relief to the purposes intended in the country to which it is to be sent. In addition to continuing the requirement of monthly reports, re-registration should be required thereafter at regular intervals as may be determined.

The Committee feels very strongly that welfare activities for each major foreign country should be at the very least coordinated through some central advisory board to assure that the needs of that country are most efficiently being served.

It is also believed that all agencies soliciting for technically non-belligerent countries should be required to register with the State Department or with some other central organization.

One of the abuses which the Committee believes should be corrected is the use, noticed in too many instances, of figure-head sponsors or boards who do not really work and assume the proper degree of executive responsibility and direction.

In



In connection with the broader aspects of relief the Committee believes it would be desirable in the public interest to maintain a current relief intelligence service, for the purpose of carrying forward the factual data already obtained as to relief requirements, resources and facilities. Not only would this current information assist greatly in the solution of existing problems, but it would also serve as the basis of intelligent planning for future war and post-war developments.

## II. REPRESENTATIVE INDIVIDUAL ORGANIZATIONS

### American Jewish Joint Distribution Committee

One of the largest and oldest welfare organizations in the country is the J.D.C., founded primarily to meet relief, resettlement and reconstruction needs of Jews in Eastern Europe during the last World War, and since grown to an agency covering the whole world. Directly or through subsidiaries the J.D.C. built up in Eastern Europe hundreds of local health, cooperative, loan and educational societies which have become self-perpetuating and have been turned over to local control. These agencies extend from Poland and the Baltic countries to Hungary, Rumania and other countries of the Balkans. They constitute the basis of the distribution system now being used for relief.

The J.D.C.'s funds are derived from the United Jewish Appeal, which is exclusively a fund-raising agency, and are spent only in foreign social work. The J.D.C. has received and spent for relief, at an administrative cost of about nine per cent, some 12 million dollars since the first of 1940.

The countries in which it operates are those of Eastern Europe, France, Switzerland and Central and South America, where large numbers of refugees are being assisted in establishing themselves.

All assistance sent abroad is in the form of money grants. Most of the funds go to the local organizations mentioned above or to national Jewish welfare organizations

known



known to the J.D.C. Agents of the J.D.C. in Europe supervise use of funds by the local agencies and check on needs and use made of earlier grants. Such agents also organize direct administration of relief where no local organization exists. Aid given by local agencies includes food, medicine, clothing, cash loans, and emigration aid. All grants to enemy and occupied countries are paid into blocked accounts to prevent funds reaching Germany. Recently, as the possibility of payment has become more restricted, work in Europe has been confined largely to Marseilles where direct relief is being administered by the American representatives of the J.D.C.

Contacts with foreign governments have been limited since a large part of the J.D.C.'s work is carried on through local agencies. Cooperation has been maintained in the field with other agencies working in the same areas. In the United States relations are maintained with other private agencies but do not seem to have been particularly good with the American Red Cross up to 1939. This situation is evidenced by a letter from the J.D.C. to the American Red Cross in which the former expressed a desire to establish contact with American Red Cross officials. 1/

#### American Friends Service Committee

The A.F.S.C. is a permanent foreign relief and reconstruction agency maintained by American Quakers to carry on relief work wherever needed and without discrimination. After the last war the English and American Quakers accomplished the task of feeding 1-1/4 million German children a day for a period of nearly four years from the fall of 1919, when operations were begun. In 1921-23 a notable contribution was made to Russian famine relief and the A.F.S.C. has since maintained an organization ready to meet needs as they arise, regardless of political conditions. Because of its known impartiality, the A.F.S.C. is in a better position than any other agency to enter occupied areas and to work with governments which would refuse cooperation to agencies suspected of political sympathies of one kind or another.

Funds

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1/ Copy in State Department files, dated October 17, 1939.



Funds of the A.F.S.C. are raised directly by it except that a part of its work in China is financed through the United China Relief. In the current emergency, the A.F.S.C. has collected over \$500,000, from which eight to ten per cent has been deducted for administrative expenses. It has also distributed at least \$60,000 granted by the Red Cross for work in France and very large amounts received from other private collecting agencies such as Le Secours Francais, the Coordinating Committee of French Relief Societies and various religious bodies.

Active mass feeding has been carried on in France at a number of centers serving from 30 to 60 thousand persons a day in recent months. Supplies for this work have been obtained from Switzerland but apparently cannot be gotten much longer, especially if this country refuses to permit payment. Financial support has been given to an ambulance unit sent by English Friends to China and to others for care of civilian populations in bombed areas in England, Egypt and, lately, in Finland, Norway and Greece. Small colonies of refugees are being assisted in becoming self-supporting in Santo Domingo and in at least two towns in France. About 800 children are being given complete care in orphanages in France.

Friends have in the past used rather more of their own personnel to administer relief than have other private agencies; even in this war, when operations have been on a relatively small scale, they have had as many as fifty or sixty workers in France. Assistance in England, on the other hand, has been in the form of cash grants to English Quakers; these funds are used largely in providing recreation and welfare work in bomb shelters and in the maintenance of ambulance units.

Cooperation with other agencies has included consultations with persons coming from U.S.S.R., consultations with a group of agencies collecting funds for Britain, and occasional consultation with the Red Cross. The principal objection to the Friends is precisely their ability to work with the Germans, whose interests they are therefore sometimes alleged to favor.

Like other agencies making payments to countries whose assets have been frozen in the United States, the A.F.S.C. has had to consult with Treasury officials to obtain permission to make payment into blocked accounts. Recently an

application



application of this kind to permit purchase of Swiss milk was refused, on advice of the Department of State. There is some reason to believe that this resulted from opposition by the American Red Cross to the feeding operation involved, although the supplies proposed to be bought were evidently not be made available to the American Red Cross even if the A.F.S.C. did not succeed in buying them. 1/

#### Commission for Polish Relief

The C.P.R. has been one of the most important ad hoc war relief agencies of the type created for work in a restricted area. Its personnel includes Mr. Hoover and men formerly associated with him in the Commission for Relief of Belgium; its sources of revenue are well-to-do Americans interested in relief but not necessarily of Polish extraction.

Through its own chapters it collected some \$800,000 between September 1939 and the end of 1941. Gifts from other collection agencies were its principal source of private revenue after March 1940 and probably totaled as much as its own collections. In addition, this agency administered through a subsidiary some 11 million dollars contributed by the Polish Government-in-exile and by the British and French Governments. Efforts were made early in 1940 to obtain American Government funds for purchase of surplus commodities to be administered through this or some similar agency but opposition by the British Government to large-scale opening of the blockade and possibly jealousy among the relief agencies blocked this proposed extension of the work. Overhead expenses of the C.P.R. were six to eight per cent of its collections in 1940, including the cost of handling considerable funds, private and public, not included as part of its own collection. This figure does not, however, include costs of the Polish Food Commission, the subsidiary organization which disbursed most of the government contributions.

Operations carried on by the C.P.R. in the first stage of its activity, September 1939 to March 1940, included besides collection of funds, transmission of money to field

representatives

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1/ Correspondence and memoranda in State Department and President's Committee files.



representatives at Vilna, Bucharest and Budapest for use in purchase of food for distribution to Polish refugees fleeing from the war zones. The numbers cared for at this time were estimated as follows, including those aided through the American Red Cross, Y.M.C.A. and J.D.C. agencies working in the same areas:

	<u>Soldiers</u>	<u>Civilians</u>	<u>Total</u>
Hungary	41,000	21,000	62,000
Rumania	20,000	20,000	40,000
Lithuania	14,000	30,000	44,000
Latvia	<u>2,000</u>	<u>500</u>	<u>2,500</u>
Total	77,000	71,500	148,500

By March, 1940, after long negotiations with the German Government and the German Red Cross (carried on partly through the intermediary services of an A.F.S.C. representative in Berlin), permission was obtained for Americans to supervise distribution of food in occupied Poland itself. Feeding was therefore organized in Warsaw and other centers and the large government contributions previously referred to were spent in purchasing food from Russia and the Balkans. Mass feeding continued until the opening of the war between Russia and Germany. No estimate has been found of the number fed, but it must have been over one million in view of reported needs of Warsaw alone.

Later in 1940 the C.P.R. surveyed food needs of the occupied countries of western Europe and, though unable to operate in those areas, did administer considerable aid to Poles in Southern France.

Altogether, no more than ten or twelve men seem to have been sent from the United States to carry on relief activities, each man utilizing and supervising local committees in the area of work.

Other relief agencies were consulted by C.P.R. in the United States, in negotiating with the German Government and in field work. Although the Red Cross at first wished to do the job in Poland, it finally agreed to the program of the C.P.R. when it became clear that mass feeding rather than emergency relief was called for. It is alleged that the German Government refused access to occupied Poland to the American Red Cross. This charge was denied by the

American



American Red Cross which, however, finally withdrew from the Polish field.

C.P.R. is said to have done a better job than was done by most emergency committees, and this is attributed to the superior personnel obtained through Mr. Hoover's association with the organization. Since the outbreak of war between Germany and Russia the agency has become inactive.

#### British War Relief Society

The B.W.R.S. is an emergency aid committee set up to meet needs arising in Great Britain and Allied countries. At the present time it operates only in Great Britain, though not exclusively among British people. Its organization in the United States consists in a national office and hundreds of local branches, most of which now turn their funds over to the national office. Total collections have reached about \$16 million to date. Overhead expenses have been about eight per cent of the total, including the cost of handling some funds collected by other agencies. B.W.R.S. has sent some purchased supplies, but has not collected clothing on a large scale as does Bundles for Britain.

Purposes for which money is spent include purchase and maintenance of 930 mobile kitchens for use in bombed areas, cash contributions to British volunteer organizations (very large proportion of total), cash to British Red Cross and hospitals, establishment and maintenance of an American hospital, wool for volunteer knitting use, and miscellaneous purposes such as purchase of some 300 ambulances, construction of hostels, etc. Most of the work is of a temporary character, but it may be that the hospital will continue as an American enterprise, under these or some other auspices.

The B.W.R.S. does not maintain its own distribution service, but gives spot emergency aid in cash or in goods where needed and gives continuing aid to a large number of British agencies, including the British Red Cross. The hospital, which is directly operated by the B.W.R.S., is apparently the only major exception.

Cooperation with the American Red Cross has been more or less enforced through British insistence that all medical supplies come through one or the other (American or British)

of the



of the Red Cross societies and through the necessity of shipping relief supplies in space allocated by the British Government to the B.W.R.S. and the American Red Cross jointly. The B.W.R.S. also consults informally with a group representing most of the private American organizations collecting for British relief.

### United China Relief

U.C.R. is a relatively new fund-raising organization founded by eight existing national organizations conducting direct relief work in China. Organized early in 1941, it collected about \$3 million in that year and has a goal of \$8 million for 1942. Administrative and collection expenses were high in the first year but will if possible be brought down to ten per cent in 1942. As it operates in a technically non-belligerent area U.C.R. is not registered with the Department of State.

The principal constituent organizations are:

American Bureau for Medical Aid to China, which has 230 chapters of its own and raised \$500,000 independently in 1940, cooperating in China with the Chinese Red Cross to furnish supplies and personnel to combat cholera, smallpox and beri-beri.

American Committee for Chinese Industrial Cooperatives, which is aiding the Chinese Government in providing employment for 37,000 in western China on public works and in small cooperative manufacturing enterprises.

China Emergency Relief Committee, chiefly engaged in distributing medical supplies.

China Aid Council, maintaining 200 feeding stations for orphan children.

Church Committee for Chinese Relief, carrying on relief at missions in the form of clothing, food and medical attention.

Altogether these services are said to reach 17 million Chinese.

Collaboration



Collaboration with other big relief agencies has been carried on by United China Relief both at the fund-raising and at the distribution levels. Recently U.C.R.'s campaign was suspended, for example, to leave the field clear for the American Red Cross. Also, while no formal agreement has been reached, there exists a general division of the field of Chinese relief between the American Red Cross and U.C.R. on the basis that American Red Cross will send supplies and U.C.R. agencies will send cash to affiliated agencies on the spot.

#### Russian War Relief, Inc.

R.W.R., the newest of the agencies considered here, was formed in September, 1941 to raise funds for relief in the U.S.S.R., also technically non-belligerent. Though not a coordinating agency, but a unitary agency with local chapters, it also has no distribution functions but merely turns over goods to an official agency of the U.S.S.R. for disposal as it sees fit. So far it has collected about \$300,000 in cash and some \$110,000 in goods. Administrative costs are about thirty per cent of total receipts so far, but are expected to be lowered after the organizing stage is passed.

