

UN - Economic and Social Council

MEMORANDUM

Reading 6/25



TO: Michail Menshikov
Deputy Director General, Bureau of Services

FROM: M. Craig McGeachy

SUBJECT: Resolutions of the Economic and Social Council

25 June 1946

Herewith

1. The resolution of the Economic and Social Council on the composition of its six Commissions.
2. The resolution of the Economic and Social Council on the report of the Temporary Social Commission.

Miss Kernohan, who attended the final meeting of the Economic and Social Council at which these resolutions were adopted, said that both were adopted without discussion, unanimously.

The Secretary-General, in consultation with the governments, will now proceed with the setting up of the permanent Social Commission. It seems to be unlikely that any meeting of this Commission will be held before the next meeting of the Economic and Social Council, which is convened for August 26.

Meanwhile, the task of building up the social section of the Secretariat has scarcely been begun. This section will service the Social Commission and its meetings, and prepare the framework of United Nations activity in the field of social welfare. Actually, organization in this branch of the United Nations now lags behind that concerned with health, narcotic drugs, or economic and employment questions.

It has seemed to us that the best assistance we could render to the United Nations at this stage would be to help them plan the organization of the social branch of the Secretariat by making available to them the curricula vitae of UNRRA personnel whose work might be classed under any of the headings which appear in the UNRRA Memorandum on social problems requiring long-term action. I have discussed this with Mr. Brown and Mr. Howell, both of whom are in agreement with the suggestion that the moment has now arrived when we might assist the United Nations, not merely by replying to specific requests for personnel, but by making available to them the personnel histories. Mr. Howell has already set up an admirable procedure in this regard. Yesterday Mr. Brown held a meeting of the officers of the Bureau of Services concerned with Mr. Howell in order to arrange for adequate consultation with the heads of the technical divisions in UNRRA in the sending forward of personnel histories.

cc: Brown

Van Hyning

Rooks

Davidson

Schacter

Attachments

15 June 1946
6 P.M.

MEMORANDUM

TO: Mr. Van Hynning (OVIAL - Washington)

FROM: F. Keruehan (HRO)

1. Attached are running notes re: today's meeting which you may find useful for yourself and which in whole or in part may be useful to the Chief of the Bureau of Services or Repatriation and Welfare Division. I leave the use of this material to you. No stenographic service available to do a comprehensive and a short draft so have settled on a longer version. There are cross references to report. Presumably Bureau of Services has 2 copies now (Menshikov and Youdin).
2. Mr. Youdin was here throughout so in no way wish to duplicate services or interpretation.
3. Hope Mr. Menshikov received his copy of report which was sent by Schachter.

15 June 1946

Briefing Points in Order of Discussion

Economic and Social Council Meeting of Committee as a whole 15 June 1946

1. Schedule of meetings to further consider Special Committee Report consists Tuesday 10:30 and 2:30; Wednesday 10:30 and 2:30 with Plenary Session of Economic and Social Council scheduled for Thursday 20 June. Monday will be devoted to work of Economic Committee.

2. Yugoslavia:

- (a) There are insufficient facts
- (b) No facts based on an on-the-spot investigation
- (c) Emphasized presence of War Criminals, etc. in camps
- (d) Discussed in detail the Yugoslav allegations contained in Annex A - page E/ECF/75 of report
- (e) Very limited information on camps; UNRRA submitted one statement but burden of statement was that camps were not known to UNRRA
- (f) Resolution proposal: refugee problem can only be solved if facts are available; report is not based on sufficient facts; therefore fact finding committee should be appointed to make field investigations composed of U.S., U.K., U.S.S.R., France, Poland, Yugoslavia and to report to the 3rd Session of Economic and Social Council now scheduled for approximately 3 September

See
attached
#1

Second Yugoslav Resolution

3. UNR:

- (a) Question of refugees has acquired a political significance; humanitarian considerations have been lost sight of.
- (b) Suggests other governments follow pattern of UNR regarding treatment of displaced persons and refugees
- (c) Can't understand opposition to setting up a fact finding committee. Question was raised at 4th Council Session but various delegations opposed the creation of this committee and these delegations were supported by Governor Lehman himself. (Editorial comment - it was not a fact finding committee but an advisory committee that was discussed.)

(d) Can't understand why lists of nationals can not be provided governments of origin. Various delegations opposed supplying of such information and this view is supported by UNHCR. (Editorial comment - Administration holds no position except to be bound by the Resolutions of the UNHCR Council)

(e) Information is withheld from displaced persons regarding countries of origin if proper information were permitted repatriation would be encouraged.

(f) Presence of military formations hinders repatriation and no effort made to disband these units

(g) In some UNHCR camps evidence of discouraging repatriation by withholding information

(h) Matter of repatriation must be handled first before question of resettlement can be approached.