Cooperation with the American Red Cross has been maintained to avoid overlapping of drives and as the U.S.S.R.'s officially estimated relief needs (\$18 million for 1942) exceed the joint contribution of American Red Cross (\$5 million) and R.W.R. (\$3 million goal) to Russian relief, there seems to be little likelihood that duplication will occur, especially as a single Russian agency will distribute all supplies.

#### Near East Foundation

The emergency relief activities of this organization in the period following the first World War were shifted after 1930 to constructive efforts to improve living conditions. Among the activities carried on in Greece, Bulgaria, Cyprus and Syria before the War were agricultural and home demonstration centers, health and sanitation projects, children's playgrounds and day nurseries, child therapy and welfare centers, cooperative projects for working boys and girls and Armenian committee work (mostly tuberculosis).

Members



Members of the staff gave leadership to the activities of Greek War Relief Association and the Director and another member of the staff were two of the three American members of the Committee appointed by the Greek Premier to administer the funds sent by this organization. However, the Foundation was not willing to collect funds for its own war relief activities under registration of the G.W.R.A. since it had its own constituency of several hundred thousand Americans which has sent a total of \$125 million to Greece since the last war.

Following the German invasion a local Near East Welfare Foundation was set up to receive funds and equipment from the N.E.F. The American personnel withdrew so there would be no danger of a charge of American propaganda or of risk of internment if war broke out with the United States. The hundreds of Greek citizens trained during the years of pre-war relief activities took over the community work and the distribution of supplies held by the committee for Greek War Relief. Health and feeding stations were established, small grants were made to needy women, children and families and provision made for the care of children whose fathers had been lost in the war. The Greek War Relief Association turned over 10 million drachma for the care of fatherless children and the Ministry of Public Health and Welfare contributed an additional 3 million drachma.

#### Greek War Relief Association

The Association was formed in New York in October, 1940 when Italy attacked Greece. By the end of the first year of operations over 1,000 local chapters had been organized and over \$5 million had been raised for relief. The proceeds were sent in the form of cash in order to purchase needed supplies in Turkey, Yugoslavia, Bulgaria and Russia. The association collected approximately one-half million dollars of goods in kind and furnished shipping facilities for \$5 million of supplies donated by the American Red Cross. The first of the four ships sent was sunk while the other three arrived too late and were reconsigned to Egypt for the benefit of Greek refugees in that country.

An administrative committee composed of Greek and American citizens was formed in Athens to receive and distribute the funds and supplies forwarded. This committee was disbanded when the Germans overran the country, all the

food



food in the warehouses was distributed and funds turned over to the Greek Red Cross and the American Legation. Later funds were sent to Crete and to Egypt for the relief of Greek refugees.

The association tried to send funds to the International Red Cross for purchase of milk and medical supplies in Switzerland but the Treasury refused to transfer the necessary funds. Subsequently arrangements were made with the United Kingdom Commercial Corporation to buy food in Turkey for distribution by the Greek Red Cross under supervision of the International Red Cross. It was understood that the American Red Cross was hesitant about providing funds for the purchase of food in Turkey to be sent to Greece "because of the principle involved and for fear of establishing a precedent".

The State Department Bulletin of March 7, 1942 carried a statement that shipments from Turkey were being continued, that the British and American Governments had given the G.W.R.A. permission to charter a boat for the shipment of flour from the United States and that Greek funds to the extent of one million Swiss francs had been released for the purchase of condensed milk in Switzerland. A campaign to raise \$10 to \$12 million after the close of the Red Cross Campaign was approved by the President's Committee without approval of the specific amount because of the difficulties of getting supplies to Greece.

#### Mennonite Central Committee

The value of cash and clothing collected by various branches of the church in the United States since the beginning of 1940 amount to approximately \$120,000. The contributions are sent to their own representative in London and in France or are distributed through the American Friends Service Committee in France and Spain, the Save the Children Federation in Switzerland, the Commission for Polish Relief and the War Prisoners Aid of the Y.M.C.A.

#### International Committee of the Y.M.C.A.

Funds collected in this country are sent to the World  
Committee



Committee in Geneva, Switzerland where it is used primarily for work among prisoners of war. This committee, using its own staff and fifteen secretaries from neutral committees, hopes to maintain at least one secretary in each of the belligerent countries. The cost of the service has been estimated at \$265,000 for the period from September 1939 to July 1, 1941, plus salaries and thousands of books distributed.

The prison relief is supplemental to the work of the Red Cross and a division of labor and responsibility has been worked out between the two organizations. The Y.M.C.A. operates in the area of morale rather than that of physical relief. Its activities are mostly recreational, educational, moral and religious and consist in the provisions of athletic equipment, musical instruments, phonographs, books of all kinds and aids to worship.

SR:LS  
MH:DH



## APPENDIX A

The following are agencies which have reported to the President's Committee on War Relief Agencies activities in technically nonbelligerent areas:

### China

- # United China Relief, Inc., collects funds for:
  - # American Bureau for Medical Aid to China
  - # American Committee for Chinese War Orphans
  - # Associated Boards for Christian Colleges in China
  - # China Aid Council
  - # China Emergency Relief Committee
  - # Church Committee for China Relief
  - # Indusco, Inc., American Committee in Aid of Chinese Industrial Cooperatives
  - #\* American Friends Service Committee
- # American Association for China Famine and Flood Relief
- #\* American Association of University Women
- #\* American Women's Hospitals
- \* British-American Ambulance Corps
- # China Child Welfare, Inc.
- China Emergency Relief Fund (Domestic & Foreign Missionary Society, Protestant Episcopal Church)
- China Famine Relief (merged with Church Committee for China Relief)
- China Relief (Miss Luella I. Goodridge) - Inactive
- # China Relief Supplies (Columbia Staff Committee for Chinese Relief, Columbia University)
- # China's Children Fund, Inc.
- Chinese-American Citizens Alliance (China's War Refugees Relief Commission)
- Chinese Benevolent Association
- Chinese Relief Fund Committee of New York City
- # Chinese Women's Association
- # Chinese Women's Relief Association
- #\* Committee of Mercy
- # Far Eastern Student Service Fund (International Board of Y.M.C.A.)
- # General Relief Fund Committee of the Chinese Consolidated Benevolent Fund
- #\* Golden Rule Foundation
- # Institution for the Chinese Blind
- # International Missionary Council
- Women's Auxiliary Labor's Committee for Civilian Relief in China (Inactive)

### Ecuador

- # Sends monthly reports to the President's Committee.
- \* Registered with State Department.



Ecuador

- #New World Resettlement Fund (resettlement of Spanish refugees)
- Brethren Service Fund

Finland

- # American League for Finnish War Orphans (inactive February 14, 1942)
- For Finland (Inactive)
- Finnish Relief Fund (Inactive)

200 or more local Finnish relief agencies whose contributions are transmitted through one of the above agencies or through the Finnish Legation in Washington or the Finnish Consul General in New York.

Lithuania

- American-Lithuanian Roman Catholic Federation (affiliated with \*National Catholic Welfare Conference)
- \*American-Lithuanian Society of Washington, D. C.
- \*Lithuanian National Fund
- \*Lithuanian National Relief Fund
- \*Lithuanian Relief Committee for the Aid of Lithuanian Victims of Tyranny and War (Inactive)

Philippines

- # Philippine War Relief Committee

Portugal

- ##Emergency Rescue Committee

Russia

- \*Association of Former Russian Naval Officers in America
- # American Russian Committee for Medical Aid to the U.S.S.R., Inc.
- British Russian War Relief Association
- ##Club Ukraine
- #Emergency Aid to the Soviet Union
- Executive Committee to Organize Help to Russia
- ##Fund for the Relief of Men of Letters and Scientists of Russia
- \*Grand Duke Vladimir Benevolent Fund Association (Inactive)
- # Rogers Park Committee for Medical Aid to Russia
- # Russian American Central Committee to Aid Russia, Inc. (Russian Consolidated Mutual Aid Society and the Russian Medical Society)

Russian

- 
- # Sends monthly reports to the President's Committee.
  - \* Registered with State Department.



Russian American National Committee (this organization does not solicit funds for relief, according to letter received from it)

#\*Russian Children's Welfare Society, Inc.

# Russian War Relief, Inc.

\*Tolstoy Foundation, Inc.

#\*Ukrainian Gold Cross, Inc.

\*Ukrainian Relief Committee (Inactive)

# United Russian War Relief Committee

#### Spain

\*Foster Parents' Plan for War Children

Musicians Committee to Aid Spanish Democracy (Inactive)

\*Sociedades Hispanas Confederadas (Confederated Spanish Societies)

#\*Solidaridad Internacional Antifascista

Spanish Child Feeding Mission of the \*American Friends Service Committee

Spanish Nationalist Relief Committee (Inactive)

\*Spanish Refugee Relief Campaign (Inactive)

\*United American Spanish Aid Committee (affiliated with New World Resettlement Fund)

#### Switzerland

# American Committee for Swiss Relief

Swiss Relief Fund (Inactive)

#### General

#\*American Committee for Christian Refugees, Inc.

#\*American Committee to Save Refugees

#\*American Jewish Joint Distribution Committee, Inc.

American Overseas Defense Committee (Inactive)

United States Committee for the Care of European Children

# New York City Hospital Committee for Medical Aid to the Allies

#\*Medical and Surgical Relief Committee of America

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# Sends monthly reports to the President's Committee.

\* Registered with State Department.



Howard

Vol. Organizing - World War I

March 1, 1944

MEMORANDUM

TO: Miss McGeachy  
FROM: Don Howard  
SUBJECT:

I have just read "Organization of American Relief in Europe", 1918-1919, (a collection of Hoover documents), primarily for the purpose of reviewing it for the Social Service Review. I have entered in the margins of the book subjects that seemed to me particularly important.

Because of your interest in Anglo-American relations, it occurs to me that you might be especially glad to see what this book relates - usually in terms quite uncomplimentary to the British - about Hoover's objections in 1918-1919 to an international as opposed to a strictly American administration of relief. Pages on which this particular subject is discussed are entered below. Pages of more than passing interest are marked with an \*; those of greatest interest are marked with a double \*\* and underlined.

pp. 29; 33; 35; 38; 41; 49; 50; 60; 63; 72; 78-82\*; 87; 89; 90-1;  
93; 95; 96; 107; 110; 115; 121; 122; 130; 135; 138-9; 179\*; 191, 212;  
221; 223\*; 225\*; 228; 240; 243; 248\*; 255\*\* - 260\*\*; 269; 289; 294;  
312; 316-18; 322-3; 324-5; 326\*\*; 336; 344-5; 349\*; 356; 360; 378-9;  
390; 394\*; 399; 471; 546; 629

One section of the book which has a special bearing on welfare problems is that on "Starvation - Its Ravages and Repair", pp 524-528.

D. Howard;km  
1 mar 44



UNRRA

## OUTGOING TELEGRAM

*File: I, Project  
Policy*

NUMBER: 6873  
TO: London  
RECEIVED CABLE SECTION: 14/11/45 -- 3:30 a.m.  
DISPATCHED: 14/11/45 -- 11:50 a.m.

Reur 5989. Reference in SHAEF Memo 39, Appendix G, Section 5c to agreement of government concerned understood here to be government of country where voluntary agency is organized. See Proposal form, 5c (1)(d), reference to quote its government unquote. Requirement of agreement of government whose nationals are involved should not be UNRRA policy in view of Resolution 71 and Council debate thereon. You should consider Committee request entirely from point of view of possible assistance to displaced persons, without regard to political considerations, and forward to military if approved on such grounds. Any political questions involved should be decided not by UNRRA but by military so long as they are in control.

Drafted by:  
Hawes (General Counsel)  
14 November 1945

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UNRRA

# OUTGOING TELEGRAM

*9*

*Gale*

NUMBER: 8770  
TO: London  
REPEATED: Prague 641  
RECEIVED CABLE SECTION: 26/12/45 - 4:51 p.m.  
DISPATCHED: 26/12/45 - 6:25 p.m.

Attention Creagh and Rabinoff.

Re Prague 547 repeated London 703.