(i) Two major points in conclusions:

(1) repatriation must be hastened

(2) war criminals must be identified and turned over to proper governments

4. United States:

(a) Never has the U.S. had any other than a humanitarian interest in refugees; the U.S. has no political motivation regarding refugees

(b) Camps in U.S. Zone have been inspected and will continue to be inspected and when war criminals are found proper action is or will be taken.

(c) Proposed resolution E/64 (U.S. resolution referred to in my telephone report 14 June 1946)

(d) Urged restraint in consideration of problem so that time schedule of Council can be met.

See
Attached
#2

5. United Kingdom:

(a) Seconded U. S. Resolution

(b) U.K. Government has never resisted inspection of camps nor refused to investigate allegations

- (c) Reference to camp under UNHRA administered U.S.S.R. (Sec 3 (g) p. 2) UNHRA had already answered and answer included in report.
6. **Comments:**
- (a) Right of self determination of refugees must be protected by international organization
 - (b) Re-establishment of refugees must be based on agreements between countries of location and countries of intended resettlement
 - (c) Refugees must not be moved to any country without consent of the people living in that country. (Palestine question obliquely handled)
7. Chairman ruled to discuss U. S. Resolution first (considering the Yugoslav resolution to be auxiliary). In order to proceed to a vote on the resolution discussion of Definitions and Draft Constitution took place.
8. **Discussion of Definitions:** (Report - E/Ref/75 Chapter III page 1)
- See
Attached
#3
- (a) U.S. Proposal for Additions to General Principles log by vote 7 to 6. 4 abstentions
 - (b) UNHRA proposes in General Principles page 1 Chapter III be eliminated and suggested substitutions of appropriate sections of Resolution of General Assembly so that "general principles" will be brought into harmony with that basic document and so that point is emphasized that one of the main tasks before the new organization is to assist displaced persons to return to their countries of origin as rapidly as possible

log by 11 to 2. 4 abstentions
 - (c) U.S. proposed New II b to General Principles that one of main tasks of new organization was to assist in the speedy repatriation of displaced persons.

Vote carried and II b (new) to be added.
 - (d) General Principles ^{General Principles} plus additional II b accepted by majority

Page Four

page 2 chap. III

page 3 chap. III

- Definitions
- (e) Section A II (A) thru (d) accepted by majority 14 to 3. (Yugoslavia, USSR, Ukraine) unanimity on (a), (b) and (d).
 - (f) Section A II 2: Yugoslavia moved for deletion on grounds term "refugees" in this II would include political dissidents
 - (g) Section A II 2: USSR moved retention of II 2 with addition of "provision that war criminals and collaborators be excluded". This not acceptable to Yugoslavia.
 - (h) Section A II 2: Retained in text as originally written. 14 for retention; Yugoslavia against; USSR out; Ukraine abstained. (USSR withdrew its motion (g) above)
 - (i) Section A II 3: Russ moved to broaden coverage of paragraph "term 'refugee' also applies to persons of Jewish origin who were victims of Nazi persecution in Germany and Austria....." to include Jews from anywhere.
 - (j) Section A II 3: Lebanon has no conflict with principle but urges that the implementation of this II show no conflict with the interests and security of member governments of United Nations. (Palestine)
 - (k) Section A II 3: United Kingdom points out that it is difficult to broaden coverage of I.R.O. to include persons who have never left their countries; not properly refugees.
 - (l) Section A II 3: Germany agrees with United Kingdom.
 - (m) Section A II 3: Greece - Delete this paragraph because sets up a new category based on "race and religion" and is outside terms of reference.
 - (n) Section A II 3: United States - "A tragic decision of Economic and Social Council was it to deny help to the Jews in Germany and Austria simply because of a rule that they are outside terms of reference of the Council." They are a small group 40 or 45 thousand.

(Editorial comment - what is basis of figure? IOCR and UNHRA in London admitted to knowing about 6000 (IOCR) under 3000 (as known as of 31 March to UNHRA)

- (c) Director General of IOCR: Clarify a misunderstanding that term "refugees" necessarily means persons who left their countries of origin. As early as 1938 when IOCR was established, persons who had not left their countries came under coverage of IOCR, (persecutees of the Nazis). In general term refugee is used for any person who does not enjoy the protection of his government. Made plan for broadening coverage of II 3 to include other persecutees in Germany and Austria (dangerous to limit to Jews as definition is difficult)

Substance of proposal: "Subject to provisions of Section B and of Part II below the term 'refugee' also applies to a victim of Nazi persecution who is or was a national of Germany or Austria and who was detained in or was obliged to flee from, and was subsequently returned to, one of those countries as a result of enemy action or of war circumstances and who for reasons arising out of such persecution is unable or unwilling to settle therein."

- (p) Section A II 3: Discussion continued forward to Tuesday 16 June at 10:30.

UN
15 June 1946
6 P.M.