We anxious help obtain prompt and favorable consideration by  
velagencies. Does Government plan submit projects under procedure  
outlined for supplementary projects by Gale's letters.

Drafted by:  
CHAlspach (Welfare)  
20 December 1945

Cleared by:  
Blinn  
Henninger  
Kutvirt  
Shute  
Ernst

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NOTICE: INFORMATION COPY ONLY.



CABLE

NUMBER: #5889  
FROM: LONDON  
DATED: 9/11/45  
RECEIVED: 9/11/45

*File  
A.P. Policy  
X = Ref. Ukrainian  
Relief Comm.*

Your 6529.

1. Procedure agreed with military is that voluntary agencies desiring to work in Germany for benefit of Displaced Persons, make proposal to UNRRA producing evidence of agreement of Government concerned. If we approve, we then submit scheme to military. Your suggestion would conflict with this procedure.

2. In any event Ukrainian Relief Committee has already applied to military authorities who referred them to UNRRA. Please consider suggestion made our 5325.

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UNRRA

## OUTGOING TELEGRAM

NUMBER: 6529  
TO: London  
RECEIVED CABLE SECTION: 2/11/45 - 3:30 p.m.  
DISPATCHED: 2/11/45 - 4:00 p.m.

Rour 5325. Recommend answering that in view political problems involved UNRRA does not feel authorized to make decision but must refer application to military authorities in control areas proposed operations. Do not consider necessary at this stage to decide whether to take position suggested your paragraph 3.

Drafted by:  
Hawes (General Counsel)  
31 October 1945

DISTRIBUTION

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44



UNRRA

## INCOMING TELEGRAM

NUMBER: 5325  
FROM: London  
DATED: 24/10/45  
RECEIVED: 24/10/45 - 2:35 p.m.

(1) The Ukrainian Relief Committee in Belgium has applied for permission to visit Ukrainian Displaced Persons in assembly centres in Germany. It states that it acts on behalf of similar organisations in Philadelphia and Winnipeg and wishes to report to them with a view to their providing such assistance as they can.

(2) In view of political issues involved and of parent bodies in the U.S. and Canada, we should like your views before replying.

(3) We feel that reply should be that our policy requires the approval of the member government whose nationals are concerned, before voluntary agency personnel are admitted to Germany for Displaced Persons work. Accordingly they should address themselves to Government of Ukrainian SSR. If they wish we would transmit their application to member of CCE.

(4) Do you agree?

### DISTRIBUTION

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(SECRET BOOKS)

54

Dist. 2:15 p.m.  
brt 4:25 p.m.



UNRRA

COMMUNICATIONS SECTION  
DIVISION OF ADMINISTRATIVE SERVICES

## INCOMING TELEGRAM

*McCormack*  
*File in Suppl. Projects*  
*folder*

NUMBER: 2347  
FROM: London  
DATED: 24 July 1945  
RECEIVED: 25 July 1945 - 9:00 a.m.  
Clear

Presiding.

Following is text of our circular saving 1 sent to all missions.

"1. Wish to draw the attention of all chiefs of missions and their staffs to the necessity for exercising great care in making statements or issuing documents indicating that persons or representatives of other organizations have the official support of UNRRA in their activities. Cases have recently occurred where individuals have stated (And frequently have produced written evidence to substantiate this) that UNRRA is approving and supporting their work and in several of these cases the individuals concerned have not represented an outlook consistent with the principles of the administration.

2. Generally speaking such persons are not to be given official or unofficial support by UNRRA unless it is quite clear that the objects for which UNRRA was created will be furthered by their activities.

3. The above of course does not refer to approved supplementary programmes of voluntary societies or to independent activities of voluntary societies consistent with the aims of UNRRA. For these,



SC - Your file  
Chesler  
11 December 1944

TO: Bernard L. Gladieux  
FROM: Conrad Van Hyning  
SUBJECT: Assistance by UNRRA on (supplementary projects) conducted  
by voluntary agencies.

We understand that the General Statement on Supplementary Projects which was cleared with you a short time ago will soon appear in its final form. You will recall that these supplementary projects are to be financed entirely by the voluntary agencies sponsoring the project. It will be helpful, however, for UNRRA to provide certain services such as the necessary clearances in the field with the military and the civil authorities concerned.

The major problem to be met by agencies planning supplementary projects is the matter of transportation of personnel. We should like to propose that if UNRRA approves a project to be carried on in an area of UNRRA operation, and that if necessary military and civil clearances are secured, that UNRRA should secure travel space for personnel for such supplementary projects. The sponsoring voluntary agency should assume the cost of the travel and should be billed for this transportation.

This might be worked out as follows: upon receipt of all the necessary clearances, and the completion of processing for travel, the Welfare Division might request of Administrative Services travel space for the approved personnel. We are sure that Mr. Siegel could work out a satisfactory plan for the collection of the cost of the travel.

May we have your reaction to this suggestion?

W:Liberg:sc



1 cpy to Rwo for file  
9 November 1944

TO: Harry K. Herwitz

FROM: Lowell Iberg

SUBJECT: Supplementary projects conducted by American voluntary agencies.

I have reviewed the comments on the proposed general bulletin on supplementary projects. Mr. Lawson asked whether it would be desirable to have the voluntary agencies outline the monetary resources available to them in carrying on the type of project they propose. It has not been our policy to inquire into the financial resources or the budgets of voluntary agencies directly since this information is all cleared with the President's War Relief Control Board, and is available to us through it if we need such information. In the case of supplementary projects operated by voluntary agencies which will be separate from UNRRA operations, but carried on with the approval of UNRRA, it does not seem necessary to us to require a complete statement of their financial arrangements.

Mr. Siegel suggests that a copy of all proposals be furnished to the Division of Accounts so that a determination can be made as to the manner in which contributions will be handled from a fiscal standpoint. Since supplementary projects operate with the approval of UNRRA, but as separate units, the operators of these projects would not be making a direct contribution to UNRRA for these supplementary operations. For reporting purposes, the Division of Accounts may be interested in having full details of operations not under the direct administration of UNRRA. So far as we can foresee, supplementary projects do not carry financial implications for UNRRA. We have no objection, however, to sending the Division of Accounts a copy of the proposal if they are interested.

I have discussed with Mr. Siegel his comment on UNRRA responsibility for travel, insurance, payment of salaries, etc., and have pointed out that in view of the independent nature of these projects, UNRRA should not assume responsibility for payment of transportation and per diem. I believe that Mr. Siegel is in agreement with this.

Mr. Brown's first suggestion relates to paragraph 2 on page 2. We take for granted that all proposals to the Chief of Mission would go through the recognized channel of the Bureau of Areas. If the Bureau of Areas wishes to be recognized by name, we have no objection to changing the last sentence of this paragraph as follows:

"The Welfare Division will immediately transmit one copy through the Bureau of Areas to the UNRRA Chief of Mission in the area concerned for his recommendation".

The proposed change in paragraph 5, page 3, is out of line with Administrative Order No. 21, which specifically delegates responsibility for relations with



9 November 1944

foreign voluntary relief organizations to the Welfare Division and to the Bureau of Supplies. Through this delegation of responsibility, the Welfare Division works directly with other divisions and bureaux on matters relating to the voluntary agencies. This procedure has been in effect since last spring. Relations with the bureaux and the divisions interested are well established, and there seems to be no reason to change this procedure.

Substitution of the following sentence we have no objection to:

"Necessary clearances with the civil or military authorities concerned will be obtained at headquarters or by the Chief of the Unrra Mission."

This sentence might replace the last sentence in paragraph one on page 3,

"The Chief of the Unrra Mission will be responsible for necessary clearances with the civil or military authorities concerned."

The matter of supplies for supplementary projects seems to us to be different from the matter of supplementary supplies assigned to UNRRA. Presumably voluntary agencies carrying on supplementary projects will not be assigning the supplies needed for these projects to UNRRA. In discussion with Mr. West on this point, he has advised us that he would not be interested in such supplies since they would not be used by UNRRA. We do believe, however, that the Ocean Shipping Branch, as indicated in the memorandum, will be called upon for advice by voluntary agencies who are desirous of getting supplies to the projects which they are operating independently.

IBERG:src



AMERICAN COUNCIL OF VOLUNTARY AGENCIES FOR FOREIGN SERVICE  
122 East 22 Street - Room 701  
New York 10, New York

Questions Growing Out of Agency Replies to the UNRRA Document of November 1, 1944,  
Titled "General Policy Statement on [Supplementary Projects] Conducted by American  
Voluntary Agencies" and of the Meeting of the Special Committee on Supplementary  
Projects

1. Does this policy statement affect going operations or plans for the revival of disrupted programs in any country where UNRRA is invited to work? If it does apply, is there a possibility that the going programs of established agencies are likely to be disrupted or entirely abolished? In presenting this question, the Committee had in mind the fact that UNRRA is a temporary agency and that the voluntary agencies in large measure will be continuing their operations for a period of time after UNRRA operations have left a given country.
2. Can the voluntary agencies undertake the same type of activity or service being carried on by UNRRA in a given area providing the need for same exists? Example: UNRRA may be able to take care of minimum basic needs in an area, but some individuals or groups will be in need of special services such as feeding programs for acutely mal-nourished children or special medical programs.
3. Should not some definition be given to what the voluntary agencies consider such projects -- over and above, supplementary and complementary to governmental projects? Example: A special institution devised to care for war-orphaned children or a travelling medical clinic.
4. Should not UNRRA give to the voluntary agencies as soon as possible a statement of the type and maximum service they expect to render in any given area or country? The voluntary agencies presently are confronted with the problem of setting up programs which will pass approval of the President's War Relief Control Board and in some instances the National War Fund and must have this information in order to plan programs which will meet with the approval of the above-named bodies. It is recognized that UNRRA may have some difficulty in presenting a concrete plan for each area or country at the present time, but that a general statement of type and extent of services it expects to render in any country might be given immediately. If a situation develops whereby a voluntary agency or agencies is or are invited into a country to start relief operations prior to the time when UNRRA is prepared to carry on relief operations in the same area, will clearance be necessary for the voluntary program before or after UNRRA begins these operations in this area?
5. Would it be possible for UNRRA to now designate agencies it recognizes as organized and equipped to enter a given area or country to carry on relief activities?



6. Is it possible that the procedure requiring the voluntary agency to have its program cleared with the Chief of Mission in the field will result in considerable and unnecessary delay? Recognizing the difficulties encountered in securing such clearance because of the distances and difficulty of communication involved, the question has been raised as to whether it would be possible to have someone designated in the Washington office of UNRRA who could give this clearance without the need of checking with the Chief of Mission in the field. This question applies only to relief programs planned in the United States and for which approval must be secured from the President's War Relief Control Board and in some instances the National War Fund. For those problems which arise in the field and which the voluntary agency is particularly well qualified to handle on the spot, would it not be possible to have the Chief of Mission approve this type of emergency project? What safeguard does UNRRA propose to set up in order to avoid arbitrary action by these Chiefs of Mission in the field against private agencies carrying on approved relief projects, which might hamper or altogether paralyze those agencies in carrying on their work?
7. Does this statement of policy apply to projects already being carried on or to be undertaken in the future by indigenous organizations using relief funds transmitted by American voluntary agencies?
8. In reference to II. Procedure, the question was raised as to whether it would be possible to change the wording of (6) to read as follows: "number of staff to be sent and statement of professional qualifications represented by the group."
9. Does the proposed "General Policy Statement..." apply to Cobsra and other such groups?



FILE: Suppl. Projects

X-REF.

MATERIAL Report from Greece  
mission

FROM Pohrbaugh

TO Dr. Kirk

DATE 22 May 1945

SUBJECT ... status of volag.  
employees working on suppl.  
projects

SEE Greece



*File — Suppl Projects*

31 July 1945

To: M. Craig McGeachy

From: Gay B. Shepperson

I understand from Mr. Henninger in Mr. Brown's office that Mr. James Brunot, of the President's War Relief Control Board, is writing out a memorandum of those aspects of supplementary projects carried on or to be carried on in countries which would be of interest to that Board. Mr. Brunot has expressed himself as very much interested in knowing more about the preliminary plans and the need for supplementary projects. This memorandum, to which I understand Mr. Brown agrees, will be forwarded to you in London. It will not be delivered here until after you leave.

I understand too that the American Council of Voluntary Agencies for Foreign Service has expressed an interest in these views of the President's Board and will attempt to have the American voluntary agencies cooperate with UNRRA in this matter.



Filed : 40 21  
23  
✓ GB 95 (SP)

Harry K. Herwitz

14 May 1945

Max Silverstein

Revisions in Administrative Orders 21 and 23, and in General Bulletin 95.

Attached are A.O.'s 21 and 23, revised as of 12 May 1945, and  
G.B. 95, revised as of 14 May. I think all fundamental points of  
difference raised in memos and discussions to date are accounted for.

SILVERSTEIN:sc



MEMORANDUM

Cyp: AO's 21 + 23  
Suppl. Projects  
25 April 1945 (4B95)

TO: Conrad Van Hyning  
FROM: Max Silverstein  
SUBJECT: Cable to Chiefs of Missions  
A.O.'s 21 and 23; G.B. 95

1. The rough draft of the cable to the Chiefs of Missions has been submitted to Mr. House, in accordance with our talk the other day.
2. I had a long talk with Benjamin Eckhaus about the memorandum on Adm. Orders 21 and 23 (memorandum attached). He does not have any objection to 21 and 23 at all, and the comments he has made are for the most part terminology changes.

What he does seem to have some worthwhile concern about is General Bulletin 95 on supplementary projects. I think that 95 should be rewritten to correspond to more recent experience. If you agree, I will proceed to draft something that will change 95 accordingly.

Attachment

MS:sc



14 May 1945

Page 1

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SUBJECT: GENERAL POLICY STATEMENT ON SUPPLEMENTARY PRO-  
JECTS CONDUCTED BY AMERICAN VOLUNTARY AGENCIES

---

I. INTRODUCTORY  
STATEMENT

UNRRA welcomes the assistance which American voluntary agencies may furnish to supplement its own relief and rehabilitation programs. In many areas of UNRRA operations it will be practicable to establish supplementary projects to be conducted by the agencies outside of UNRRA's field of direct operating responsibility.

A supplementary project is one which provides a constructive contribution to the welfare of the people within an area of UNRRA operation, but which is not at that time a part of the program which UNRRA itself is conducting. 1/ UNRRA will be of as much assistance as possible to the voluntary agencies in the development of their proposed supplementary projects.

It is, of course, important that the efforts of the voluntary agencies and those of UNRRA should be properly coordinated to avoid unnecessary overlapping and omissions of coverage. 2/ To effect this coordination, the following procedure has been instituted

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1/ See Appendix II of Report of the Director General to the Second Session of the Council, September 1944, "Principles of Cooperation between UNRRA and Voluntary Relief Organizations not Indigenous to Areas of UNRRA Operations."

2/ Accordingly, the Agreement of 9 November 1943, establishing the United Nations Relief and Rehabilitation Administration, provides: "Foreign voluntary relief agencies may not engage in activity in any area receiving relief from the Administration without the consent and unless subject to the regulation of the Director General."



## II. PROCEDURE

Voluntary agencies desiring to conduct supplementary projects in areas of UNRRA operations will prepare, in triplicate, an outline of the project, which is to include the following points:

- (1) Type of project (welfare, health, agriculture, etc.)
- (2) Country or area of operation
- (3) Description of project and plan of operation
- (4) Estimated length of time project is to operate
- (5) Estimated number of people to be served
- (6) Estimated number of staff to be sent and brief outline of qualifications of each member of the staff.

This statement will serve as a proposal to the President's War Relief Control Board.

It is suggested that voluntary agencies before formally submitting proposals discuss their plans with the American Council of Voluntary Agencies for Foreign Service and its appropriate committee in order to bring about well-rounded planning and to avoid duplication of supplementary projects.

After clearance with the President's War Relief Control Board, two copies of the proposal will be forwarded to the Welfare Division of UNRRA.

*Wew* The Welfare Division will arrange for consideration of the proposal by appropriate bureaus and divisions of UNRRA and for joint discussions with representatives of the President's War Relief Control Board and the agency, where indicated. Upon agreement, the proposal will be forwarded to the UNRRA Chief of Mission in the area concerned, for Mission consideration and review with the Government. Upon recommendations and approval by the Government and the Mission, final arrangements for initiation of the supplementary project will be undertaken between the voluntary agency and UNRRA.



*how*

In order to assist agencies which are planning projects, UNRRA undertakes to put at the disposal of the American Council of Voluntary Agencies and the President's War Relief Control Board the program and plans for the area in which the supplementary project is expected to operate.

UNRRA will, when requested, give advice and as much help as possible on matters of immunizations, passports, and travel. Since personnel operating such programs are not UNRRA personnel, the responsibility for immunization, insurance, travel, payment of salaries in the field, etc., will rest with the voluntary agency.

In the field, such supplementary projects will be subject to regulation by the UNRRA Chief of Mission in line with the general policy as set forth in the Agreement of 9 November 1943. (See footnote 2/ on page 1.)



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*changed* { This statement will serve as a proposal (to UNRRA <sup>after clearance</sup> and to the President's War Relief Control Board. <sup>with the PWRCB</sup> Two copies of the proposal will be forwarded to the Welfare Division of UNRRA, and the third will be sent to the President's War Relief Control Board. The Welfare Division will immediately transmit one copy through the Bureau of Areas to the UNRRA Chief of Mission in the area concerned, for his recommendations. No project will be undertaken without the approval of the Chief of Mission.

It is suggested that voluntary agencies before formally submitting proposals discuss their plans with the American Council of Voluntary Agencies for Foreign Service and its appropriate committee in order to bring about well-rounded planning and to avoid duplication of supplementary projects.

In order to assist agencies which are planning projects, the Welfare Division of UNRRA undertakes to put at the disposal of the American Council of Voluntary Agencies and the President's War Relief Con-



trol Board UNRRA's program and plans for the area in which the supplementary project is expected to operate. ~~UNRRA or the President's War Relief Control Board~~ may call upon the American Council of Voluntary Agencies for comments on suggested project if their comments are not indicated in the material submitted.

All proposals for supplementary projects will be cleared within UNRRA by the Welfare Division with any other Division or Bureau having an interest in the proposal including the appropriate Area Division of the Bureau of Areas, and with the Chief of Mission in the area concerned. A copy of the proposal will be transmitted to the Division of Accounts for its information. Necessary clearances with the civil or military authorities concerned will be obtained at Headquarters and by the Chief of the UNRRA Mission.

UNRRA will, when requested, give advice and as much help as possible on matters of immunizations, passports, and travel. Since personnel operating such programs are not UNRRA personnel, the responsibility for immunization, insurance, travel, payment of salaries in the field, etc., will rest with the voluntary agency.

Where supplies are essential to the operation of the project, it will be transmitted to the Bureau of Supply for its approval and for arrangements with the Ocean Shipping Branch of the Bureau of Supply for assistance to be given to the Voluntary Agency in the securing of shipping space, subject to the conditions outlined in Administrative Order No. 23.

In the field, such supplementary projects will be subject to regulation by the UNRRA Chief of Mission in line with the general policy as set forth in the Agreement of 9 November 1943. (See footnote 2/ on page 1.)



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*Insert -*  
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SUBJECT: GENERAL POLICY STATEMENT ON SUPPLEMENTARY PRO-  
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<sup>supply, shipping</sup>  
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This statement will serve as a proposal to UNRRA and to the President's War Relief Control Board. Two copies of the proposal will be forwarded to the Welfare Division of UNRRA, and the third will be sent to the President's War Relief Control Board. The Welfare Division will immediately transmit one copy through the Bureau of Areas to the UNRRA Chief of Mission in the area concerned, for his recommendations. No project will be undertaken without the approval of the Chief of Mission.

It is suggested that voluntary agencies before formally submitting proposals discuss their plans with the American Council of Voluntary Agencies for Foreign Service and its appropriate committee in order to bring about well-rounded planning and to avoid duplication of supplementary projects.

In order to assist agencies which are planning projects, the Welfare Division of UNRRA undertakes to put at the disposal of the American Council of Voluntary Agencies and the President's War Relief Con-



trol Board UNRRA's program and plans for the area in which the supplementary project is expected to operate. UNRRA or the President's War Relief Control Board may call upon the American Council of Voluntary Agencies for comments on suggested project if their comments are not indicated in the material submitted.

All proposals for supplementary projects will be cleared within UNRRA by the Welfare Division with any other Division or Bureau having an interest in the proposal including the appropriate Area Division of the Bureau of Areas, and with the Chief of Mission in the area concerned. A copy of the proposal will be transmitted to the Division of Accounts for its information. Necessary clearances with the civil or military authorities concerned will be obtained at Headquarters and by the Chief of the UNRRA Mission.

UNRRA will, when requested, give advice and as much help as possible on matters of immunizations, passports, and travel. Since personnel operating such programs are not UNRRA personnel, the responsibility for immunization, insurance, travel, payment of salaries in the field, etc., will rest with the voluntary agency.

Where supplies are essential to the operation of the project, it will be transmitted to the Bureau of Supply for its approval and for arrangements with the Ocean Shipping Branch of the Bureau of Supply for assistance to be given to the Voluntary Agency in the securing of shipping space, subject to the conditions outlined in Administrative Order No. 23.

In the field, such supplementary projects will be subject to regulation by the UNRRA Chief of Mission in line with the general policy as set forth in the Agreement of 9 November 1943. (See footnote 2/ on page 1.)



**2-REFERENCE**

**TYPE OF MATERIAL** memo

**DATE** 7-24-45

**TO**  
/dd/dd/ Gay Shepperson

**FROM**  
PM Paul McCormack

**SUBJECT:** Material for discussion between Miss McGeachy and  
Mission Chiefs during Council Meeting

\_\_\_\_\_

\_\_\_\_\_

**Excerpt:**

**SEE:** "2. Supplementary Projects  
To date, understandably, supplementary projects sponsored by volagencies have originated in this country. The intimate association of the missions with the needs existing within their jurisdictions makes it evident that projects of greater merit could be considered and ultimately underwritten by the volagencies if such suggestions come directly from the field."

**FILED:** cys Termination of secondment on volag personnel - general  
Relations of volagencies with UNRRA



VIA AIR

15 December 1944

Mr. George Mooney, Executive Secretary  
European Regional Office, UNRRA  
11A, Portland Place  
London W1  
England

Attention: Sir George Reid

Dear Mr. Mooney:

In reply to your cable #1245 of 7 December we enclose a copy of "GENERAL POLICY STATEMENT ON SUPPLEMENTARY PROJECTS CONDUCTED BY AMERICAN VOLUNTARY AGENCIES". As you will see, this has now been issued as a General Bulletin of the Administration.

FOR THE DIRECTOR GENERAL

Conrad Van Hyning  
Acting Director  
Welfare Division

Enclosure  
G.B. 95, 12 Dec. 44.

IBERG:src



SC - Your  
file

Supplementary Projects  
Van Hyning  
Lm 1107

Shoy

12 December 1944

TO: George W. Lawson, Jr.  
Milton P. Siegel

FROM: Bernard L. Gladieux

SUBJECT: Assistance by UNRRA on Supplementary Projects  
Conducted by Voluntary Agencies

I am inclined to think that Mr. Van Hyning's suggestion contained in the attached is reasonable and outlines a procedure which we should adopt. Will you please review this and transmit to me any suggestions you may have, in order that I may reply to Mr. Van Hyning.

cc: Van Hyning

Van Hyning  
12/14/44

VIA AIR

6 December 1944

Mr. George Mooney, Executive Secretary  
European Regional Office, UNRRA  
11A, Portland Place  
London W1, England

Attention: Mr. Frederick I. Daniels

Dear Mr. Mooney:

In one of your recent letters you raised the question as to the responsibility at Headquarters for liaison with voluntary organizations. This responsibility was delegated by the Director General in Administrative Order No. 21 to the Welfare Division. This Order is now in the process of revision and will, in the revised form, delegate the responsibility for all personnel services, including the development of supplementary projects, to the Welfare Division. The responsibility for all matters of contributed supplies, and possibly of contributed cash, will be given to the Bureau of Supply. We are under the impression that A. O. 21 will apply in any office of UNRRA. We will send you a copy of the revised A. O. 21 as soon as it is cleared here.