MEMORANDUM

TO: Mr. Van Hynning (OVIAL - Washington)

FROM: F. Kernohan (ERO)

1. Attached are running notes re: today's meeting which you may find useful for yourself and which in whole or in part may be useful to the Chief of the Bureau of Services or Repatriation and Welfare Division. I leave the use of this material to you. No stenographic service available to do a comprehensive and a short draft so have settled on a longer version. There are cross references to report. Presumably Bureau of Services has 2 copies now (Menshikov and Youdin).
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- (b) No facts based on an on-the-spot investigation
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- (d) Discussed in detail the Yugoslav allegations contained in Annex A - page E/Ref/75 of report
- (e) Very limited information on camps; UNRRA submitted one statement but burden of statement was that camps were not known to UNRRA
- (f) Resolution proposed: refugee problem can only be solved if facts are available; report is not based on sufficient facts; therefore fact finding committee should be appointed to make field investigations composed of U.S.; U.K.; U.S.S.R.; France; Poland; Yugoslavia and to report to the 3rd Session of Economic and Social Council now scheduled for approximately 3 September

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Seconded Yugoslav Resolution

3. USSR:

- (a) Question of refugees has acquired a political significance; humanitarian considerations have been lost sight of.
- (b) Suggests other governments follow pattern of USSR regarding treatment of displaced persons and refugees
- (c) Can't understand opposition to setting up a fact finding committee. Question was raised at 4th Council Session but various delegations opposed the creation of this committee and these delegations were supported by Governor Lehman himself. (Editorial comment - it was not a fact finding committee but an advisory committee that was discussed.)

(d) Can't understand why lists of nationals can not be provided governments of origin. Various delegations opposed supplying of such information and this view is supported by UNRRA. (Editorial comment - Administration holds no position except to be bound by the Resolutions of the UNRRA Council)

(e) Information is withheld from displaced persons regarding countries of origin; if proper information were permitted repatriation would be encouraged.

(f) Presence of military formations hinders repatriation and no effort made to disband these units

(g) In some UNRRA camps evidence of discouraging repatriation by withholding information

(h) Matter of repatriation must be handled first before question of resettlement can be approached.

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(b) Camps in U.S. Zone have been inspected and will continue to be inspected and when war criminals are found proper action is or will be taken.

(c) Proposed resolution E/64 (U.S. resolution referred to in my telephone report 14 June 1946)

(d) Urged restraint in consideration of problem so that time schedule of Council can be met.

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(a) Seconded U. S. Resolution

(b) U.K. Government has never resisted inspection of camps nor refused to investigate allegations

- (c) Reference to camp under UNHRA administrated U.S.S.R. (See 3 (g) p. 2) UNHRA had already answered and answer included in report.
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- (a) Right of self determination of refugees must be protected by international organization
 - (b) Re-establishment of refugees must be based on agreements between countries of location and countries of intended resettlement
 - (c) Refugees must not be moved to any country without consent of the people living in that country. (Palestine question obliquely handled)
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- (a) U.S. Proposal for Additions to General Principles lost by vote 7 to 6. 4 abstentions
 - (b) USSR proposes: 1a General Principles page 1 Chapter III be eliminated and suggested substitution of appropriate sections of Resolution of General Assembly so that "general principles" will be brought into harmony with that basic document and so that point is emphasized that one of the main tasks before the new organization is to assist displaced persons to return to their countries of origin as rapidly as possible

Lost by 11 to 2. 4 abstentions
 - (c) U.S. proposed New II b to General Principles that one of main tasks of new organization was to assist in the speedy repatriation of displaced persons.

Vote carried and II b (new) to be added.
General Principles
 - (d) General Principles plus additional II b accepted by majority

page 2 chap. III

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- (p) Section A II 3: Discussion continued forward to Tuesday 18 June at 10:30.

UNRRA EMERGENCY WELFARE SERVICES AND PROBLEMS REQUIRING
LONG-TERM INTERNATIONAL ACTION

A. DEVELOPMENT OF UNRRA WELFARE SERVICES

1. Terms of Reference

The Agreement establishing UNRRA defined the purposes and functions of the Administration in the following terms:

To plan, coordinate, administer or arrange for the administration of measures for the relief of victims of war in any area under the control of any of the United Nations through the provision of food, fuel, clothing, shelter and other basic necessities, medical and other essential services. . . .

This was further elaborated in Resolution No. 1 (General Policies), Resolution No. 9 (Welfare Services and Voluntary Relief Agencies), and Resolution No. 31 (Functions of the Committee on Welfare).*

It was in these resolutions that the Standing Technical Committee on Welfare and the Welfare Division of the Administration found their terms of reference - viz., to assist governments of the United Nations, by methods designed to help people to help themselves and one another,

(1) to meet the special needs of vulnerable groups of their populations i.e., children, pregnant women and nursing mothers, aged persons, the physically handicapped, the homeless, and those without resources; and

(2) to restore the administrative machinery and institutions through which national authorities had traditionally dealt with the needy and the handicapped.