We are enclosing a general policy statement on supplementary projects which may be carried on by voluntary societies, which we think will be of interest to you. We are discussing here the extent to which UNRRA may be of assistance to voluntary agencies desiring to carry on programs which are independent of the UNRRA program but under the regulation of the Director General. In particular we have raised the question as to whether UNRRA may be of assistance in procuring travel space for personnel of approved supplementary programs. If UNRRA does offer the service of procuring travel space, it will of course be the responsibility of the voluntary societies to meet the full cost.

All in all we are well satisfied with the present arrangements for liaison with the American voluntary societies as they are being carried on here under the principles outlined in A. O. 21. Now that the Director General is in London it will probably be worthwhile to discuss with him whether the relations with voluntary organizations should be handled similarly in Washington and in London.

Sincerely yours,

Conrad Van Rynning  
Acting Director  
Welfare Division

Enclosure - UNRRA Gen'l Bull.

dated 1 Dec. 44, subj:

Gen'l Policy Statement on  
Supp. Projects.

IBERG:src



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Enclosure - UNRRA Gen'l Bull.  
dated 1 Dec. 44, subj:  
Gen'l Policy Statement on  
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Sincerely yours,

Conrad Van Hyning  
Acting Director  
Welfare Division

Enclosure - UNRRA Gen'l Bull.

dated 1 Dec. 44, subj:  
Gen'l Policy Statement on  
Supp. Projects.

IBERG:src



*Supplementary Projects*

29 November 1944

TO: Harry K. Herwitz  
FROM: Lowell Iberg  
SUBJECT: Suggestions by American Council to General Bulletin on  
Supplementary Projects.

The General Bulletin on Supplementary Projects was reviewed at a meeting of the American Council of Voluntary Agencies, and the Council made the following suggestions:

Page 2, II. PROCEDURE, Nos. (4), (5), and (6), add:

"Estimated" length of time project is to operate.

"Estimated" number of people to be served.

"Estimated" number of staff to be sent and brief outline of qualifications of each member of the staff.

We have no objection to these changes and believe they might well be incorporated in the procedure.

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*Supplementary Projects*

29 November 1944

Mr. Clarence King, Executive Secretary  
American Council of Voluntary Agencies  
for Foreign Service  
122 East 22 Street  
New York 10, N. Y.

Dear Mr. King:

Upon my return to Washington after the meeting with the American Council on Monday afternoon, 20 November, I had a thorough discussion here on the changes recommended by the American Council in the Memorandum on Supplementary Projects.

The addition of the word "estimated" in items (4) and (5) of II. PROCEDURE, is quite satisfactory.

Item (6), however, which, as you recall, relates to the amount of information UNRRA would request on qualifications of staff members of supplementary projects, presented more difficulties. One can readily see the problem of approval of projects in the field of Health, for example, in which our Health Division would be required to pass, without knowledge of the technical qualifications of the staff members. This will be equally true in other technical fields such as Agriculture. In case voluntary agencies desire to do work in the general field of welfare, either directly or in connection with operations for displaced persons, both the Welfare and the Displaced Persons Divisions will request information about the kinds of people who will be doing the job.

In order to handle the proposals to operate supplementary projects in the field, the Chiefs of Missions will require a fairly specific information about both the program itself and the people who propose to operate it. This will be particularly true of the leadership represented. We are fully aware of the fact that when proposals are received, not all of the staff members will have been selected, and that there may well be changes in the staff. You may be sure that we do not wish to dictate to the voluntary agencies the kinds of staff they can send, and we shall not require applications of individual staff members. However, certain information about the make-up of the unit is essential in order that we do not have unnecessary delay by additional questions as to details which might have been presented along with the proposal.

We believe that a change in item (6) would lead to delay in approval of projects, and therefore we are unwilling to change the wording of this sentence.



Clarence King, Am'n Council

2

29 November 1944

I am sure you appreciate, however, that we will be as helpful as we possibly can in the interpretation of this sentence, and we feel sure that in the end the present statement will prove to be a means of simplification rather than complication of the procedure.

Sincerely yours,

Lowell Iberg  
Welfare Division

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*Supplementary Projects*

AMERICAN COUNCIL OF VOLUNTARY AGENCIES FOR FOREIGN SERVICE, INC.  
122 East 22 Street, Room 701 - New York 10, New York

Minutes of Special Council Meeting, Monday, November 20, 1944

The special council meeting was held at 3 p.m. in Room 200, of the Russell Sage Foundation Building. The following agencies were represented:

America Denmark Relief, Inc.  
American Christian Committee for Refugees  
American Comm. in Aid of Chinese Industrial Cooperatives  
American Friends Service Committee  
American Jewish Joint Distribution Committee  
American ORT Federation  
American Relief for Czechoslovakia  
American Relief for Italy  
Armenian General Benevolent Union  
Belgian War Relief Society  
Brethren Service Committee  
Church Comm. on Overseas Relief and Reconstruction  
Congregational Christian Service Committee  
Greek War Relief Association  
Hadassah  
Hebrew Sheltering & Immigrant Aid Society  
HIAS-ICA Emigration Association  
International Migration Service  
International Rescue & Relief Committee  
Labor League for Human Rights, AFL  
National Council of Jewish Women  
Near East Foundation  
Polish War Relief  
Queen Wilhelmina Fund  
Salvation Army  
Tolstoy Foundation  
Unitarian Service Committee  
United Lithuanian Relief Fund of America  
U.S. Committee for the Care of European Children  
United Yugoslav Relief Fund of America  
War Relief Services-NCWC  
World Student Service Fund  
YMCA  
YWCA

Guests included: Lowell Iberg, of UNRRA; Dr. Moore, of Church Committee for Relief in Asia; Miss Biehle, of Intergovernmental Committee on Refugees. The American Council was represented by Dr. Chamberlain, Mr. King, Miss Owen and Mr. Martin.

Mr. Lowell Iberg, of UNRRA, was present to answer questions as to the memorandum on "Supplementary Projects". Mr. O'Connor, as chairman of the Special Committee to study the memorandum, was chairman of the meeting. The Committee had reviewed the questions which had come in from the different member agencies (see attached list of questions).

QUESTION NO.1

Mr. Iberg thought the Chief of Mission of UNRRA would be interested in knowing about any operations that were under way by voluntary groups. The Chief of Mission might ask if an agency would take on other functions that would apply to both



indigenous and non-indigenous operations. Question: Will a program set up by voluntary agencies be eliminated when UNRRA comes in? Mr. Iberg said it might be if an identical program could be carried on by UNRRA and there was no need for an additional program by the voluntary agency.

Mr. O'Connor said the Committee thought of "supplementary" as meaning that UNRRA might go into areas to do general relief work and would find there some group already in the country who would supplement what UNRRA would do. Their work would be similar to UNRRA's but on more intensive scale. Mr. Iberg thought that in such instances UNRRA might think of such a project as a unit which would be part of UNRRA's operations.

Mr. Iberg cited the Congregational Christian Committee and Unitarian Service Committee project for nutrition studies in Italy. These two church groups were interested in a health service program having to do especially with malnutrition. They presented a statement of the plan to UNRRA. The Health Division studied it and discovered it was the same kind of project UNRRA expected to carry on in the country. However, with UNRRA resources they could not do such a complete job as the Unitarians and Congregationalists could. It was cleared and decided this would not be a supplementary project but a group of people going into a country to do an additional kind of job than the one proposed by UNRRA. UNRRA could provide transportation, pay a per diem rate and see that supplies got to Italy. The project was a unit of people going into a country to do a job which was related to UNRRA but still went beyond UNRRA's work; the project was on the same basis as the general assignment of workers in the Balkans. In answer to Mr. O'Connor's question of whether this would be a supplementary project, Mr. Iberg said it was not, but was a team of people going into a country to do a special job. UNRRA felt they could not keep such groups out of a country. But at the same time UNRRA needed a clear understanding of the basis on which they go in. If a group wants to go in in cooperation with UNRRA, working more closely with UNRRA, they use the method followed in the Balkan Mission. In reply to a question of what kinds of projects are needed, Mr. Iberg said all kinds, but only in countries where UNRRA had been invited in. Mr. Sobel felt that the concept of a supplementary project should be as broad as possible in order to answer Question No. 1, specifically, and in order to allow agencies to continue their programs in cooperation with UNRRA. He felt that there was a tendency on the part of people in the field to interpret rules and directives narrowly in order to make sure they are on the right side; he felt that in practice these people were the big danger to projects.

#### QUESTION NO.2

Mr. Iberg said there was at the present time a great deal of interest in helping to staff assembly centres in Western Europe for displaced persons. This is all in the discussion stage yet. A few agencies have volunteered to give staff for this project. He felt it wise to point out that this was a direct UNRRA operation. If voluntary agencies agreed to take on UNRRA's work there would be no need to have supplementary projects. The voluntary agencies would be welcomed if they wished to supplement this work in one or more phases and such supplementation would be considered a "supplementary project". Examples were given of possible child welfare and recreation projects as supplementary operations. Mr. Iberg stated it was clearly an UNRRA project to feed displaced persons, but if voluntary agencies wished to give additional aid to a particular group of people needing special nutritional care, that would be considered a supplementary project. The purpose of UNRRA was to get individual agencies into a country by means of such supplementary projects; they also wanted a simpler method of work for these agencies. He said UNRRA wished to have a statement from members of the Council as to what they would like to do; later an agreement can be reached as to how it can best be done.



Dr. Moore brought up the question of UNRRA operations in China, and what the stand of private agencies would be there. Mr. Iberg stated it was hard to know at the present time what this would be. He said that Washington did not have an answer yet as to what the relation of voluntary agencies to the program in China would be. As to sending in applications to UNRRA for the people already in China, Mr. Iberg said that UNRRA does not want applications from people who are already carrying on programs in the field. If they are in the field, the head man of the group should get in touch with the Chief of Mission and tell him what the program is.

Mr. O'Connor felt that one conflict for the voluntary agencies was in the fact that they had so many regulations to face, that to draw up a program beforehand was too difficult unless they had some criteria on which to base such a program. The agencies may have plans for projects which would be in direct conflict with what government agencies want. If we have some general criteria we might be able to draw up a better program.

Mr. Iberg said that UNRRA was willing to give what information it has. Plans are made but UNRRA does not always see the end results of such plans. They have a general outline of the projects needed in the countries where they expect to operate. He did not know how helpful this would be in the case of Italy. The program is fairly clearly defined but quite limited, and will continue to be so for several months until UNRRA gets into operation and knows what its problems are there.

Mr. O'Connor said that another difficulty for agencies with War Fund support is that they are supposed to draw up plans on a quarterly basis and present to the Fund. They must go well prepared with such plans to the Budget Panels, and when they do not know what projects are needed it is difficult to present a plan to the War Fund. Mr. Iberg said it would be hard to know exactly how far UNRRA responsibilities extend in practice for several months to come. He felt it would be better if questions could be handled individually with individual projects.

Other members of the Council felt that in reference to Question No. 2, certain functional or regional committees of the Council could be helpful in defining projects.

### QUESTION NO. 3

Mr. O'Connor stated that the Committee felt that neither example under this question would be possible under voluntary groups. Where a special need exists the problem is clear and UNRRA could not take care of all the problems. Mr. Iberg stated that UNRRA had three methods of operation; 1) assignment of individuals who are especially well qualified; 2) assignment of teams - in which British societies are primarily interested; and 3) independent operations in addition to UNRRA's operations (small groups who really want to be independent). He felt that the Unitarian and Congregational project was a team and if such a project had originated in Britain it would have been called a team. He would call it a community service carried on by religious groups. It was not relief. Relief is a government responsibility and an UNRRA responsibility.

Mr. King gave an example of a proposed project mentioned by Mr. Keeney (in Montreal) to provide X-ray equipment, and asked if it would be an example of a clear-cut supplementary project. Mr. Iberg stated the opinion of the Health Division would need to be asked on this, but he thought it would certainly be a supplementary project.



Mr. Sobel stated that this all brought up the fact again that the Council needed to have a statement from UNRRA - and one more definitely stated - of what programs were needed in the areas of feeding, clothing shelter for displaced persons, etc. and some elaborated concept of what they mean. He felt that voluntary agencies could approach the problem of supplementary projects more intelligently if they knew what UNRRA planned to do in certain areas. Mr. Iberg said the Council could have such material and he would see that it was sent.

Other questions brought up included: Would helping rebuild a devastated village be a supplementary project? Mr. Iberg felt this would be basic and would be a government project first with the assistance of UNRRA. What about religious and educational buildings? Mr. Iberg: That would be supplementary.

Mr. Broneer brought up the example of the Greek government asking American agencies to help in getting building material to Greece to rebuild homes in mountain villages which had been destroyed (1300-1500 villages have been destroyed.) They found that it was not possible to buy lumber either in U.S. or Canada for this project. He asked if clearance would be made in this country if American agencies undertook to help in this, and Mr. Iberg said that the Greek Government and the Chief of Mission would make the decision. UNRRA is responsible for emergency repairs only. Private agencies could not get supplies into Greece unless they went through UNRRA - it would be very difficult to clear such matters as shipping and procurement unless UNRRA was in the picture.

Another question: Is establishment of vocational training within the UNRRA operation? Mr. Iberg: Yes. Question: What about equipment for universities? Mr. Iberg: Will probably be supplementary projects. UNRRA will give what assistance it can but this would be an independent or supplementary project.

#### QUESTION NO. 4

Mr. O'Connor felt that it had been answered in the discussion. Mr. Iberg said they would have to wait for months for an answer to the question. UNRRA would be glad to give the Council the plan they have written up. There was unanimous agreement that this would be very helpful to the Council members. Mr. O'Connor asked if voluntary agencies could not get together, make suggestions and try to define what they considered to be supplementary. Mr. Iberg said UNRRA would like to have such a document.

As to the last sentence of Question No. 4, UNRRA had nothing to say until invited into a country. If an agency is already there, the Chief of Mission is to be advised of plans. UNRRA was not interested in doing a lot of paper work; they hoped all the clearance would be very simple. Mr. Iberg agreed that the home office of an agency was to notify UNRRA of operations which they were beginning in a country. UNRRA might revise its work in accordance with what voluntary agencies already in the country has discovered in the field. Dr. Chamberlain brought up the fact that this had been true in the Balkan Mission.

#### QUESTION NO. 5

The question of whether an agency was equipped and qualified is not within UNRRA's responsibility. It is a matter for PWRCB, and a matter which must be decided in this country by the national organizations.

Miss Owen asked if an agency - probably not a member of the Council - wished to go into a country, what would be UNRRA's stand. If for instance this were an isolated agency not meeting in a group with other agencies studying the needs of a certain country, for example a group studying the needs of Poland. Mr. Iberg said UNRRA



would take the matter up with the Council because they would need group discussion of it. The other thing UNRRA would require would be a statement regarding the agency from the PWRCB.

#### QUESTION NO. 6

Mr. O'Connor asked if the Chief of Mission were too busy to take it on but recognized the problem, might he designate two or three groups to care for the problem? Is he authorized to do so, or must it be cleared? Mr. Iberg said that with fund giving agencies it was necessary to clear. It might be possible in a few instances to clear in Washington but only the Chief of Mission knows the situation of the local agencies and ability of government to take responsibility. It is also sometimes impossible to get military clearance.

There was a good deal of discussion re the matter of clearance for a supplementary project in the field. Mr. Iberg warned the group that the whole process would be very slow because of difficulty of getting supplies overseas. He felt it would take three to four weeks to get a clearance; he was not too sure of this because the matter of supplementary projects had not been permitted before. He hoped that chiefs of missions would send UNRRA statements of needed projects in the field; in the meantime UNRRA and PWRCB needed to know the plans of agencies for supplementary projects. It was the consensus of opinion that if UNRRA would state what projects it would like to have done first, and what was planned for the future, it would be very useful to the agencies in planning supplementary projects.

Miss LaFlette asked who was in position to exercise authority in the case of dissatisfaction with the Chief of Mission. Mr. Iberg said that the Chief of Mission had the authority, he was the "king pin". She asked if a voluntary agency could go to the head of the government. Mr. Iberg said "yes", but in case of the often rapidly changing governments, it was safer to take word of the Chief of Mission.

#### QUESTION NO. 7

Mr. Iberg stated that UNRRA wants to avoid duplication and overlapping of services. They want to get a broad social welfare program going. UNRRA hoped to regulate the work of non-indigenous agencies and the government of the country will regulate the indigenous agencies.

#### QUESTION NO. 8

The Committee would like to know if wording could be changed. Mr. Iberg said that UNRRA does not require applications for candidates for this type of project. Some present felt that the agency might want the approval of the project itself before the personnel was selected, as the kind of personnel would depend on the project. Another question was asked about "length of time project would operate", and Mr. Iberg answered that it meant whether it was long-term or short-term project, and agreed with Mr. Sobel that what UNRRA wanted to know was what people are going to contribute and what resources they represent as personnel. He felt that staff members chosen abroad would have to meet the approval of the chief of the group or project.

Dr. Robinson suggested that where a regional committee of the Council has been set up they would be expected to give a certain amount of help on these projects. Mr. Iberg answered that these committees could be of tremendous help, and that UNRRA hoped the Council would see that such help was given.



Mr. Sobel moved, Mr. McMillan seconded, and the motion was passed to recommend a change in the wording of Question No. 8 to read:

"Number of staff to be sent and statement of professional qualifications represented."

Miss Branson brought up the question of rapidly changing projects, and how specific UNRRA wished agencies to be in statement of "number of people to be served". It was agreed to change wording on Questions Nos. 4, 5, 6 to "estimated length" and "estimated number". (under II. Procedure of memorandum)

#### QUESTION NO. 9

There was discussion of Question No. 9, comparing the relations of British societies to UNRRA as compared with American agencies. Mr. Iberg stated that 50% of costs of voluntary societies in Britain was underwritten by government. This question of whether or not governments should subsidize voluntary agencies is not a problem in Britain or Canada. British government thinks it foolish that American agencies feel if American government puts money in an agency, it will control the agency. Mr. O'Connor asked if their personnel was better qualified because they were on the scene earlier. Mr. Iberg said the British Council was the first to be organized; they are very close at present to operations in Western Europe; are close to governments in exile. He felt all these things were favorable as far as British Council is concerned.

Meeting adjourned.

NOTE: The general bulletin as finally issued under date of December 12, 1944 as General Bulletin No. 95, was revised by inserting the word "estimated" in items 4, 5, and 6 under II, Procedure. The only other change provided that the Welfare Division of UNRRA should share copies of the proposal with other UNRRA bureaus having an interest in the proposal, and that "no project will be undertaken without the approval of the Chief of Mission."



*Tele*  
9 November 1944

TO: Harry K. Morwitz

FROM: Lowell Iberg

SUBJECT: Supplementary projects conducted by American voluntary agencies.

I have reviewed the comments on the proposed general bulletin on supplementary projects. Mr. Lawson asked whether it would be desirable to have the voluntary agencies outline the monetary resources available to them in carrying on the type of project they propose. It has not been our policy to inquire into the financial resources or the budgets of voluntary agencies directly since this information is all cleared with the President's War Relief Control Board, and is available to us through it if we need such information. In the case of supplementary projects operated by voluntary agencies which will be separate from UNRRA operations, but carried on with the approval of UNRRA, it does not seem necessary to us to require a complete statement of their financial arrangements.

Mr. Siegel suggests that a copy of all proposals be furnished to the Division of Accounts so that a determination can be made as to the manner in which contributions will be handled from a fiscal standpoint. Since supplementary projects operate with the approval of UNRRA, but as separate units, the operators of these projects would not be making a direct contribution to UNRRA for these supplementary operations. For reporting purposes, the Division of Accounts may be interested in having full details of operations not under the direct administration of UNRRA. So far as we can foresee, supplementary projects do not carry financial implications for UNRRA. We have no objection, however, to sending the Division of Accounts a copy of the proposal if they are interested.

I have discussed with Mr. Siegel his comment on UNRRA responsibility for travel, insurance, payment of salaries, etc., and have pointed out that in view of the independent nature of these projects, UNRRA should not assume responsibility for payment of transportation and per diem. I believe that Mr. Siegel is in agreement with this.

Mr. Brown's first suggestion relates to paragraph 2 on page 2. We take for granted that all proposals to the Chief of Mission would go through the recognized channel of the Bureau of Areas. If the Bureau of Areas wishes to be recognized by name, we have no objection to changing the last sentence of this paragraph as follows:

"The Welfare Division will immediately transmit one copy through the Bureau of Areas to the UNRRA Chief of Mission in the area concerned for his recommendation".

The proposed change in paragraph 5, page 3, is out of line with Administrative Order No. 21, which specifically delegates responsibility for relations with



9 November 1944

foreign voluntary relief organizations to the Welfare Division and to the Bureau of Supplies. Through this delegation of responsibility, the Welfare Division works directly with other divisions and bureaux on matters relating to the voluntary agencies. This procedure has been in effect since last spring. Relations with the bureaux and the divisions interested are well established, and there seems to be no reason to change this procedure.

Substitution of the following sentence we have no objection to:

"Necessary clearances with the civil or military authorities concerned will be obtained at headquarters or by the Chief of the Unrra Mission."

This sentence might replace the last sentence in paragraph one on page 3,

"The Chief of the Unrra Mission will be responsible for necessary clearances with the civil or military authorities concerned."

The matter of supplies for supplementary projects seems to us to be different from the matter of supplementary supplies assigned to UNRRA. Presumably voluntary agencies carrying on supplementary projects will not be assigning the supplies needed for these projects to UNRRA. In discussion with Mr. West on this point, he has advised us that he would not be interested in such supplies since they would not be used by UNRRA. We do believe, however, that the Ocean Shipping Branch, as indicated in the memorandum, will be called upon for advice by voluntary agencies who are desirous of getting supplies to the projects which they are operating independently.

IBERG:src



NAME: AMER. COUNCIL OF VOLUNTARY AGENCIES  
 ADDRESS: FOR FOREIGN SERVICE  
 122 E. 22ND ST., N.Y. 10, N.Y.  
 REFERRED BY: KING, CLARENCE  
 REGARDING:

91053

CONTROL NUMBER  
 DATED: 11/9/44

LIST OF NAMES OF PERSONS APPOINTED  
 TO THE COMMITTEE ON SUPPLEMENTARY PROJECTS;  
 AND SPECIAL MEETING ON NOV. 20, AT RUSSEL SAGE BLDG

REFERRED TO: MR. IBERG  
 DATE: 11/11/44

(1)  
 (2)  
 (3)

TYPE OF CORRESPONDENCE  
☐ ☐ ☐ ☐ ☐ ☐ ☐

REGULAR MAIL  
 AIR MAIL  
 SPECIAL DEL.  
 REGISTERED  
 TELEGRAM  
 DISPATCH  
 MEMO

☐ ACKNOWLEDGED  
☐ REPLIED  
☐ N. A. N.  
 TYPE OF REPLY INITIALS DATE  
 CONTROL RECORD OFR-EO-41



AMERICAN COUNCIL OF VOLUNTARY AGENCIES FOR FOREIGN SERVICE

122 EAST TWENTY-SECOND STREET

NEW YORK 10, N. Y.

ORCHARD 4-2786

12

JOSEPH P. CHAMBERLAIN  
CHAIRMAN

*Mr. Iberg*

CLARENCE KING  
EXECUTIVE SECRETARY

November 9, 1944

Inter-Office Letter

TO: Committee on Supplementary Projects  
FROM: Executive Secretary

Pursuant to a motion adopted at the Council meeting on the evening of November 8, Dr. Chamberlain appointed the following Committee on Supplementary Projects:

Mr. Edward O'Connor, Chairman  
Mr. Louis Sobel  
Commissioner Donald McMillan  
Miss Suzanne LaFollette  
Miss Margaret Forstyh

Questions and comments as to UNRRA's November 1st statement entitled "General Policy Statement on Supplementary Projects Conducted by American Voluntary Agencies", received from our member agencies, will be referred to this Committee for consideration.

A special meeting of the Council is being called for 3 o'clock on November 20, in Room 200 of the Russell Sage Foundation Building, 130 East 22 Street, when Mr. Iberg will be with us to discuss the memorandum in further detail.

We hope that all members of the Committee can accept this appointment and that the Committee can arrange to meet in advance of the special Council meeting on November 20.

CK/rr



AMERICAN COUNCIL OF VOLUNTARY AGENCIES  
FOR FOREIGN SERVICE  
122 EAST TWENTY-SECOND STREET  
NEW YORK 10, N. Y.