2. Preparation for Work

The Standing Technical Committee on Welfare met periodically in Washington from January 1944 until it was dissolved in August 1945. The Subcommittee on Welfare for Europe came into being in London in June 1944. A joint meeting of the two committees was held in Montreal in September 1944 during the Second Session of the UNRRA Council. The Subcommittee on Welfare for the Far East was established in September 1944 and is still in existence.

These advisory committees were of great assistance to the Administration, particularly during the first eighteen months of UNRRA's existence when its preparations for work in the field were being made. There were few precedents to guide an international organization in offering emergency assistance to social welfare authorities. In its discussion of this task with the advisory committees meeting in Washington and London, the Administration drew upon the experience of social welfare authorities in other great emergencies such as the period of widespread unemployment of the early thirties and the experience of Britain under bombardment. It took account of a decade of work in public assistance in countries of the West. This experience and the specific direction of the UNRRA Council helped the Administration to define the emergency welfare

* See First Session of the Council, Selected Documents, pp. 8, 28-29, 36-37, 61.

problems before it and dictated its approach. This approach was expressed in standards drawn up for the recruitment of personnel, in material prepared for the training and orientation of that personnel to work in the field, and in the papers published by the Welfare Division in cooperation with its advisory committees. These papers are now presented to the Temporary Social Commission. They may be divided into four categories:

(1) General Studies:

"Emergency Welfare Services" and Administrative Bulletin No. 85.

(2) Country Studies:

Studies of the organization and administration of social welfare services before the war, together with changes made by the enemy during occupation, insofar as these could be ascertained, for Belgium, China, Czechoslovakia, France, Greece, Luxembourg, the Netherlands, Norway, Poland and Yugoslavia.

These studies were designed to give welfare officers in the different UNRRA missions the background information essential for their work. Provisional and fragmentary though they are, they represent the first attempt on the part of an international organization to produce comparable information on the administrative structure for social work in different countries. One may hope that these inquiries will be carried further now that full information is available.

(3) Studies of Specific Problems:

Includes studies of the psychological and social re-adaptation of repatriated persons, of special problems of women and girls among repatriated persons, of the legal status of unaccompanied children, and of methods of distribution to persons without resources.

(4) Lists of standard Supplies and Equipment for Various Types of Social Welfare Services.

3. Scope of Operations

An attached table * indicates the scope of UNRRA's work in the field of social welfare. No attempt is made in the present notes to elaborate on this table. It is hoped that UNRRA will have the opportunity of presenting a full account of this activity together with some evaluation of its experience in this field, at a later meeting of the Temporary Social Commission.

It may, however, be noted that for the first time an international organization has conducted field operations to assist governments in dealing with the emergency aspects of social problems. These operations are being conducted under a variety of circumstances. In some areas UNRRA personnel have, in agreement with the authorities concerned, observed or given advice with regard to the distribution of relief commodities to particularly vulnerable categories of the population. In other areas UNRRA welfare officers have served as consultants to national authorities in the framing of programs to meet the many social problems before them.

* Annex I

B. WELFARE PROBLEMS REQUIRING LONG-TERM ACTION ON AN INTERNATIONAL BASIS

From UNRRA's experience a major conclusion emerges: that many of the social problems of the post-war period will persist long after the emergency period is over and will require for their solution sustained and long-term action. Furthermore, even in the case of problems which may be considered national or local in their scope, UNRRA's experience goes to show an increasing disposition on the part of social welfare authorities to clarify their own problems by learning the methods employed in comparable situations elsewhere. Wherever UNRRA welfare officers have gone in Europe or in the Far East they have been met with questions about experience and thought in other countries.

These questions cover the entire field of social welfare administration from general public assistance to the most recent experimental work in physiotherapy and creative recreation. Most of the questions, however, relate to a number of urgent problems which arise directly from the attempt of the liberated countries to recover from the effects of enemy occupation. Some of these problems are outlined in the following sections for the attention of the Temporary Social Commission of The United Nations.

1. Rehabilitation of the Physically Handicapped

This is a matter of urgent concern to all countries. It is a field in which mechanical equipment and therapeutic methods have developed rapidly with the result that one country finds much to learn in another. It is also, unfortunately, a field in which there is a world shortage of equipment and of qualified technicians.

UNRRA is taking part in special programs for the physically handicapped in Greece. Here a program for maimed persons and amputees is being developed by the Greek Government, UNRRA and the voluntary societies in cooperation. It includes diagnosis, treatment, physiotherapy, the furnishing of appliances, limbs, etc., vocational and occupational training and social adjustment, and a training program for Greek technicians. The program is largely demonstrational and as such necessarily reaches only a small proportion of the handicapped. A program for the blind is also being developed in Greece. In China a program similar to that in Greece is under consideration.