MADISON SQUARE  
STATION



Mr. Lowell Iberg  
UNRRA - Welfare Division  
1109 Dupont Circle Building  
1344 Connecticut Avenue  
Washington 25, D.C.

AMERICAN COUNCIL OF VOLUNTARY AGENCIES FOR FOREIGN SERVICE  
122 East 22 Street - Room 701  
New York 10, New York

Questions Growing Out of Agency Replies to the UNRRA Document of November 1, 1944,  
Titled "General Policy Statement on Supplementary Projects Conducted by American  
Voluntary Agencies" and of the Meeting of the Special Committee on Supplementary  
Projects

1. Does this policy statement affect going operations or plans for the revival of disrupted programs in any country where UNRRA is invited to work? If it does apply, is there a possibility that the going programs of established agencies are likely to be disrupted or entirely abolished? In presenting this question, the Committee had in mind the fact that UNRRA is a temporary agency and that the voluntary agencies in large measure will be continuing their operations for a period of time after UNRRA operations have left a given country.
2. Can the voluntary agencies undertake the same type of activity or service being carried on by UNRRA in a given area providing the need for same exists? Example: UNRRA may be able to take care of minimum basic needs in an area, but some individuals or groups will be in need of special services such as feeding programs for acutely mal-nourished children or special medical programs.
3. Should not some definition be given to what the voluntary agencies consider such projects -- over and above, supplementary and complementary to governmental projects? Example: A special institution devised to care for war-orphaned children or a travelling medical clinic.
4. Should not UNRRA give to the voluntary agencies as soon as possible a statement of the type and maximum service they expect to render in any given area or country? The voluntary agencies presently are confronted with the problem of setting up programs which will pass approval of the President's War Relief Control Board and in some instances the National War Fund and must have this information in order to plan programs which will meet with the approval of the above-named bodies. It is recognized that UNRRA may have some difficulty in presenting a concrete plan for each area or country at the present time, but that a general statement of type and extent of services it expects to render in any country might be given immediately. If a situation develops whereby a voluntary agency or agencies is or are invited into a country to start relief operations prior to the time when UNRRA is prepared to carry on relief operations in the same area, will clearance be necessary for the voluntary program before or after UNRRA begins these operations in this area?
5. Would it be possible for UNRRA to now designate agencies it recognizes as organized and equipped to enter a given area or country to carry on relief activities?



6. Is it possible that the procedure requiring the voluntary agency to have its program cleared with the Chief of Mission in the field will result in considerable and unnecessary delay? Recognizing the difficulties encountered in securing such clearance because of the distances and difficulty of communication involved, the question has been raised as to whether it would be possible to have someone designated in the Washington office of UNRRA who could give this clearance without the need of checking with the Chief of Mission in the field. This question applies only to relief programs planned in the United States and for which approval must be secured from the President's War Relief Control Board and in some instances the National War Fund. For those problems which arise in the field and which the voluntary agency is particularly well qualified to handle on the spot, would it not be possible to have the Chief of Mission approve this type of emergency project? What safeguard does UNRRA propose to set up in order to avoid arbitrary action by these Chiefs of Mission in the field against private agencies carrying on approved relief projects, which might hamper or altogether paralyze those agencies in carrying on their work?
7. Does this statement of policy apply to projects already being carried on or to be undertaken in the future by indigenous organizations using relief funds transmitted by American voluntary agencies?
8. In reference to II. Procedure, the question was raised as to whether it would be possible to change the wording of (6) to read as follows: "number of staff to be sent and statement of professional qualifications represented by the group."
9. Does the proposed "General Policy Statement..." apply to Cobsra and other such groups?

File - Vol. Agencies - Relations  
with UNRRA

Iberg  
Wins,

2 November 1944

Sir William Matthews  
United Nations Relief and  
Rehabilitation Administration  
c/o American Legation  
Cairo, Egypt

Attention: Harry Greenstein

Dear Sir William:

In connection with our cable No. 647, I am enclosing a copy of the draft of a General Bulletin which is to be issued in the near future on the subject of supplementary projects conducted by American voluntary agencies. While this may be slightly revised before it is issued in final form the substance will remain the same.

You will notice one change from the procedure outlined in the cable. The voluntary agency should submit two copies of the proposed project to the Welfare Division, one of which will be forwarded to the Chief of Mission instead of having the agency submit one copy direct to the Chief of Mission.

FOR THE DIRECTOR GENERAL:

Conrad Van Hyning  
Acting Director  
Welfare Division

AIR MAIL

Enclosure



UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

*Copy of draft  
sent King,  
Council  
7 Nov*

1 November 1944

TO: Harry K. Herwitz  
FROM: Ruth M. Williams  
SUBJECT: Attached proposed general bulletin

Since Mr. Iberg is out of the city today he has asked me to send you the attached draft of a General Bulletin dealing with supplementary projects conducted by American voluntary agencies. This is the same material which you discussed with Mr. Howard the other day. In accordance with your suggestion at that time we have cleared this with Miss Flexner of the Camps Division. It has also been cleared by the following: Office of the General Counsel, Hugh Jackson, Health Division, American Council of Voluntary Agencies and the President's War Relief Control Board.

I hope it will be possible for this to be issued in the near future since a number of the agencies are already inquiring about the possibility of carrying on supplementary projects in Italy.

Mr. Iberg will be back in the office on Thursday morning and will, I am sure, be glad to discuss with you any questions you may have.

Attachment  
RMWilliams/mdp

File - Vol. Org. Relations with  
UNRRA

UNITED NATIONS  
RELIEF AND REHABILITATION ADMINISTRATION

1344 CONNECTICUT AVENUE  
WASHINGTON 25, D. C.

31 October 1944

TO: Ruth Williams, Room 1111

FROM: Carolin A. Flexner - *cash*

SUBJECT: Policy Statement on Supplementary  
Projects of American Voluntary  
Agencies

I am returning herewith the above mentioned policy statement. I have gone over this and agree with it with one exception. I think that supplies have been overlooked, and I have added a sentence which, of course, you are free to edit in any way you desire. I do, however, think that the transportation of supplies by voluntary agencies, particularly when the Mission Chief has OK'd the project, is a matter in which UNRRA could give and should give every possible help. Shipping is one of the great bottlenecks, and I recommend that you incorporate in this supplementary agreement some statement on the assistance of UNRRA to voluntary agencies on transportation of supplies.

When this policy statement is complete, may we have a copy for our files?



UNRRA

AMIFICATION

CAIRO

UNRRA FROM LEHMAN

No arrangements for assignment voluntary agency personnel to UNRRA Italian Mission or for transportation or per diem, your 599. Propose that agencies undertake supplementary projects in accordance Section 3, page 123, Director General's Report. Agency headquarters should present proposals to this office and Keeny simultaneously so that Keeny recommendations can be available before final action here.

~~Repeated to Rome~~ Repeated to Rome \_\_\_\_\_.

Drafted by Lowell Iberg  
Welfare Division  
26 October 1944

LI:src

A

Code: Repeat to Amdel, Rome, UNRRA from Lehman \_\_\_\_\_.

28 October 1944

TO: Carolin Flexner  
FROM: Ruth Williams  
SUBJECT: Policy Statement on Supplementary Projects  
of American Voluntary Agencies

Since Lowell Iberg is to be away from the office for a few days, he asked me to show you the attached draft of Policy Statement on Supplementary Projects which we hope to have issued soon as a General Bulletin. Since this question has come up in connection with the Italian Mission, there is an urgent need to get something out in the near future. This draft has been approved by the office of the General Counsel, Hugh Jackson, the Health Division, the President's War Relief Control Board, and the American Council of Voluntary Agencies. As it is entirely possible that some of the projects might be connected with camps, we want to have your reaction to the Statement. I will appreciate it if you can get this back to me early in the week.

Attachment (1)

ruthmwilliams/gl  
28 october 1944



21 October 1944

SUPPLEMENTARY PROJECTS CONDUCTED BY AMERICAN  
VOLUNTARY AGENCIES IN AREAS OF UNRRA OPERATIONS

Introduction

UNRRA welcomes the assistance which American voluntary agencies may furnish to supplement its own relief and rehabilitation programs. In many areas of UNRRA operations it will be practicable to establish supplementary projects to be conducted by the agencies outside of UNRRA's field of direct operating responsibility.

A supplementary project is one which provides a constructive contribution to the welfare of the people within an area of UNRRA operation, but which is not at that time a part of the program which UNRRA itself is conducting. 1/ UNRRA will be of as much assistance as possible to the voluntary agencies in the development of their proposed supplementary projects.

It is, of course, important that the efforts of the voluntary agencies and those of UNRRA should be properly coordinated to avoid unnecessary overlapping and omissions of coverage. 2/ To effect this coordination, the following procedure has been instituted:

Procedure

Voluntary agencies desiring to conduct supplementary projects in areas of UNRRA operations will prepare, in duplicate, an outline of the project, which is to include the following points:

1. Type of project (welfare, health, agriculture, etc.)
2. Country or area of operation
3. Description of project and plan of operation
4. Length of time project will operate
5. Number of people to be served
6. Number of staff to be sent and outline of qualifications of each member of the staff

This statement will serve as a proposal to UNRRA and to the President's War Relief Control Board. One copy of the proposal will be forwarded to the Welfare Division of UNRRA, and the other will be sent to the President's War Relief Control Board.

It is suggested that voluntary agencies before formally submitting proposals discuss their plans with the American Council of Voluntary Agencies for Foreign Service and its appropriate committee in order to bring about well-rounded planning and to avoid duplication of supplementary projects.

---

1/ See Appendix II of Report of the Director General to the Second Session of the Council, Sept. 1944, "Principles of Cooperation between UNRRA and Voluntary Relief Organizations not Indigenous to Areas of UNRRA Operations."

2/ Accordingly, the Agreement of 9 Nov. 1943, establishing the United Nations Relief and Rehabilitation Administration, provides: "Foreign voluntary relief agencies may not engage in activity in any area receiving relief from the Administration without the consent and unless subject to the regulation of the Director General."



21 Oct 44  
Supp. Projects Conducted by  
Am'n Voluntary Agcys in Areas  
of UNRRA Operations

In order to assist agencies which are planning projects, the Welfare Division of UNRRA undertakes to put at the disposal of the American Council of Voluntary Agencies and the President's War Relief Control Board UNRRA's program and plans for the area in which the supplementary project is expected to operate. UNRRA or the President's War Relief Control Board may call upon the Council for comments on suggested project if their comments are not indicated in the material submitted.

All proposals for supplementary projects will be cleared within UNRRA by the Welfare Division with any other Division or Bureau having an interest in the proposal. They will then be submitted to the Chief of the UNRRA Mission in the area concerned, who will give final approval to the proposals and will be responsible for obtaining necessary clearances with the civil or military authorities concerned.

UNRRA will, when requested, give advice and as much help as possible on matters of immunizations, passports, and travel. Since personnel operating such programs are not UNRRA personnel, the responsibility for immunization, insurance, travel, payment of salaries in the field, etc., will rest with the voluntary agency.

In the field, such supplementary projects will be subject to regulation by the UNRRA Chief of Mission in line with the general policy as set forth in the Agreement of 9 November 1943. (See footnote 2/ on page 1.)



21 October 1944

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21 Oct 44

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All proposals for supplementary projects will be cleared within UNRRA by the Welfare Division with any other Division or Bureau having an interest in the proposal. They will then be submitted to the Chief of the UNRRA Mission in the area concerned, who will give final approval to the proposals and will be responsible for obtaining necessary clearances with the civil or military authorities concerned.

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In the field, such supplementary projects will be subject to regulation by the UNRRA Chief of Mission in line with the general policy as set forth in the Agreement of 9 November 1943. (See footnote 2/ on page 1.)



Supplementary project

eg. Italy

Vol. Org. - Relations  
with UNRRA

16 October 1944

Supplementary projects carried on by non-indigenous voluntary organizations within areas of UNRRA operations are to be undertaken only with the approval of and subject to the regulation of the Director General of UNRRA and the authority or government concerned. (See Section III, C of the "Memorandum on the Relation Between UNRRA and Voluntary Relief Organizations not Indigenous to Areas of UNRRA Operations".)

A supplementary project is one which provides a constructive contribution to the welfare of the people within a liberated area under the jurisdiction of UNRRA, but which is not at that time a part of the relief and rehabilitation program for which UNRRA is taking direct responsibility.