Reports from every country in which UNRRA is working show the need for assisting the authorities to help maimed and handicapped persons. Supplies for the making of appliances, artificial limbs and therapeutic material have been included in a number of requests to UNRRA.

There are many obstacles to the development of programs for the physically handicapped, and it is improbable that any one country will be able to overcome them without the assistance which an international organization can give.

2. Child Care

The care of children is at the heart of the rehabilitation program of every liberated country. UNRRA's first service in this field has been to furnish supplies and, in some cases, equipment and personnel as well, for the setting up of supplementary feeding schemes for children. The following table shows where this is being done:

Country	Population Ages 0 - 18	Child-Feeding Programs	
		Planned	Operated
Czechoslovakia	4,200,000	400,000	250,000
Greece	2,500,000	1,000,000	600,000 ^{a/}
Italy	15,000,000	2,000,000	1,500,000
Poland	7,000,000	2,400,000	600,000

^{a/} Because of inadequacy of equipment less than half these children are fed through the schools .

The children for whom these supplementary feeding schemes have been designed fall into three age-groups:

- (1) Pre-school children for whom the food ration is usually not quite adequate.
- (2) School children, for whom the food ration is still less adequate.
- (3) Adolescents, for whom also the ration is inadequate but whose rations can be supplemented through work canteens and who are, therefore, excluded from most child-feeding programs.

Most supplemental child feeding is group feeding. In assisting it, therefore, UNRRA encourages indirectly the restoration of attendance at schools, kindergartens, nurseries, and infant and maternal centers.

A special problem of child care has arisen in the camps for displaced persons and is, therefore, dealt with by the welfare and displaced persons officers of UNRRA in cooperation. This is the problem of unaccompanied children. Search teams have sought unaccompanied children among displaced persons in Germany and brought them to child care centers. In Greece and Italy UNRRA personnel have helped the authorities to find, register and care for lost and unprotected children.

This provision of care is an emergency measure and, as such, is the concern of UNRRA. But with regard to unaccompanied children there remains an important long-term problem -- that of making legal and administrative arrangements for their resettlement as well as for their maintenance and care for an interim period.

3. Restoration and Equipment of Social Welfare Machinery and Institutions

Among the most serious handicaps to recovery in countries that suffered enemy occupation is the destruction of social institutions -- orphanages, holiday camps, special schools, homes for young offenders and for the aged -- and the interruption of the training of qualified personnel for social work. Here the Welfare Division of UNRRA began by establishing the first lists of minimum equipment for different types of social welfare activity to be accepted as standard by an international committee; and the supply authorities of UNRRA have done their best to meet requests for this equipment which is everywhere in very short supply. There is little question that needs in this sphere will persist beyond the period of UNRRA's activity.

4. Aid to National Training Programs

The training of social welfare personnel also seems to call for long-term action on an international basis to continue UNRRA's activity. UNRRA's major work in this connection has been in four countries:

(1) China. China has for years had some training of social workers at various universities and, more recently, training programs have been organized under the Ministry of Social Affairs, and the Chinese National Relief and Rehabilitation Administration. UNRRA staff members in China have given assistance in the planning of training programs and have also taken part in some of the programs arranged by the universities and colleges. In particular, considerable assistance has been given in planning for child welfare.

(2) Czechoslovakia. The UNRRA welfare officer has participated in plans being made by the Government for the establishment of a School of Social Administration.

(3) Greece. The Welfare Division of the Greek Mission has conducted training classes for public assistance and child welfare workers employed in welfare centers, and for persons participating in Summer Camps Programs. There has been considerable discussion with authorities in the country regarding the establishment of a School of Social Work. A young woman of Greek nationality, a graduate of the New York School of Social Work, has recently been added to the Greece UNRRA Welfare staff, and it is anticipated that she will eventually play an important role in training programs that will be developed.

(4) Italy. The Welfare Division was largely instrumental in planning a series of nutrition conferences for Italian doctors, nurses and social workers. Programs, in which public officials and teachers from the Universities participated, included lectures, demonstrations, and the distribution of material. Some effort has been made to provide opportunities for Italians to study nutrition abroad. In connection with school lunch programs, UNRRA provided training (largely in the field of recreation) for teachers in vacation schools, and training courses have been given to volunteers serving as visitors at homes and institutions. There has been some discussion regarding the reestablishment of a school of social work in Genoa.

UNRRA also has a fellowship program for the training of technical experts in foreign countries.* Under this program UNRRA is providing opportunities to candidates from recipient countries for study abroad in technical fields related to their government's immediate program of relief and rehabilitation.

In the field of social welfare candidates have been approved for Czechoslovakia (in vocational rehabilitation and social insurance), Yugoslavia (in child welfare), and Greece (in public assistance and child welfare). Negotiations are under way with regard to candidates from Albania, Austria, Byelorussia, China, Czechoslovakia, Ethiopia, Yugoslavia, Greece, Italy, Poland and the Ukraine.

The Administration has decided to close applications for fellowships at the end of the month of May.

5. Exchange of Information on Problems of Social Welfare

This activity has arisen in response to widespread demands from missions in the field. The Welfare Division, both at UNRRA Headquarters and in the European Regional Office, maintains bibliographies of material available regarding the many

* See UNRRA Field Administrative Order No. 86, Annex II.

questions about which information is being requested; labor-management committees, nutrition, child welfare, rehabilitation of the handicapped, works projects, social legislation, public assistance, in-service training, and mass feeding, to mention a few. Such information has been sent to Norway, Poland, Czechoslovakia, Greece, Italy, Yugoslavia, Byelorussia and China. The joint meeting of the Standing Technical Committee on Welfare and the Subcommittee on Welfare for Europe, (Montreal, 23 September 1944) drew attention to the need for making information generally available on methods adopted to meet emergency welfare needs.*

6. Community Organization for Emergency Relief

During the unemployment period countries of the West developed methods of dealing with indigents which were creative in their action. The "helping people help themselves" principle was viewed with regard not only to the individual, but also to the community and to his relationships within it. The experience of the public assistance authorities in Britain and the United States during the war and of the secret social assistance that went on in many occupied areas as part of the resistance movement has added to the social experience and thought of the free world. UNRRA has assisted a number of governments in setting up various types of emergency relief distribution, but public assistance and consideration of problems of community organization will remain matters of concern to national authorities for a long time to come. Development in this field would undoubtedly benefit from the creation of machinery for the consideration of problems of social organization beyond the point to which discussion was limited in the welfare committees of UNRRA.

UNRRA has done some work with regard to some of the more immediate problems which must be taken into account in post-war community organization. Special working parties set up by the Committee on Welfare for Europe prepared provisional studies on (1) the psychological and social re-adaptation of repatriated persons, and (2) special needs of women and girls among repatriated persons. These studies touch on problems which will require study and action for years to come in many countries.

7. Assistance to Foreign Voluntary Societies

Welfare officers of UNRRA attached to country missions have had the task of facilitating and coordinating (with a view to avoidance of duplication) the action of foreign voluntary relief societies in the field. In this task UNRRA and the voluntary societies have operated within the war-time restrictions placed upon expenditure and work abroad by the British and United States Treasuries. UNRRA has worked in cooperation with the various coordinating bodies of the voluntary societies (the American Council of Voluntary Agencies for Relief Abroad, etc.) to advise the organizations and help them apply their resources where they will have most effect. In this task it has had the advantage of being able to consult the wishes of the national authorities concerned and to review work on the spot as it has proceeded.

It is possible that this voluntary coordinating machinery may be abandoned as time goes on. The question will then arise whether it would not be helpful to have some long-term international machinery, capable of advising foreign voluntary societies interested in relief and welfare services and assisting them to make the best use of their resources.

* See "Recommendation to Facilitate the Welfare Work of UNRRA and of Member Governments," Council II, Document 199, TWE (44) 34, 23 September 1944. Annex III.

A N N E X I
WELFARE PERSONNEL IN COUNTRIES RECEIVING UNRRA RELIEF *

Welfare Observers, Advisors, Consultants-Welfare Operating Personnel

<u>Area of Operation</u> (1)	<u>Country **</u> (2)	<u>Central</u> (3)	<u>Regional or Local</u> (4)	<u>Loaned for Gov- ernment Program</u> (5)	<u>For Care and Repatria- tion of Displaced Persons</u> (6)
Liberated Areas (Military Autho- rities)	Austria	x			x
	Korea	x			
Liberated Areas (Civil Autho- rities)	Albania				
	Byelorussia				
	China	x	x	x	x
	Czechoslovakia	x			
	Ethiopia	x			
	Greece	x	x		x
	Philippines				
	Poland	x			
	Ukraine				
	Yugoslavia	x			
Ex-enemy Areas	Dodecanese	x			
	Finland	x			
	Hungary	x			
	Italy	x	x		x
Enemy Areas	Germany				x

*Countries having UNRRA welfare personnel are indicated by a cross (x).

**UNRRA has also had a welfare officer in liaison missions in the following countries that have paid for their own relief supplies: Belgium, Denmark, France, Luxembourg, the Netherlands, and Norway.

-2-

Annex I (Continued)

UNRRA WELFARE ACTIVITIES: EXPLANATORY NOTES

A. COUNTRIES RECEIVING UNRRA RELIEF

Column (3) Nearly all countries to which UNRRA has sent relief supplies have asked for UNRRA personnel to assist them in setting up emergency welfare services. These officers have been put at the disposal of national authorities as expert consultants in the following matters:

(1) Nearly all receiving governments have asked advice in defining supplies for emergency welfare services imported through UNRRA.

(2) Nearly all receiving governments have asked for information about social welfare developments in non-invaded countries, and for recent social welfare literature.