Voluntary agencies desiring to carry on a supplementary project in an area of UNRRA operations will prepare an outline of the project, which is to include the following points:

1. Type of project (welfare - health - agriculture - etc.).
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This statement in duplicate serves as a proposal to UNRRA and the President's War Relief Control Board. It is urged that voluntary agencies present their proposal to the American Council of Voluntary Agencies for Foreign Service for discussion by the proper committee of the Council in order to bring about well-rounded planning and to avoid duplication of supplementary projects. After consideration by the American Council, one copy of the proposal is forwarded to the Welfare Division of UNRRA, and the other is sent to the President's War Relief Control Board.

UNRRA's  
The Welfare Division of UNRRA undertakes to put at the disposal of the American Council of Voluntary Agencies and the President's War Relief ~~pro-~~ Board <sup>Control</sup> ~~gram its own~~ program and plans for the areas in which the supplementary project is expected to operate. UNRRA will be of as much assistance as possible to the voluntary agencies in the development of their proposed supplementary projects.

The President's War Relief Control Board may make inquiries to UNRRA, National War Fund, the American Council, and the agency desiring to undertake the project upon all matters in which it has a particular interest in the process of evaluating the proposal.

When the Welfare Division receives a proposal from a voluntary agency it will be passed upon by that division if it is a welfare project. If, however, the project is designed to assist in another field, such as Health, Agriculture, or Displaced Persons, it will be referred to the proper division or bureau for evaluation. The Welfare Division will take responsibility for clearing all proposals with the Bureau of Areas. The Chief of Mission, acting with the advice of his Chief of Welfare, will be responsible for obtaining necessary clearance for all supplementary projects with the civil or military authorities concerned.

UNRRA will when requested give advice and be as much help as possible on matters of immunisations, passports, and travel. Since personnel operating such programs are not UNRRA personnel, the responsibility for immunisation, insurance, travel, payment of salaries in the field, etc. will rest ultimately with the voluntary agency.

In the field, such supplementary projects will be considered to be an integral part of the total program of relief and rehabilitation, and as such are subject to regulation by the Chief of Mission in line with the general policy set forth in the "Memorandum on the Relation between UNRRA and Voluntary Relief Organizations not Indigenous to Areas of UNRRA Operations".



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*Procedure*

Voluntary agencies desiring to carry on a supplementary project in an area of UNRRA operations will prepare an outline of the project, which is to include the following points:

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SUBJECT: GENERAL POLICY STATEMENT ON SUPPLEMENTARY PRO-  
JECTS CONDUCTED BY AMERICAN VOLUNTARY AGENCIES

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I. INTRODUCTORY  
STATEMENT

UNRRA welcomes the assistance which American voluntary agencies may furnish to supplement its own relief and rehabilitation programs. In many areas of UNRRA operations it will be practicable to establish supplementary projects to be conducted by the agencies outside of UNRRA's field of direct operating responsibility.

A supplementary project is one which provides a constructive contribution to the welfare of the people within an area of UNRRA operation, but which is not at that time a part of the program which UNRRA itself is conducting. 1/ UNRRA will be of as much assistance as possible to the voluntary agencies in the development of their proposed supplementary projects.

It is, of course, important that the efforts of the voluntary agencies and those of UNRRA should be properly coordinated to avoid unnecessary overlapping and omissions of coverage. 2/ To effect this coordination, the following procedure has been instituted:

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1/ See Appendix II of Report of the Director General to the Second Session of the Council, September 1944, "Principles of Cooperation between UNRRA and Voluntary Relief Organizations not Indigenous to Areas of UNRRA Operations."

2/ Accordingly, the Agreement of 9 November 1943, establishing the United Nations Relief and Rehabilitation Administration, provides: "Foreign voluntary relief agencies may not engage in activity in any area receiving relief from the Administration without the consent and unless subject to the regulation of the Director General."

## II. PROCEDURE

Voluntary agencies desiring to conduct supplementary projects in areas of UNRRA operations will prepare, in triplicate, an outline of the project, which is to include the following points:

- (1) Type of project (welfare, health, agriculture, etc.)
- (2) Country or area of operation
- (3) Description of project and plan of operation
- (4) Estimated length of time project is to operate
- (5) Estimated number of people to be served
- (6) Estimated number of staff to be sent and brief outline of qualifications of each member of the staff.

This statement will serve as a proposal to UNRRA and to the President's War Relief Control Board. Two copies of the proposal will be forwarded to the Welfare Division of UNRRA, and the third will be sent to the President's War Relief Control Board. The Welfare Division will immediately transmit one copy through the Bureau of Areas to the UNRRA Chief of Mission in the area concerned, for his recommendations. No project will be undertaken without the approval of the Chief of Mission.

It is suggested that voluntary agencies before formally submitting proposals discuss their plans with the American Council of Voluntary Agencies for Foreign Service and its appropriate committee in order to bring about well-rounded planning and to avoid duplication of supplementary projects.

In order to assist agencies which are planning projects, the Welfare Division of UNRRA undertakes to put at the disposal of the American Council of Voluntary Agencies and the President's War Relief Con-



trol Board UNRRA's program and plans for the area in which the supplementary project is expected to operate. UNRRA or the President's War Relief Control Board may call upon the American Council of Voluntary Agencies for comments on suggested project if their comments are not indicated in the material submitted.

All proposals for supplementary projects will be cleared within UNRRA by the Welfare Division with any other Division or Bureau having an interest in the proposal including the appropriate Area Division of the Bureau of Areas, and with the Chief of Mission in the area concerned. A copy of the proposal will be transmitted to the Division of Accounts for its information. Necessary clearances with the civil or military authorities concerned will be obtained at Headquarters and by the Chief of the UNRRA Mission.

UNRRA will, when requested, give advice and as much help as possible on matters of immunizations, passports, and travel. Since personnel operating such programs are not UNRRA personnel, the responsibility for immunization, insurance, travel, payment of salaries in the field, etc., will rest with the voluntary agency.

Where supplies are essential to the operation of the project, it will be transmitted to the Bureau of Supply for its approval and for arrangements with the Ocean Shipping Branch of the Bureau of Supply for assistance to be given to the Voluntary Agency in the securing of shipping space, subject to the conditions outlined in Administrative Order No. 23.

In the field, such supplementary projects will be subject to regulation by the UNRRA Chief of Mission in line with the general policy as set forth in the Agreement of 9 November 1943. (See footnote 2/ on page 1.)

VA File

Copies: Relations bet. volagen-  
cies & Unrra  
✓ Suppl. Projects  
12 June 1945

Roy Hendrickson

Conrad Van Hyning

Proposal for direct communication with European field missions on matters concerning American voluntary agencies.

Attached please find a letter which we propose to send to ERO. It suggests that on matters concerning American volagencies Headquarters be permitted to communicate directly with European field missions.

I would appreciate your concurrence in this suggestion. The letter is being submitted to you for clearance with this in mind.

The reasons for this proposal are spelled out in the body of the letter.

SILVERSTEIN:sc



AIR MAIL

Sir George Reid, Director of Welfare  
European Regional Office, UNRRA  
11A, Portland Place  
London W1, England

Dear Sir George:

We have recently had discussions with representatives of the President's War Relief Control Board and the American Council of Voluntary Agencies for Foreign Service on the general question of formalizing relationships between the Administration and the American voluntary agencies in line with Article IV, Section 2, of the UNRRA agreement, reading in part,

"...Foreign voluntary relief agencies may not engage in activity in any area receiving relief from the Administration without the consent and unless subject to the regulation of the Director General..."

As a beginning the President's War Relief Control Board has requested us to review with representatives of member agencies those programs which have already been initiated in areas of UNRRA operation by American voluntary agencies. The purpose of this review is to analyze, in light of current and projected government and UNRRA plans, the validity and effectiveness of the particular voluntary agency efforts. It is clear, of course, that such an analysis can only be made in the field after observation by our field representatives, in consultation with appropriate government officials, of the actual operations being carried on or planned for in the immediate future. On the basis of findings, we will undertake to advise the President's War Relief Control Board of the recommendations of the government and mission. We would expect that certain modifications in the original plans of voluntary agencies may be suggested as a condition of formal "consent" by the Administration.

Examples of some of the activities being carried on by American voluntary agencies in areas of UNRRA operation, which are judged to be supplementary, are:

1. the Italian Medical Nutrition Project, sponsored by the Congregational Christian Service Committee and the Unitarian Service Committee;
2. the comprehensive rehabilitation project for the disabled, in Greece, sponsored by the Near East Foundation;



Sir George Reid

2

3. the Greek War Relief medical centers program for Greece;
4. proposed supplementary supply programs for Czechoslovakia by the American Relief for Czechoslovakia.

As you know, with regard to new "supplementary projects" or proposals for such programs by American voluntary agencies, we have designed a method for clearance, evaluation, and authorization by mutual agreement between the Administration, the President's Board, and the American Council. This method is outlined in General Bulletin No. 95, and has recently been elaborated in cable No. 1462 to ERO, repeated to all Chiefs of Missions.

The fact that we are so intimately involved with the representatives of American voluntary agencies in these dealings, and the fact that these negotiations must be shaped by advice and decision from the field missions, seem to us to make it most advisable for expeditious exchange between this office and the field missions on matters relating to supplementary projects of American voluntary agencies. This is perhaps no less true in matters concerning personnel seconded from these agencies, particularly as contracts for the employment of this personnel begin to expire at the end of this month; and individual plans for reassignment, separation, direct reemployment by UNRRA, or release to supplementary projects must be made, and decisions reached between the field staff, the individual worker, and the voluntary agency headquarters and ERO.

We would therefore propose that in matters concerning American voluntary agencies, Headquarters be authorized to communicate directly with the European Missions. We would be most grateful to have your reaction to this proposal. It is understood, of course, that ERO would be kept currently informed by repetition of cables, communications, memoranda to your office, of all similar exchanges between Headquarters and the European Missions.

Your assistance in these undertakings will be most deeply appreciated.

FOR THE DIRECTOR GENERAL

Conrad Van Hynning  
Deputy Director  
Welfare Division

SILVERSTEIN:sc

12 June 1945



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FOR THE DIRECTOR GENERAL

Conrad Van Hyning  
Deputy Director  
Welfare Division

SILVERSTEIN:sc

12 June 1945



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UNITED NATIONS RELIEF AND  
REHABILITATION ADMINISTRATION

Welfare - 1113  
~~Silvestri~~  
GREECE MISSION

SERIES : INFORMATIONAL

GI - 16

SUBJECT : Supplementary Projects conducted by  
American Voluntary Agencies

14th May 1945

PURPOSE.

This Memorandum is issued so that all concerned will have a clear understanding of the Mission's relationship to supplementary projects conducted in Greece by American Voluntary Agencies. It is based on General Bulletin No. 95 dated 12 December 1944, issued by Headquarters (Washington) under the same title.

1. A Supplementary Project is one which makes a constructive contribution to the welfare of the people of Greece but which is not a part of the UNRRA program.
2. UNRRA welcomes the assistance which American Voluntary Agencies may furnish in supplementation of UNRRA relief and rehabilitation programs. UNRRA considers it practicable for supplementary projects to be initiated and conducted by the Agencies, outside of the UNRRA field of direct responsibility.
3. Headquarters has laid down a procedure by which American Voluntary Agencies desirous of conducting supplementary projects in Greece may prepare and submit project proposals. In general this provides for the submission of proposals to UNRRA Headquarters which then inform the President's War Relief Control Board and the Chief of the Mission as to their nature. No project will be undertaken without the approval of the Chief of Mission.
4. UNRRA will assist the Voluntary Agencies as far as possible in the development of their proposed projects, and, if requested, will advise and assist Voluntary Agency personnel not on the UNRRA staff on matters of immisations, passports and travel. However, the responsibility in these matters as well as for insurance, payment of salaries in the field, etc., rests with the Voluntary Agencies.
5. Where supplies are essential to the operation of a project, the project will be transmitted to the Bureau of Supply and Distribution for approval and for arranging for assistance to be given in the securing of shipping space: subject to the conditions laid down in Headquarters Administrative Order No 23.

*Lewis H. Rohrbaugh*  
Lewis H Rohrbaugh  
Deputy Chief of Mission for  
Finance & Administration

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