(3) Some UNRRA country welfare officers have been able in the light of their knowledge and observation, to stimulate government action, or direct it into certain channels which might otherwise have been overlooked.

(4) UNRRA welfare officers have been used for liaison between authorized national and foreign voluntary agencies for the development of projects which are within UNRRA's scope but beyond its resources.

(5) In each country mission welfare officers have shared with their colleagues the general work of "observing" use of UNRRA supplies including contributed used clothing.

Column (4) In a few countries UNRRA welfare advisers have been appointed at low administrative levels. They have given advice to regional and local authorities in setting up administrative machinery for new kinds of emergency welfare action, such as supplemental feeding in Italy, and general assistance in Greece. They have also acted as observers of allocation and distribution.

Column (5) In one UNRRA agreement provision was made for personnel to be loaned by UNRRA to the Government for operation under the administrative control of an agency of the national authority.

Column (6) Welfare officers have formed part of the UNRRA personnel who have helped the military and civil authorities with the care and repatriation of displaced United Nations nationals in the British, French, and U.S. zones of Germany and Austria, and in Italy. In Greece UNRRA welfare personnel are advising the Greek Government concerning care for displaced United Nations nationals.

B. COUNTRIES PAYING FOR THEIR OWN RELIEF.

Welfare liaison officers in countries not requiring UNRRA's financial aid have recruited welfare personnel for the care and repatriation of displaced persons. They have consulted with the Governments on the availability of small quantities of emergency relief supplies for special services in devastated regions and for displaced United Nations nationals, and have observed the free distribution of UNRRA contributed used clothing. These responsibilities have enabled them to act as "friends at court" in connection with some aspects of the care of displaced persons which might otherwise have been overlooked.

C. OTHER AREAS OF UNRRA OPERATION

(1) In the Middle East UNRRA welfare personnel were used in operating camps for the care and repatriation of displaced Dodecanesians, Greeks, Yugoslavs, and others.

(2) In Sweden, Switzerland, and the United Kingdom, UNRRA welfare personnel have presented the Administration in connection with the care of displaced persons removed from Germany to those countries.

(3) In Australia, the United Kingdom, the United States, and many other countries, UNRRA welfare officials have recruited welfare personnel for foreign service, and have also exercised responsibility for certain aspects of the Administration's relations with voluntary agencies.

ANNEX II

UNITED NATIONS
RELIEF AND REHABILITATION
ADMINISTRATION

FIELD ADMINISTRATIVE ORDER NO. 86

10 January 1946

Page 1

SUBJECT: EXTENSION OF TRAINING ASSISTANCE TO MEMBER NATIONS

1. General

- 1.1 The purpose of this order is to state the policy and procedure of the Administration with respect to the extension of training assistance to member governments. Two types of training assistance are discussed:
 - a. The inclusion of technical experts in UNRRA's foreign missions for the purpose of organizing training programs in the fields of health, welfare, agriculture, etc.; and
 - b. The provision of a limited number of "fellowships" at UNRRA expense for the training abroad of candidates of non-paying countries.
- 1.2 Section 2 outlines the circumstances under which experts employed by UNRRA may be assigned to missions abroad. Section 3 states the conditions regarding the provision of fellowships to qualified applicants from non-paying countries. Nothing in this order is intended to preclude UNRRA participation in local arrangements which are not ultimately a charge against UNRRA's financial resources (for example, the plan for enabling selected displaced allied nationals in Germany to continue their studies at German professional, technical, vocational and trade training institutions).

2. Inclusion of Technical Experts for Training in Country Missions

- 2.1 With respect to furnishing technical experts, such assistance at UNRRA's expense will be limited to technical aspects of relief and rehabilitation, consistent with UNRRA's authorized program, which will benefit the member government's and/or UNRRA's programs promptly and which in no way compete with the established educational facilities of the country. Under this policy, UNRRA may employ and send abroad, for the purpose of organizing on-the-spot training programs, experts in epidemic control, welfare, sanitary engineering, farm machinery, transportation, or other fields in which the country requires specialized outside assistance to expedite its relief and rehabilitation activities.
- 2.2 Where the need for such experts is agreed upon, they will be recruited, employed, promoted, transferred, terminated, etc., in the same fashion as other UNRRA employees.

3. Provision of Fellowships

3.1 Number of Fellowships

- 3.11 Fellowships at UNRRA expense may be provided for nationals of non-paying member governments who are in need of further training in technical fields closely allied to the Government's and/or UNRRA's basic program of relief and rehabilitation.
- 3.12 The Administration has set aside for this purpose a small fund which may be increased later by contributions from voluntary agencies. The approximate number of fellowships currently available to each eligible member government is specified in the memorandum transmitting this order. Missions which will not fully utilize their quotas should forward this advice as soon as possible in order that their unused balances may be allocated elsewhere.

3.2 Requirements for Fellowships

Fellowships will not exceed one year in length. Normally, they will be granted only in cases in which the following six conditions are met:

- a. A brief period of further training will enable the candidate to contribute promptly and directly to his country's relief and rehabilitation consistent with UNRRA's authorized program;
- b. The candidate already occupies or may reasonably be expected later to occupy a responsible position in the relief and rehabilitation program of the country;
- c. Appropriate training facilities or personnel are not available locally;
- d. Modern facilities and expert personnel are available in the country to which the candidate proposes to go, and the latter country has not suffered such war-time damage or destruction as to make pursuit of any organized course of study there unduly difficult.
- e. The applicant is able to read, write, and speak the

language of the country in which he proposes to study;

- f. The applicant is able to pass a satisfactory physical examination.

3.3 Nomination of Applicants

Upon receipt of information regarding the number of fellowships available, the Chief of Mission shall transmit the information to the appropriate governmental agencies. If the government desires to take advantage of the opportunities, these agencies should assume responsibility for nominating the requisite number of candidates and providing the Chief of Mission with: (a) a brief biography of each candidate; (b) information concerning the specific studies he wishes to undertake; (c) the country in which he proposes to study; (d) the approximate duration of such studies; and (e) a signed statement indicating the applicant's intention to engage for a period of at least three years following his return from abroad in the relief and rehabilitation work for which he is to be trained. In exceptional cases this period may be reduced to two years upon agreement between the government and Chief of Mission concerned.

3.4 Approval of Nominees

- 3.41 Upon approval at the mission level, the information shall be transmitted to the Headquarters Office, via the appropriate Regional Office for missions reporting through regional offices. The Headquarters Office will advise as to the approval or rejection of applications and, in cases of approval, will suggest time of departure and itinerary.
- 3.42 Applicants from the European Regional Office must reach Headquarters before 31 March 1946. applications from the Far East must reach Headquarters before 30 June 1946.
- 3.43 The proposed course of study for persons from the European area should be capable of completion by 31 December 1946. Similarly, the course of study for applicants from the Far East should be capable of completion by 31 March 1947.

3.5 Expenses Covered by Fellowship

The expenses which UNRRA will bear in connection with approved fellowships may include:

- a. An appropriate living allowance which will apply equally to all UNRRA fellows in a particular country;
- b. The cost of transportation from the point of embarkation to and from the country in which the fellow will pursue his studies;
- c. Travel within the country during the period of study, provided that in each case authorization is obtained in advance from the Administration;
- d. The cost of tuition, where necessary, and essential technical books, equipment, etc.

UNRRA shall not assume responsibility for travel to the point of embarkment, or assistance to family members who may wish to accompany the applicant.

3.6 Administrative Responsibility for Candidates During Their Course of Study

3.61 For those fellows coming to North America, the Training Branch in the Division of Personnel and Training at the Headquarters Office, in cooperation with the appropriate technical divisions and branches, will be responsible for:

- a. Working out a detailed program of study, including any necessary orientation to UNRRA and to American life and customs;
- b. Working out any other programs supplementing the agreed course of study;
- c. Providing necessary counsel and advice with respect to accommodations and related problems of adjustment;
- d. Maintaining adequate records of the progress of various candidates.

- 3.62 For other fellows, the appropriate Regional Office shall designate the organizational unit to exercise the corresponding responsibility. As a part of its supervisory responsibility, this unit shall secure a final written report from each fellow concerning his work during the period of UNRRA assistance.

4. Relationship to Other Regulations

This order supersedes and rescinds Administrative Order No. 66, dated 28 June 1945.

R. G. A. Jackson
Senior Deputy Director General

ANNEX III

RECOMMENDATION TO FACILITATE THE WELFARE
WORK OF UNRRA AND OF MEMBER GOVERNMENTS

WHEREAS

The authorities of the liberated countries will each be collecting much valuable experience from their efforts to deal with the emergency welfare needs of their people during the first period of liberation, and

WHEREAS

The ability of any one country, to make effective use of the necessarily limited resources of material and personnel which will be available for welfare services upon liberation will be greatly enhanced by having at its disposal accurate information of the experience of other countries in dealing with similar or comparable problems, and

WHEREAS

UNRRA's task in organizing the administering emergency welfare services in areas where it is invited to act directly will be considerably facilitated by having at its disposal the fullest possible information about the methods which individual governments have found appropriate to meet relief and welfare needs,

THE TECHNICAL STANDING COMMITTEE ON WELFARE RECOMMENDS:

That the Staff of the Director General, with the advice and assistance of the Standing Technical Committee on Welfare and the Standing Technical Committees on Welfare for Europe and the Far East, prepare a suggested minimum outline for individual country reports in such a manner as to provide current information capable of being put at the disposal of other national authorities and of UNRRA missions concerned with emergency relief problems, and

That the Social Welfare authorities of the member governments assist in the mutual exchange of this information by providing the necessary data. (Council II, Document 199, TWE (44)34, 23 September 1944.)